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# EDUCATION AMENDMENTS OF 1971

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## HEARINGS

BEFORE THE

### SUBCOMMITTEE ON EDUCATION

OF THE

### COMMITTEE ON

### LABOR AND PUBLIC WELFARE

### UNITED STATES SENATE

NINETY-SECOND CONGRESS

FIRST SESSION

ON

## S. 659

TO AMEND THE HIGHER EDUCATION ACT OF 1965, THE VOCATIONAL EDUCATIONAL ACT OF 1968, AND RELATED ACTS, AND FOR OTHER PURPOSES

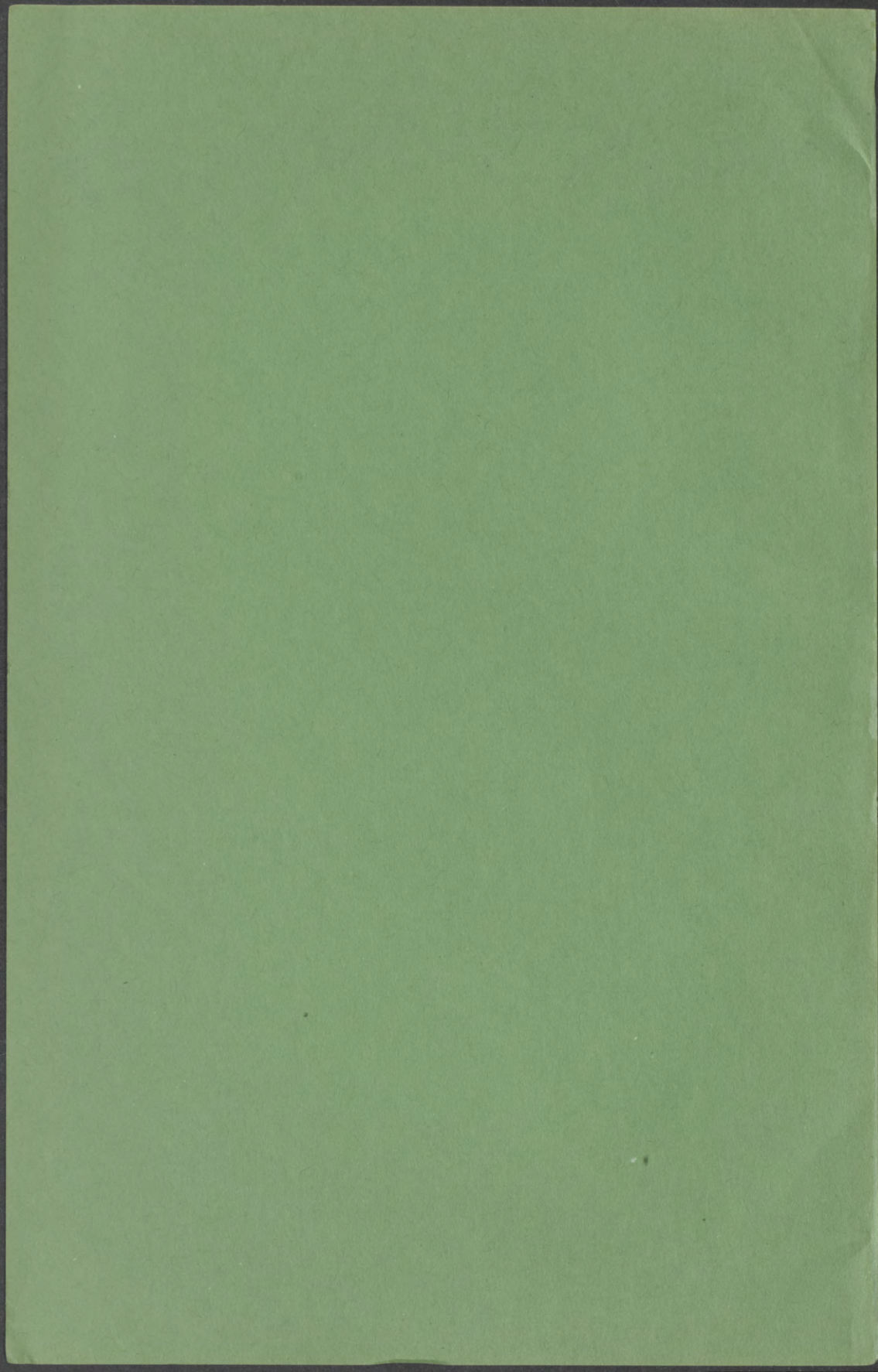
AND RELATED BILLS

APRIL 22, 23, AND 27, 1971

### PART 3

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





# EDUCATION AMENDMENTS OF 1971

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BEFORE THE  
SUBCOMMITTEE ON EDUCATION  
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**PART 3**

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Printed for the use of the  
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U.S. GOVERNMENT PRINTING OFFICE  
WASHINGTON : 1971

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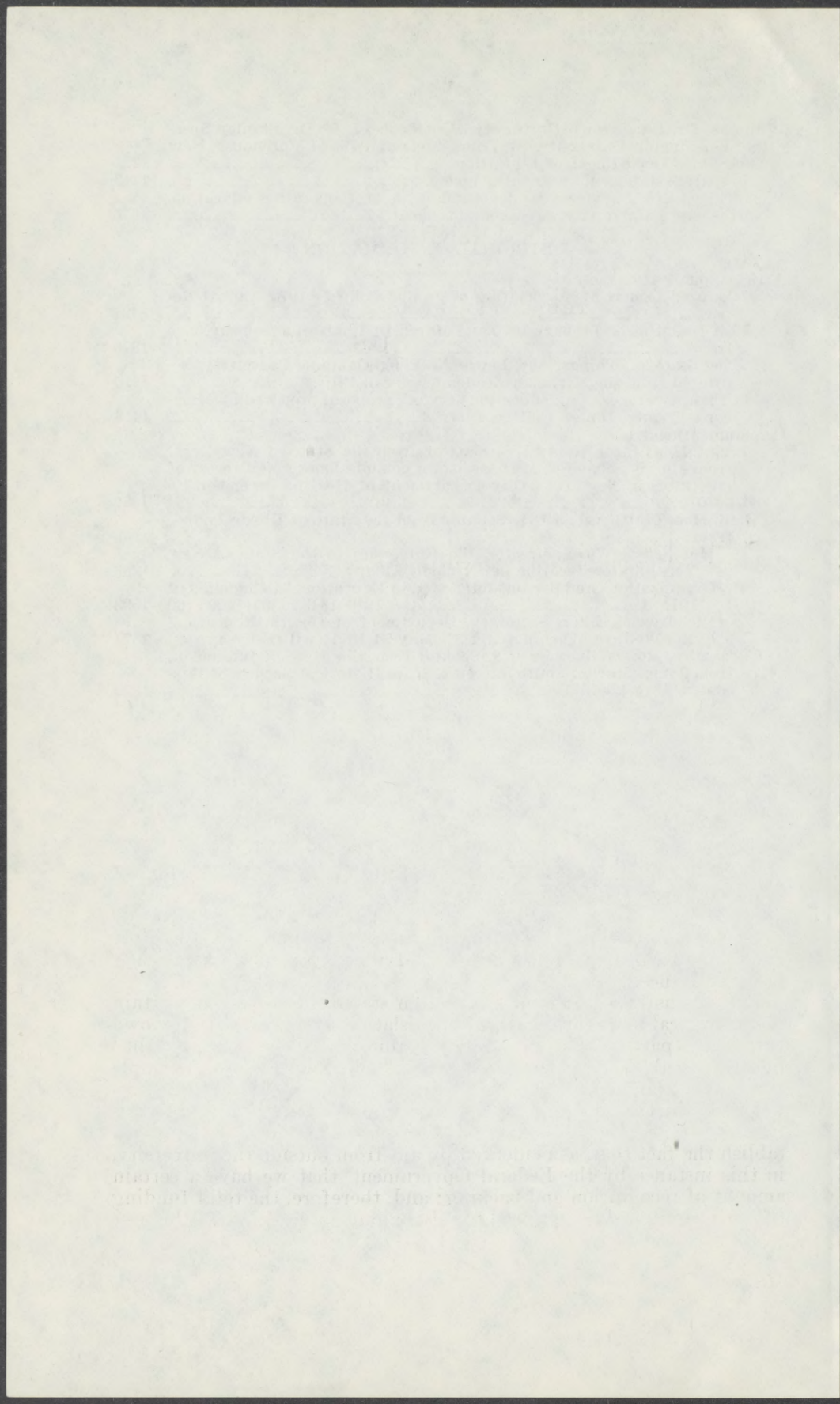
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## EDUCATION AMENDMENTS OF 1971

THURSDAY, APRIL 22, 1971

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

The subcommittee met, pursuant to recess, at 10 a.m., in room 4230, New Senate Office Building, Senator Claiborne Pell presiding.

Present: Senators Pell, and Javits.

Staff present: Stephen J. Wexler, subcommittee counsel; Richard D. Smith, associate counsel; Roy H. Millenson, minority staff director.

Senator PELL. The Subcommittee on Education hearings on the Education Amendments of 1971 will come to order.

The first witnesses will discuss title VI NDEA—area language centers. I welcome Dr. Lea Williams of Brown University, an old friend of mine from Rhode Island, Dr. Stanley Spector of Washington University, St. Louis, Mo., and Mr. Morehouse of the New York State Department of Education.

If you will come forward, please. I will advise you that I am the floor manager of a bill presently pending on the Senate floor. We are going to limit this morning's hearing to 1 hour, with 20 minutes to each panel.

Dr. Williams, do you want to take the chair?

### STATEMENTS OF DR. LEA WILLIAMS, BROWN UNIVERSITY, PROVIDENCE, R.I.; DR. STANLEY SPECTOR, WASHINGTON UNIVERSITY, ST. LOUIS, MO.; AND WARD MOREHOUSE, NEW YORK STATE DEPARTMENT OF EDUCATION

Dr. WILLIAMS. Thank you very much, Senator Pell. In view of the time limit I will be very brief indeed. My two colleagues have already been introduced.

Each of us has sought in his written statement to present certain points critical to a consideration of legislation in this area. In my own case, I paid particular attention to the value, indeed the essential value, of a Federal backing for international education, as for example through the language and area centers which now operate. Such support is of particular value as a catalyst in order to permit those of us involved in negotiating budgets with university administrators to establish the fact that, as evidenced by aid from outside the university, in this instance by the Federal Government, that we have a certain amount of recognition and backing; and, therefore, the total funding of our programs does not need to rely on our universities. In the past

we have across the country been obtaining something like 10 percent of our support from Federal sources. So, Federal funding is a very modest but a tremendously significant and essential ingredient.

The other point I sought to make was one to deal with the question of the oversupply at the moment of advanced scholars, Ph. D's, the argument being that there are too many of these people and, therefore, why train more. There are not too many of these people by any means. What is now happening is that all Ph. D's are able to obtain suitable jobs, although they may not get the jobs they would have chosen a few years ago in terms of the prestige of institutions or whatever. They are going out across the country into junior colleges and community colleges. This in fact is what we should have been doing all along in bringing international education where it is most urgently needed; that is, to the smaller, less well-known institutions. So there is no oversupply of Ph. D's.

Having said that, I should like to turn to either of my colleagues. Senator PELL. Dr. Spector.

Dr. SPECTOR. Senator Pell, thank you very much for this opportunity to appear before this distinguished subcommittee which is dealing I think with a subject very, very important to the national interest.

Senator PELL. I would completely agree with you that what we are doing is tremendously important, and yet the public is really not greatly interested in the problem with which you and I are seized. I see one representative of the press here, and very rarely does the general public take an interest in these hearings. But I will agree with you that they are important.

Dr. SPECTOR. I think that is precisely the problem: that the general public does not take an interest in it because in the course of its normal education the general public has not had the kind of necessary exposure to help it understand its very important role.

Mr. Chairman, my testimony has been submitted in writing. I would like to just concentrate on two important points which are in my written testimony, and one derives from a very recent experience I had.

I was invited by the Academy of Sciences of the U.S.S.R. to visit their programs relating to foreign areas study, and I was a guest of the Institute of the United States of America which is responsible for research on the the United States of America, an institute which was set up only 3 years ago in Moscow because they were concerned about the commanding lead we had established in studying their society while they had no counterpart in Russia. My host there was Anatoly Gromyko, the son of the Foreign Minister. I was also invited as a specialist to visit their Institute of Far Eastern Studies and to spend time with my Soviet counterparts in comparing the way we study China. Obviously both nations have a very deep interest in China.

I was able to inquire about their system to make some assessment of the scholarship there, and I should report to this committee that I was deeply impressed by the great strides which the Russians have made in the past few years in creating a body of scholars who for instance could carry on all their conversations with me, all these intricate discussions, in perfect English in the one case and in perfect Chinese in the other. This made a very deep impression.

I am convinced that the Russians have created an excellent pool of specialists through maintaining central government institutes for research and training, but where they are failing and precisely the difference between the Soviet system and our own is they get no diffusion. They mark their specialists out early in their careers, train say two or three hundred in Chinese and that is all they have. That is not enough for them either but certainly it is a good supply, whereas what we are doing is trying at the same time to disseminate information to our entire population. That explains the need for many area and language centers throughout the country as opposed to one central institution.

Senator PELL. Thank you very much.

Your statements will be put in the record fully at the end of your testimony.

Mr. Morehouse.

Mr. MOREHOUSE. Thank you very much, Senator Pell.

I, too, have a written statement which I would appreciate having inserted in the record.

I would like to deal with just one or two points very briefly in amplification and extension of the observations made by my colleagues.

One is to underscore the vital importance of undergraduate programs in the total Federal Government effort in the field of world language and area studies. As Professor Spector indicated in his remarks, we are very much concerned not only with training a small cadre of highly developed specialists on various critical areas of the world, but we need to diffuse this knowledge throughout our population; and in order to do this, we must have a strong underpinning in programs at the undergraduate level as well as at more advanced levels.

The second point I would like to emphasize is my belief that we need to move beyond, but without diminishing our present effort in the field of language and area studies, to programs that are focused on topical programs or issues which cut across major geographical regions of the world. For example, the problem of expanding human population which is something that concerns all mankind. It concerns us on the North American Continent as well as elsewhere in the world.

The third point I would like to make is that I think there is an important role to be played in strengthening international aspects of American higher education through interinstitutional cooperation. We still have, as Professor Williams has indicated, too few specialists in, for example, Chinese, his field of special interest and competence, to cover the country; and, therefore, we are going to have to share these scarce resources. In this connection I work very closely, Senator, with an organization which is committed to the proposition that we can enrich this aspect of American higher education significantly through cooperation among institutions, the National Council of Associations for International Studies.

Senator PELL. Thank you, Mr. Morehouse.

(The prepared statement of Mr. Morehouse follows:)

STRENGTHENING THE INTERNATIONAL DIMENSIONS OF AMERICAN HIGHER EDUCATION

Testimony of Ward Morehouse, Director, Center for International Programs and Comparative Studies, State Education Department, University of the State of New York, and President, National Council of Associations for International Studies, before the Special Subcommittee on Education of the Senate Committee on Labor and Public Welfare, Thursday, April 22, 1971.

My name is Ward Morehouse. I am the Director of the Center for International Programs and Comparative Studies of the New York State Education Department. I also appear before you on behalf of the National Council of Associations for International Studies, an organization composed of a dozen regional associations of colleges representing over 400 institutions from Vermont to Hawaii. The views I am expressing to you today reflect as well the concerns, needs, and objectives of the State University of New York.

Mr. Chairman, I appreciate very much this opportunity to come before you to offer testimony in support of legislation which will strengthen the international dimensions of American higher education. I should like first to comment on important aspects of international education which I believe should be reflected in the higher education legislation now under consideration by this Committee. These comments will be followed by some observations on changing environment for public policy toward international education in the United States. My comments rest on the assumption, for which I believe, there is persuasive evidence, that American society in the decades ahead will become more, not less, interdependent with the rest of the world.

The principal legislative authority now being used by the federal government to support the strengthening of international dimensions of American higher education is Title VI of the National Defense Education Act, which provides support to colleges and universities in programs of training in critical languages and related area studies deemed to be important to our national security. This legislative authority has

been in existence in substantially the same form for over a decade and has made vital contributions to enlarging our national capability for dealing more effectively with the rest of the world.

The need for such a national capability continues, and in my judgment will increase in the coming decades, but the character of the capability required is changing. Programs designed to enhance this capability must also change. This has been wisely recognized by the present Administration in the plans which it is developing for the coming fiscal year. I quote from the justification statement submitted by the Office of Education in support of fiscal year 1972 appropriations for NDEA

Title VI:

Despite the limitations of funding constraints, some important program innovations are included within the level proposed. Six new graduate programs are planned at an average cost of \$40,000 for a total of \$240,000. These graduate programs of excellence will focus on such new and critical areas as contemporary Europe, Eastwest relations, international trade and business, and comparative urban and environmental problems. Ten new undergraduate programs are envisaged at an average cost of \$30,000 for a total of \$300,000. These innovative undergraduate programs will demonstrate new approaches to undergraduate education in world affairs and international studies, with particular attention to teacher education.

Congress also recognizes the need for change. The higher education bill introduced by Senator Pell and others (S.6591) proposes, after a year's extension of existing NDEA Title VI, a new title designed to aid graduate programs in different fields, including international studies. Senator Javits' bill to consolidate and extend a number of existing but thus far unfunded higher education programs (S.1073) also would make possible important changes and improvements in federal government support of international studies in American higher education if the International Education Act, which is included in his bill, were to be funded. I will not address myself to the specifics of either these bills or the Administration bill (S.1123), which provides for a two-year extension of NDEA Title VI and which would also make possible, in light of the passage quoted from the Office of Education justification statement for the fiscal 1972 NDEA Title VI appropriation, some changes in program emphasis. More significant in my view than the specific details of these alternative pieces of legislation, all of which have merits, are the emphases which should be given in the future to federal programs related to this important but still very much neglected aspect of American higher education. I should like to mention three emphases which I believe should be reflected in legislation emerging from this Committee.

The first is the need for recognition of the importance of undergraduate programs in international studies. Undergraduate programs are vital in providing an essential foundation for more advanced studies which will help to enhance our national capability for dealing with the rest of the world. Past experience suggests furthermore, that undergraduate institutions often show greater ability to bring about important changes in academic programs which reflect the changing environment in which international studies are being undertaken. Beyond that, undergraduate programs provide an absolutely vital dimension to our total national effort in this field by enlarging the base of enlightened citizen understanding of the relationship

of our society to the rest of the world. There are many more citizens who have only an undergraduate degree than are trained to the Ph.D level. Without such understanding and consequent support of constructive public<sup>policies</sup> reflecting this interdependence, I believe that many of the qualities of American life which we most cherish will be increasingly difficult to maintain in the coming decades with a rapidly growing human population, increasing disparities in wealth throughout the world, and growing impact of human civilization on our natural environment.

The second concerns the need for strengthening programs at both the undergraduate and graduate level which deal with critical problems confronting human society in the second half of the twentieth century. Population, food, peace and the quality of the environment are all global concerns which vitally affect the future of American society. We need to strengthen our capacity as a nation for dealing with these and other critical problems in the decades ahead.

It is important to emphasize in this connection, Mr. Chairman, that the basic purpose toward which NDEA Title VI has been directed continues to represent an important and vital national need served by our institutions of higher education, and the emphases which I have suggested do not imply any diminished significance to our continuing requirements for highly trained professional manpower with knowledge of critical languages and areas of the world. The far greater expense of training such manpower, furthermore, continues to justify, in my judgment, a federal contribution to programs in our colleges and universities which train this manpower.

The third point which I wish to emphasize and which I believe should increasingly be reflected in federal programs to strengthen international studies in American higher education is inter-institutional cooperation. At a time when all of our colleges and universities are experiencing grave financial difficulties, efforts to share scarce resources, thereby enabling groups of institutions to provide opportunities for their faculty and students which they would not be able to do singly, merit fullest possible support. The National Council of Associations for International Studies, of which I am currently serving as President, reflects at the national level the principle of cooperation and sharing scarce resources which has gathered increasing momentum as a means of strengthening the international dimensions of higher education at the regional level. This important approach to strengthening international dimensions of our institutions of higher education should be given increasing emphasis in the years immediately ahead.

This leads me to a consideration of the changing environment for public policy toward international education in the 1970's. The political, economic, and social environment for international education has been changing in recent years and appears likely to continue to change along certain basic lines. Here are some factors in this changing environment:

1. The United States relationship with the rest of the world in the 1970's and beyond appears likely to be characterized by continuing political and military disengagement, growing recognition of a relative decline in our national power, at least militarily, and growing economic

interdependence. To manage our relationships in this environment will require more advanced skills and more general understanding of the position of American society in its global context throughout our society.

2. The gap between the advantaged and disadvantaged which has generated such social tension in American society in recent years, will grow at an accelerating rate over the next thirty years on a world scale. By the year 2000, the gap in per capita income between the United States and India will have almost doubled, even though India will experience a more rapid growth rate than the United States. By the end of the century, America, along with Europe and Japan, will constitute golden ghettos in a worldwide slum of grinding poverty. As we have been pondering the educational implications of social tensions generated by a similar gap in our own society in the past few years, we surely need to consider what the educational consequences will be for a similar gap, much wider and on a much broader scale, in the future.
3. In the next thirty years (which is the operative time frame for educating today's students), the population of the world will double. Never before in human history has the world experienced population growth of such absolute magnitude. Most of this increase will occur in the poor countries of the Third World so that by the end of this century, four out of five human beings will live in Asia, Africa, and Latin America; areas of the world about which we now study least in our schools and colleges.

4. The most urgent problems facing U.S. society in 1971--urban growth and decay, environmental pollution, the place of cultural and racial minorities in our social system-- all have a worldwide context and are being experienced by other societies as well as our own. Some will certainly depend for their solution on action which transcends national boundaries; environmental pollution is <sup>an</sup> obvious illustration. We have much to learn from others who have been struggling with the same kinds of problems. And we have much to gain from exploring together with others ways and means of dealing with these problems.

There remains, Mr. Chairman, the critically important question which <sup>is</sup> implicit in the issues which I have been discussing--namely, the relationship of "categorical" and "non-categorical" aid to our colleges and universities by the federal government. In my opinion, the two are not mutually exclusive but go hand in hand. I believe, furthermore, that this position has been reflected in a variety of ways by the Congress and recent administrations, including the present one.

Formal education at whatever level is supported by society because it serves goals and purposes which society recognizes as important. A recent case in point is the Environmental Education Act, which reflects the concern of both the present Administration and the Congress, as well as the American people, with the deteriorating quality of our environment and the need to educate future generations of Americans about the importance of protecting that environment. Categorical programs of support to education like the Environmental Education Act and the legislation to strengthen international aspects of American education will always be needed in order that society may give support to aspects of formal education which serve critically important goals of society. At the same time it is also clear that our institutions

of higher education, whether publicly or privately controlled, require increasing public support, whether at the state or national level, of a non-categorical character. The two forms of aid should be regarded as complementary and mutually reinforcing.

We need to recognize, furthermore, that the categorical characteristics of federal programs in many different fields exist at different levels. To the proponents of general revenue-sharing with the states, even programs which seek to aid education "non-categorically" are "categorical" in character. The same observation can be made with respect to federal programs of "non-categorical" assistance to higher education or to elementary and secondary education, which again reflect a "categorical" determination by the federal government of priorities to be attached to different levels of formal education in our society.

I submit, Mr. Chairman, that the critical issue is not whether a particular program is "categorical" or "non-categorical", for this is a relative proposition. Rather it is whether or not the program serves a vital need of society. The matter was succinctly expressed by Daniel P. Moynihan, former Counsellor to the President, in his letter of April 27, 1970, to President Nixon of Harvard, in which, writing on behalf of the President and indicating that the present Administration was reversing itself and would continue to support NDEA Title VI, he stated:

It would be difficult to find an area in which pursuit of disinterested scholarship was more ~~correctly~~ <sup>directly</sup> a matter of national interest than here.

There is substantial evidence that the international dimensions of American higher education are indeed related to and serve vital needs of our society. The education policy-making body in New York State--the Board of Regents of the State of New York--has stated, in a 1970 policy paper on international education, that:

It is necessary that the citizen of tomorrow be informed about the parts of the world beyond the borders of his own country because what happens in those countries is bound to affect him and his country. Further, societies and traditions other than our own are worthy of our attention in their own right because of the quality and richness of human experience which they

represent. But, by all odds, the single most important educational reason for studying other societies is that it helps us to understand better our own...

The Regents believe that increased emphasis should be placed on the international dimensions of education...The educational objectives involved are critical ones: to prepare men to take their place in a world where isolation no longer exists.

The Center for International Programs and Comparative Studies for which I am responsible was created by the Board of Regents in recognition of this need. The Center seeks to strengthen opportunities and resources for teachers and students in our schools, colleges, and universities to understand the modern world in all of its diversity and complexity. In this effort, we cooperate actively with state and national education agencies and institutions in other parts of the country and abroad.

The federal government has also recognized the importance of these concerns to American education. The Congress of the United States has declared it to be the policy of the United States Government that:

...a knowledge of other countries is of the utmost importance in promoting mutual understanding and cooperation between nations; that strong American educational resources are a necessary base for strengthening our relations with other countries; that this and future generations of Americans should be assured ample opportunity to develop to the fullest extent possible their intellectual capacities in all areas of knowledge pertaining to other countries, peoples, and cultures...

The need for greater knowledge and understanding of the world beyond our national boundaries was one of the sobering experiences of the Second World War, and all Presidents since then, regardless of party, have emphasized on more than one occasion the vital importance of enlarging our capacity to know and to understand other peoples and nations with which we live on this often troubled planet. In 1966, for example, President Johnson stated that:

We would be shortsighted to confine our vision to this nation's shorelines. The same rewards we count at home will flow from sharing in a worldwide effort to rid mankind of the slavery of ignorance and the scourge of disease. We bear a special role in this liberating mission. Our resources will be wasted in defending freedom's frontiers if we neglect the spirit that makes men want

to be free... The search continues-more urgent today than ever before in man's history.

Earlier this year, President Nixon, in his "State of the World" message, observed that:

Around the globe, East and West, the rigid bipolar world of the 1940's and 1950's has given way to the fluidity of a new era of multilateral diplomacy. Fifty-one nations joined the United Nations at its founding in 1945; today 127 are members. It is an increasingly heterogeneous and complex world, and the dangers of local conflict are magnified. But so, too, are the opportunities for creative diplomacy.

Increasingly we see new issues that transcend geographic and ideological borders and confront the world community of nations. Many flow from the nature of modern technology. They reflect a shrinking globe and expanding interdependence. They include the challenges of exploring new frontiers of space and sea and the dangers of polluting the planet. These global issues call for a new dimension of international cooperation.

Mr. Chairman, I hope that this Committee will shape, from the bills now before it, legislation which will reflect the need to strengthen aspects of international studies of American higher education which have<sup>been</sup> discussed in this statement.

Thank you.

Senator PELL. Incidentally, Dr. Spector, Senator Eagleton was particularly sorry he could not be with us this morning. Unfortunately, he is chairing another subcommittee hearing and his time is spread rather thin. But he asked me to welcome you here.

Dr. SPECTOR. I regret it because I understand he has just recently become an Asian expert himself, having just returned from Asia.

LANGUAGE FACILITY—U.S.

Senator PELL. Would it be a correct statement to say that, of all the technologically advanced societies, we are the one with the least knowledge of foreign languages?

Dr. SPECTOR. No; I would not think so.

Senator PELL. Who else would compete with us for this role of ignorance?

Dr. SPECTOR. I think the role of ignorance could be shared with us by the Soviet Union and England and perhaps Japan, although they try harder in Japan.

Senator PELL. I went to school in England and have traveled in the Soviet Union. I would have thought that there was greater knowledge of foreign languages in the streets in both those countries than there would be in the streets of our own country.

Dr. SPECTOR. In speaking, that would be true, Senator. They do get much more practice because they are on a single continent and see many more tourists. But in terms of doing research and so forth, we are not behind. But the point is, we have a long way to go.

Senator PELL. I am not talking about research. I am talking about the majority of the people in our country who have little knowledge of other languages. I think we assume that when an Italian comes over here and speaks only his native tongue, rather than the English, he is stupid, and when we go to Italy we think they are stupid because they speak only Italian and no English. I would like to know whether that view is off base.

Dr. SPECTOR. My impression was, from what the Russians told me, that they do have English speakers. That is because they have special schools in each city where they teach their children English from the very beginning. But when you get into the masses of the population, they are probably in bad shape, too. And they are doing a lot about it now. They have established special schools all over Russia. They are ahead of us.

Mr. MOREHOUSE. May I comment briefly on this, Senator, from the point of view of a technologically less-developed country, namely, India, which is my special area of interest. Deal with this in terms of individuals from our country and from India at comparable levels of education; if we take the average college or university graduate in India, he will invariably command a working knowledge of at least two languages, one of which would ordinarily be English because that is the language of higher education. The other would be his own mother tongue. I do not think we have yet, and I believe this was the burden of your question, reached the point where it is widely recognized that one of the hallmarks of a well-educated individual in our society is a capacity to conduct himself in at least one other language beside his own.

Senator PELL. Are we not going in reverse in this regard as to Ph. D. requirements? Many colleges used to call for spoken and writ-

ten knowledge of two languages; this requirement has been dropped to one. Frankly, I think you sound much too optimistic about how well we are doing.

Another point which bothers me is the drift throughout the world toward the Tower of Babel. Many new languages have become national tongues; for example, 30 years ago when we did not have all these national languages. Do you see any way to reverse it? I always thought that World War II would have generated English as a type of Esperanto.

Dr. WILLIAMS. Senator, of course, actually there are these languages you mentioned. My impression in traveling in places like Indonesia, the Philippines, and Malaysia is that English is gaining ground rapidly despite official efforts in various countries to supplant it with something else. This has been the source of tremendous unhappiness, particularly in the Philippines and Malaysia where they have tried to do away with English with a complete lack of success.

Mr. MOREHOUSE. No; I don't think so, Senator Pell. I would agree with Professor Williams. It is indeed true that there are important political forces promoting the use of Indian languages. But I still believe it to be true, although we lack accurate statistics, that there are more English-speaking individuals in India today than at the time of independence. And my basis for that statement is a very simple one. I have never met English-knowing parents in India whose children were not also receiving an English-medium education.

Senator PELL. Is it not a fact though that the public in India will soon not be able to read basic English? Are they not turning off English as a language?

Mr. MOREHOUSE. That is not true. In fact, English is still a widely used language in science, government, business, and other areas of national life.

Senator PELL. According to the law it is being phased out.

Mr. MOREHOUSE. But as a practical matter I don't think that time will ever come.

Senator PELL. But is it not written into the law?

Mr. MOREHOUSE. Not in fact. The constitution has been reinterpreted to permit continued use of English.

Senator PELL. The constitution has been amended in the last year or two in this regard?

Mr. MOREHOUSE. English continues as a so-called "associated official language," although Hindi is now the official language of the country.

Senator PELL. Yes; but I do not think the debates conducted in the Parliament are in English.

Mr. MOREHOUSE. Oh, yes, they can be and indeed are.

Senator PELL. Well, I stand corrected then and I am delighted to hear that. When I was there the intention was that they were going to phase out English by a set time.

Mr. MOREHOUSE. Well, indeed this was the law; you are quite correct. And there was considerable civil disturbance in some parts of the country over the provisions of this law when the date in question approached, and as a consequence of this considerable political agitation the position regarding English was changed.

The question, however, is a complicated one, and I should like to submit additional material on this point for the record.

(The information subsequently supplied follows:)

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 NEW DELHI 1, INDIA

CENTER FOR INTERNATIONAL PROGRAMS  
 AND COMPARATIVE STUDIES

510: 474-3998

510: 474-8546

510: 474-3940

510: 474-7240

April 28, 1971

Dear Senator Pell:

With reference to our discussion of the position of English vis-a-vis Indian languages in India today, at the April 22 hearings on higher education legislation of the Special Subcommittee on Education, I think the record should be clear that your basic point is entirely correct--namely, increasing emphasis on the use of Indian languages in government at the state and national levels, particularly Hindi but also other major Indian languages as well. Furthermore, as you rightly suggested, Hindi has become the "official language" of the Indian federal union, in terms of provisions of the Indian constitution with effect from 1965.

As far as the Indian parliament is concerned, Hindi, other Indian languages, and English are all permitted, and a fair amount of the debates does take place in English, which also continues to be used as a language of publication for a good many central government documents and reports, where communication on an all-India basis is considered important. But Indian languages at the state level are increasingly used for both written and verbal communication in all activities of government, and Hindi is certainly more widely used in the central government (and in those states where it is the official language) than has been the case in the past.

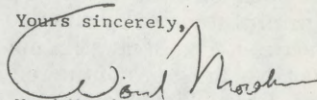
The official Government of India explanation of the current language policy position is given in the following extract from the Indian Ministry of Information and Broadcasting, India: A Reference Manual, Delhi: 1967, p.24:

Official Language

As provided in Article 343 of the Constitution, Hindi became the official language of the Union with effect from January 26, 1965. The form of numerals to be used for the official purposes of the Union is the international form of Indian numerals. However, under section 3 of the Official Languages Act, 1963 provision has been made for the continued use of the English language in addition to Hindi, even after January 26, 1965 for (a) all the official purposes of the Union for which it was being used immediately before that day, and (b) for the transaction of business in Parliament. Under Article 346 of the Constitution, the language (or languages) for the time being authorised to be used for the official purposes of the Union shall also be the language (or languages) to be used for communication between a State and the Union and between one State and another.

If it is not inappropriate, may I suggest that this letter be included in the hearing record in further clarification of the point which you raised about use of English and Indian languages in India.

Yours sincerely,



Ward Morehouse  
Director

The Honorable Claiborne Pell  
Special Subcommittee on Education  
Committee on Labor and Welfare  
United States Senate  
Room 325, Old Senate Office Building  
Washington, D.C.

WM/gc

Dr. SPECTOR. The Parliament of Malaysia has put such a law into effect and now in fact within the last few years only Malay can be used in the Parliament of Malaysia. English is now out.

Dr. WILLIAMS. I must correct my colleague. English is now out, but as the speaker always permits its use, so the debates continue completely uninhibited in English in violation of the spirit of the law.

Dr. SPECTOR. But it is still not the legal language and all government functions must be conducted in Malay.

Senator PELL. Gentlemen, with specific regard to the legislation before us; the administration bill which extends the program for 2 years and the committee bill, S. 659, which extends it for a longer period consolidating it with international education and strengthening graduate schools—that is very subjective questioning—do you have any preference as to which bill you prefer?

Dr. SPECTOR. May I address myself to that point. I was formerly special consultant with the U.S. Office of Education for the International Education Act. I drew up much of the wording for the undergraduate portion of that. I might say that at that time interestingly enough the thinking was that the International Act might absorb title IV of NDEA which was considered desirable if title VI could be guaranteed further existence. It is important that title VI continue through the indefinite future. It has a specific function. Now if the International Education Act provisions which the Senator's bill incorporates should go forward I think this would be very desirable because one rests upon the other. We must have this area and language as the base. From there we can then make comparative studies, ultimate studies of NDEA or those provisions, and we can also go on with undergraduate training which is necessary for diffusion. So I think the two mesh very well, and I think the committee should be complimented on coming forward with this idea provided, of course, that title VI moneys are not lost in the shuffle.

Senator PELL. To make a preference between the two helps us in getting our work enacted into law. If you were to choose between the two bills, would you as a panel express a preference for one or the other?

Dr. SPECTOR. The only difficulty, sir, is that I am not skilled in the political meaning of much of this. I know international education and title VI.

Senator PELL. Have you studied the legislation that we asked you to comment upon?

Dr. SPECTOR. Yes, sir.

Senator PELL. Which bill do you prefer?

Dr. SPECTOR. I would prefer your bill, sir, provided we could be sure that the title VI provisions were there. The longer, extended time is absolutely necessary. That is what the Soviet experience convinced me. They are long-term projections of what we need—not just 2 years but say a 5-year authorization for funding. We know where we stand and I think the general bill is in the exact direction we should be moving.

Senator PELL. Would this be the general view of the panel?

Mr. MOREHOUSE. Yes, sir; I would like to add just one comment, in addition to the importance of continuing the provisions of NDEA title VI for advanced training in language and area studies for which this

very title provides. I believe that the committee's bill would be greatly strengthened if there could be provision also for support of undergraduate programs. As the language now reads it is confined to graduate programs, but I believe the undergraduate dimension is a vital part of the total Federal program in this field.

Senator PELL. Thank you very much.

I have some more technical questions which I wonder if you could reply to briefly. Would you send them back to us some time within the next 10 days or 2 weeks if that is convenient. Thank you.

I am sorry for the pressure operating here. Dr. Williams is an old friend and has been very hospitable to me and I appreciate it tremendously.

(The information subsequently supplied follows:)

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510: 474-7248

April 28, 1971

Dear Senator Pell:

I should like to express my very real appreciation to you for giving Professor Lea Williams of Brown University, Professor Stanley Spector of Washington University (St. Louis), and myself an opportunity to present our views on legislation related to international studies in American higher education before the Special Subcommittee on Education on April 22. Here are my comments on the five questions which you asked us to answer at the conclusion of the Hearings:

1. Order and magnitude of tasks: what are the priorities? How long do you envision Federal support as needing to be continued?

There are three critical needs, only the first of which is being met in significant degree at the present time, if international studies are to be strengthened as a vital dimension of American higher education in the 1970's:

1. Programs to train specialists in critical but neglected languages and major world areas.
2. Programs of advanced training and research devoted to important world problems which transcend geographical boundaries--population growth, urban and environmental problems, conflict resolution and international peace, etc.
3. Undergraduate programs in language and area studies and world problems, ~~essential~~ <sup>necessary</sup> to build a sound foundation of preparation for graduate specialization and to develop a broad base of citizen awareness and understanding of these key areas and problems which will be confronting the nation with increasing urgency during the coming decades.

These are the critical priorities. More support will be required in the future if all three are to be met in any significant degree. Present support, primarily for the first need listed above (and to a very limited degree, the third need) is \$15.3 million. Support should be increased to at least the present authorized level of NDEA Title VI, namely, \$38 million.

The length of time for federal support is dealt with in the next question.

## 2. Re: Categorical aid

In light of the trend away from categorical aid, <sup>and</sup> special program funding, how do you justify NDEA Title VI?

The relevant criterion is not whether a particular federal program is "categorical" or "non-categorical" but rather, whether it serves an important national need. Thus, even the Congress and this Administration, which have professed to be opposed to continuation of categorical programs in education, have pushed for an Environment Education Act because the deteriorating condition of our environment is demonstrably important to the nation. The same is true of the international dimensions of American higher education which are very directly related to our nation's capacity to deal effectively with the rest of the world. The question of how long federal support should be continued should, therefore, be answered in relation to the length of time that an important national need served by a particular federal program continues to remain significant and important. Viewed in this manner, federal support for specialists in neglected languages and related area studies and in major world problems will be required for the foreseeable future. The federal government has supported agricultural research and extension activities at the state and county levels for a good many years and is likely to continue to do so for some time in the future, for essentially the same reason.

3. Would this production of specialists be better accomplished through one national institute, instead of so many centers scattered throughout the country?

In our pluralistic society with its equally pluralistic education system, the diversity of emphases in international programs in our universities is a real source of strength in enhancing our national capability to deal more effectively with the rest of the world. It is part of our American tradition that competition within reasonable limits encourages change, stimulates progress, and is generally a good thing for society. The same may be said of international programs in American universities. This diversity and sense of competition in trying to be the best would be lost if all of this activity were concentrated in one national institute.

4. What would be the benefit of consolidating the IEA and NDEA Title VI?

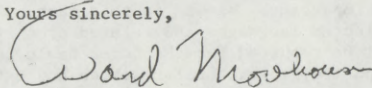
The most important issue here is preserving the "funding continuity" of NDEA Title VI. The difficulties which the International Education Act has experienced as a "new" program in not being able to secure funding over the past five years is a sobering lesson. At the same time, the additional programs contemplated under the IEA (essentially the second and third needs outlined above) are vitally important. There is much to be said, therefore, for amending NDEA Title VI to include provision for the additional kinds of programs authorized but thus far not funded under IEA.

5. What role could the National Foundation for Higher Education have vis-a-vis international education?

While it is important that the legislation creating the National Foundation for Higher Education permits the Foundation to follow a broad focus on needed changes in our colleges and universities, encouragement should also be given, perhaps through inclusion of language to this effect in the Committee's report on the higher education foundation bill, for appropriate attention and support to be given to innovative ideas which will strengthen the international dimensions of American colleges and universities.

Once again, I want to express to you my appreciation for the opportunity which you gave us to present our views on international studies in American higher education.

Yours sincerely,



Ward Morehouse  
Director

The Honorable Claiborne Pell  
Special Subcommittee on Education  
Committee on Labor and Welfare  
Room 325, Old Senate Office Building  
United States Senate  
Washington, D.C.

WM/gc

(The statements of Dr. Williams and Dr. Morehouse and other material supplied for the record follow :)

Statement to be submitted to  
the Special Sub-Committee on Education of the  
Committee on Labor and Public Welfare  
of the United States Senate

By: Lea E. Williams, Director  
East Asia Language and Area Center  
Brown University

April 22, 1971

It is by no means without significance that to speak of the crisis in education is to use a cliché. The fact that all who administer, finance, offer and profit from advanced education are uniform in their recognition of the challenges and dangers confronting the universities of this country is proof that apprehension is general and genuine. It is my purpose today to focus on only one of many problems, the financial squeeze. More specifically, I propose to offer some observations on the crucial role of Federal support to institutions providing instruction in languages and substantive fields related to East Asia.

Costs in education have not merely risen in the post-war years; they have doubled and redoubled. The building and maintenance of classrooms and dormitories combine to devour a major share of university budgets. The acquisition of books for libraries, the most vital function of any respectable institution, is twice as expensive as it was a decade ago. Faculty salaries have been improved in an effort to permit teachers the attainment of middle class living standards. (It is presumably needless for me to add that I have little quarrel with that particular development).

In the recent past, private benefactors, state legislatures and the foundations have either cut back their funding or redirected support to endeavors other

than education. University administrators are thus caught in a cruel budgetary vise. Perhaps no college or university president would admit it, but all are being driven toward a point where the arguments of cost-price analysis will win precedence over considerations of educational merit in the making of decisions on the distribution of university resources. It will grow difficult indeed for the more highly specialized departments to claim a just share of the budgetary pie. The professor who teaches ten students will be regarded as only half as valuable as the one who teaches twenty. Departments able to reach huge student audiences will be seen as economically viable; the less popular in enrollment will be viewed as marginal. When the ax crashes down on the departments with high unit costs per student, university administrators will speak of curricular development, reformulated goals or rational priorities. They will in fact be acknowledging the triumph of campus economic determinism.

As I am truly proud to report, the President of my own institution recently observed that it is often precisely in the continuation of scholarly programs that may serve relatively few students that the designation university is earned. Political science, anthropology or sociology would have been killed in infancy if administrators of a generation or two ago had evaluated those disciplines in raw budgetary terms. That is the nature of the threat that hangs over the economically marginal endeavors today. Included among that insecure group are programs focused on the non-Western world. Far fewer students are in Chinese than in French. Any decent undergraduate knows about the industrialization of the North Atlantic countries; only rare individuals can discuss the transformation of Japan from agrarian feudalism to super economic power in just one century. The number of doctorates in European history is many times greater than that of all scholars trained to teach and do research on Asia, Africa and Latin America combined.

The place of the federal government in these circumstances is clear. There is no alternative source of support to which those of us in non-Western fields can turn. I should be much happier if this were not the case; but, it seems that, as in so many other areas, the federal hand is needed where private or state resources and initiative are inadequate for the accomplishment of tasks in the national interest.

At this time in history, the feeling that we ought to know more about China is stronger than ever. If we are actually moving toward increased exchange with the Chinese fifth of humanity, then government, industry and commerce will all demand the services of people trained to seek ways of interpreting China. Journalists and teachers at all levels will want information on that country. Even brief encounters with the Chinese will be more productive and realistic if Americans are better informed. For example, one of the trail-blazing table tennis players was reported in the press as having been awed by the power of Mao Tse-tung's moral leadership when he saw three-year old Chinese infants treating two-year olds with protective affection. Any one with a background on the Chinese family, a student from my own courses, for example, would have known that older children have been the custodians of younger ones for centuries.

Two arguments against federal support for non-Western studies seem to make considerable sense. At the risk of abrasiveness, I should like to destroy both of them. First, it is frequently pointed out that government funds, as in the case of the language and area centers, have contributed only a minor share of total funding. The figures for the country as a whole demonstrate that about ninety percent of the costs of such centers comes from university budgets with only a tenth of total costs being met through federal contributions. The arithmetic leads to the questioning of why federal money is so important. Surely, it is claimed, the universities can simply get along on their own means, possibly with a ten percent retrenchment in center activities.

The reasoning of the argument would be decisive except for the oddities of the budget-making process at a university. The faculty member who can approach his university administration armed with even modest external funding is far better able to negotiate for a just share of university support than the man who has been given no tangible sign of outside backing. Federal grants are catalytic agents essential to the funding of non-Western studies. The term seed money has no more appropriate application than in this situation.

The second argument against continued federal help to programs of the sort with which I am involved has the advantage of timeliness, or so it seems. Reports are wide-

spread to the effect that newly earned advanced degrees are no longer guarantees of employment. There is alleged to be a vast intellectual proletariat of the unemployed or underemployed. Doctorates are said to be a drug on the market. If this dreadful state of affairs exists, so it is argued, there is no reason to provide training to more misfits.

Two points can be made here. Even if there were a superabundance of scholars in the fields under discussion, to stop the flow for short term reasons would leave the country without a reservoir of expertise when circumstances change, as they most surely will. Progress through the pipeline bringing non-Western specialists to the job market requires many years. If the line is closed now, it cannot be brought back into service for a very long time, if ever.

In fact there is no surplus of non-Western scholars. People are finding employment, though the positions the newer specialists are beginning to fill may not carry the prestige or provide the benefits of jobs viewed as attractive a few years ago. It is all for the good. For the first time, junior and community colleges can recruit men who formerly would have set their sights only on esteemed universities with elaborate research facilities, preferably on one of our two coasts. There may be some hardship or disappointment among younger scholars at the moment, but economic necessity has brought non-Western studies to formerly neglected campuses. In the final analysis, that ought to have been our purpose all along.

By way of conclusion, it may be useful to indicate some of the things done by the East Asia Language and Area Center at Brown University. The Center, of course, coordinates degree programs at both the undergraduate and graduate levels. Twelve staff members are represented in five academic disciplines. Our Chinese library is one of the country's finest. Graduates are now in government service, in journalism and in academic pursuits. Our campus role is but one of several. Cooperation with the Naval War College at Newport has helped in the advanced training of officers at that institution. The place of the Center in the local community is of particular, yet often overlooked, significance. Center faculty frequently are invited to lecture at neighboring educational institutions, both public and private. State and church-

supported campuses in the area have all been served. Faculty members and qualified students from a variety of local institutions are provided with consultation and the use of the library at the Center. Curricular planning is an area in which the Center has been notably helpful to outside colleagues. For example, the secondary educational system in Warwick, Rhode Island will soon inaugurate a program in non-Western studies based in substantial measure upon recommendations from the Center at Brown. Many of the teachers in the high schools in the state have done course work under Center faculty. It is hoped that we can be of service to the Oceanographic Institute at the University of Rhode Island where there will be established an international center, largely for students and specialists from abroad, to aid developing countries to utilize food and other resources from the sea. Supporting letters endorsing these points are now being submitted to the Sub-committee by educators and others in Rhode Island.

The example of Brown is a small one indeed. It is not difficult to realize the impact of language and area programs across the country. Limited backing by the federal government has permitted the achievement of something far too rare in American education --- excellence. Yet, success has not been won in isolation from practicality and national needs. As the peoples of the non-Western world grow in numbers and in power, as they certainly will, the United States will increasingly rely on the services of the pool of manpower and knowledge that has been created. We must hope that our resources will be adequate for the great tasks we are sure to have to undertake.



BROWN UNIVERSITY Providence, Rhode Island • 02912

EAST ASIA LANGUAGE  
AND  
AREA CENTER

April 26, 1971

The Honorable Clairborne Pell  
Room 325  
Old Senate Office Building  
Washington, D. C.

Dear Senator:

Permit me to thank you again for receiving me in your office and accepting my testimony to your subcommittee last week. I am particularly grateful in view of the heavy pressures on your time at this point.

You transmitted to those of us who testified last week five questions which had not been adequately covered in our presentation. Professors Spector and Morehouse are better qualified than I to handle some of the questions, so I shall deal here only with two broad topics.

The matter of categorical aid is one on which I have rather strong feelings. The high cost of programs such as those maintained by language and area centers, when calculated in terms of budgetary investment per student, make international education quite unattractive to university administrators faced with the problems of the revenue-expenditure squeeze and the claims of a multiplicity of contending programs within a university. If categorical aid to the language and area centers were abandoned, it is most unlikely that programs in international education could count on adequate support for their continuance from general university resources.

I recognize that categorical aid is cumbersome to administer from Washington, but I see no attractive alternative. Possibly a plan for the awarding of support equal to the full costs involved per individual student

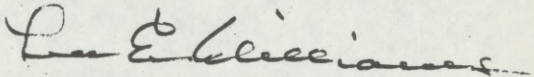
in language and area centers merits study. There would, however, under such a program be the danger that programs at various universities would be driven to engage in an unseemly contest for popularity.

The second question to consider here relates to the feasibility of achieving our goals in international education through the development of a single, giant institute comparable to that in the Soviet Union in place of many language and area centers. It is certainly hard to dispute the idea that economies would be realized through centralization. It would be equally difficult to convince me that the purposes for which the present one hundred or so centers in the country exist could be effectively served if we were all to be combined in a megacenter. The traditions and the needs of American education oblige us to be diversified in academic approach and wide-spread geographically. This is simply a function of our fundamental commitment to democracy in education.

Furthermore, we do not in the United States have the means whereby students can be authoritatively directed to enter a central institution. Such national control, except for the patterns long established by the service academies, would be alien in our environment. Perhaps decentralization is another of the expensive systems to be maintained for the sake of democratic growth and survival.

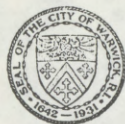
Please call upon me should you wish any elaboration of the points made here or further discussion of other questions relating to international education. With renewed thanks for your kindness of last week and with best wishes to Mrs. Pell and you, I am,

Sincerely,



Lea E. Williams  
Director

LEW:sr



ROBERT J. SHAPIRO  
SUPERVISOR OF SOCIAL STUDIES

CITY OF WARWICK  
PUBLIC SCHOOLS

325 MIAANTONOMO DRIVE  
WARWICK, RHODE ISLAND 02886

April 20, 1971

Senator Claiborne Pell  
United States Senate  
Senate Office Building  
Washington, D.C.

Dear Senator Pell:

This letter is in support of the program and consulting services offered to the Warwick public schools by the East Asian Language and Area Center at Brown University.

Under the very capable leadership of Professor Lea E. Williams the center has provided the schools with lectures and seminars led by outstanding scholars during the past two years. This year our Asian lecturers included Mr. Loren Fessler (China) and Dr. F. Roy Lockheimer (Japan). High school students have appreciated the opportunity to listen to and speak with these scholars.

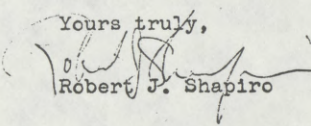
In addition, the center provides free of charge curriculum consulting services for a new series of independent study programs that will be offered in Warwick during the September, 1971, semester. Professor Williams has also extended invitations to the Warwick teachers for monthly colloquiums in Asian studies in order to enhance their backgrounds.

The Warwick public school system is indebted to the East Asian Language and Area Center at Brown University for the services offered to secondary students and teachers.

I would appreciate your <sup>r</sup>incorporating this statement into the Congressional Record.

Thank-you.

Yours truly,

  
Robert J. Shapiro

PROVIDENCE COLLEGE  
PROVIDENCE, RHODE ISLAND 02918

*Department of Political Science*

April 16, 1971

The Honorable Claiborne Pell  
Chairman  
Special Education Sub-Committee  
of the Senate Committee on  
Labor and Public Welfare  
United States Senate  
Washington, D. C.

Dear Senator Pell:

Last year I have written to you a letter in support on the future of the language and area centers.

Being aware of the fact that your Committee is again about to conduct hearings on the future of the language and area centers, I would like to submit some remarks on the subject in general, and on the importance of one of such centers at Brown University, in particular. I would like also to request you that the remarks made by me herein be read into the minutes of your Committee and in any Congressional sources which you deem proper for the inclusion of these remarks.

For a Senator whose record and service clearly indicate his concern for and a knowledgeability of the requirements for foreign policy planning, and the concomitant educational background necessary to train personnel for policy decision-making process; an attempt to explain excessively the value, the importance, and, indeed, the necessity for the training of an expert personnel for policy decision-making process mechanism, is surely not necessary.

It should suffice to state briefly, however, that the Brown University East Asia Language and Area Center, under the directorship of Professor Lea E. Williams, indicates an institutional studies dimension of liberal education.

Most meaningful training and research in non-Western area studies in the United States are conducted at foreign area

study centers. While the undergraduate "area programs" have tended to be limited to the large universities which have the necessary resources, there is a growing interest at Providence College in following the strength.

The Department of Political Science at Providence College was able to add a few survey courses in area studies, however, any development of the in-depth, specialized courses, offered by the Center at Brown University is simply financially prohibitive for us.

Now, the East Asia Language and Area Center at Brown University has supplied in the past and continues to supply invaluable services to Providence College, in general, and to the Department of Political Science, in particular.

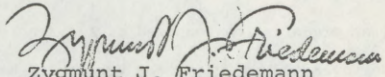
These services range from the easy accessibility of the Center's library sources to our staff and our students, to the direct participation by Providence College students in course offering at the Center. The staff of the Center, moreover, is always available for guidance and advise on study and research projects, undertaken by the Providence College staff and by the Providence College students. Colloquia conducted by outstanding scholars in the Asian area, offered by the Center, are always open to both the staff and the students of Providence College, and few members on the staff of the Center deliver lectures at Providence College. What is most important to point out, however, is the fact that all the above services have been offered by the Center at Brown University without any cost to Providence College.

I have no knowledge of the extent similar Centers across the country share their facilities with small sister institutions. As far, however, as the Department of Political Science in Providence College is concerned, I would like to impress upon you and your Committee the fact that the existence of the Center at Brown University is indispensable to furthering education of young men interested in Asian area at Providence College.

In brief, the manifold services of the East Asian Language and Area Center at Brown University opened to the staff and the students in the Political Science Department

at Providence College, provide facilities which otherwise would not be available to Providence College. Measured in terms of sustaining the educational and intellectual interests among both the students and faculty at Providence College, the continuing existence and support of the Center at Brown is truly indispensable to us.

Sincerely yours,

  
Zygmunt J. Friedemann  
Professor & Chairman  
Dept. of Political Science

ZJF/gp

STRENGTHENING THE INTERNATIONAL DIMENSIONS OF AMERICAN HIGHER EDUCATION

Testimony of Ward Morehouse, Director, Center for International Programs and  
and Comparative Studies, State Education Department, University of the State of  
New York, and President, National Council of Associations for International  
Studies, before the Special Subcommittee on Education of the Senate Committee  
on Labor and Public Welfare, Thursday, April 22, 1971.

My name is Ward Morehouse. I am the Director of the Center for International Programs and Comparative Studies of the New York State Education Department. I also appear before you on behalf of the National Council of Associations for International Studies, an organization composed of a dozen regional associations of colleges representing over 400 institutions from Vermont to Hawaii. The views I am expressing to you today reflect as well the concerns, needs, and objectives of the State University of New York.

Mr. Chairman, I appreciate very much this opportunity to come before you to offer testimony in support of legislation which will strengthen the international dimensions of American higher education. I should like first to comment on important aspects of international education which I believe should be reflected in the higher education legislation now under consideration by this Committee. These comments will be followed by some observations on changing environment for public policy toward international education in the United States. My comments rest on the assumption, for which I believe, there is persuasive evidence, that American society in the decades ahead will become more, not less, interdependent with the rest of the world.

The principal legislative authority now being used by the federal government to support the strengthening of international dimensions of American higher education is Title VI of the National Defense Education Act, which provides support to colleges and universities in programs of training in critical languages and related area studies deemed to be important to our national security. This legislative authority has

been in existence in substantially the same form for over a decade and has made vital contributions to enlarging our national capability for dealing more effectively with the rest of the world.

The need for such a national capability continues, and in my judgment will increase in the coming decades, but the character of the capability required is changing. Programs designed to enhance this capability must also change. This has been wisely recognized by the present Administration in the plans which it is developing for the coming fiscal year. I quote from the justification statement submitted by the Office of Education in support of fiscal year 1972 appropriations for NDEA

Title VI:

Despite the limitations of funding constraints, some important program innovations are included within the level proposed. Six new graduate programs are planned at an average cost of \$40,000 for a total of \$240,000. These graduate programs of excellence will focus on such new and critical areas as contemporary Europe, Eastwest relations, international trade and business, and comparative urban and environmental problems. Ten new undergraduate programs are envisaged at an average cost of \$30,000 for a total of \$300,000. These innovative undergraduate programs will demonstrate new approaches to undergraduate education in world affairs and international studies, with particular attention to teacher education.

Congress also recognizes the need for change. The higher education bill introduced by Senator Pell and others (S.6591) proposes, after a year's extension of existing NDEA Title VI, a new title designed to aid graduate programs in different fields, including international studies. Senator Javits' bill to consolidate and extend a number of existing but thus far unfunded higher education programs (S.1073) also would make possible important changes and improvements in federal government support of international studies in American higher education if the International Education Act, which is included in his bill, were to be funded. I will not address myself to the specifics of either these bills or the Administration bill (S.1123), which provides for a two-year extension of NDEA Title VI and which would also make possible, in light of the passage quoted from the Office of Education justification statement for the fiscal 1972 NDEA Title VI appropriation, some changes in program emphasis. More significant in my view than the specific details of these alternative pieces of legislation, all of which have merits, are the emphases which should be given in the future to federal programs related to this important but still very much neglected aspect of American higher education. I should like to mention three emphases which I believe should be reflected in legislation emerging from this Committee.

The first is the need for recognition of the importance of undergraduate programs in international studies. Undergraduate programs are vital in providing an essential foundation for more advanced studies which will help to enhance our national capability for dealing with the rest of the world. Past experience suggests, furthermore, that undergraduate institutions often show greater ability to bring about important changes in academic programs which reflect the changing environment in which international studies are being undertaken. Beyond that, undergraduate programs provide an absolutely vital dimension to our total national effort in this field by enlarging the base of enlightened citizen understanding of the relationship

of our society to the rest of the world. There are many more citizens who have only an undergraduate degree than are trained to the Ph.D level. Without such understanding and consequent support of constructive public policies reflecting this interdependence, I believe that many of the qualities of American life which we most cherish will be increasingly difficult to maintain in the coming decades with a rapidly growing human population, increasing disparities in wealth throughout the world, and growing impact of human civilization on our natural environment.

The second concerns the need for strengthening programs at both the undergraduate and graduate level which deal with critical problems confronting human society in the second half of the twentieth century. Population, food, peace and the quality of the environment are all global concerns which vitally affect the future of American society. We need to strengthen our capacity as a nation for dealing with these and other critical problems in the decades ahead.

It is important to emphasize in this connection, Mr. Chairman, that the basic purpose toward which NDEA Title VI has been directed continues to represent an important and vital national need served by our institutions of higher education, and the emphases which I have suggested do not imply any diminished significance to our continuing requirements for highly trained professional manpower with knowledge of critical languages and areas of the world. The far greater expense of training such manpower, furthermore, continues to justify, in my judgment, a federal contribution to programs in our colleges and universities which train this manpower.

The third point which I wish to emphasize and which I believe should increasingly be reflected in federal programs to strengthen international studies in American higher education is inter-institutional cooperation. At a time when all of our colleges and universities are experiencing grave financial difficulties, efforts to share scarce resources, thereby enabling groups of institutions to provide opportunities for their faculty and students which they would not be able to do singly, merit fullest possible support. The National Council of Associations for International Studies, of which I am currently serving as President, reflects at the national level the principle of cooperation and sharing scarce resources which has gathered increasing momentum as a means of strengthening the international dimensions of higher education at the regional level. This important approach to strengthening international dimensions of our institutions of higher education should be given increasing emphasis in the years immediately ahead.

This leads me to a consideration of the changing environment for public policy toward international education in the 1970's. The political, economic, and social environment for international education has been changing in recent years and appears likely to continue to change along certain basic lines. Here are some factors in this changing environment:

1. The United States relationship with the rest of the world in the 1970's and beyond appears likely to be characterized by continuing political and military disengagement, growing recognition of a relative decline in our national power, at least militarily, and growing economic

interdependence. To manage our relationships in this environment will require more advanced skills and more general understanding of the position of American society in its global context throughout our society.

2. The gap between the advantaged and disadvantaged which has generated such social tension in American society in recent years, will grow at an accelerating rate over the next thirty years on a world scale. By the year 2000, the gap in per capita income between the United States and India will have almost doubled, even though India will experience a more rapid growth rate than the United States. By the end of the century, America, along with Europe and Japan, will constitute golden ghettos in a worldwide slum of grinding poverty. As we have been pondering the educational implications of social tensions generated by a similar gap in our own society in the past few years, we surely need to consider what the educational consequences will be for a similar gap, much wider and on a much broader scale, in the future.
3. In the next thirty years (which is the operative time frame for educating today's students), the population of the world will double. Never before in human history has the world experienced population growth of such absolute magnitude. Most of this increase will occur in the poor countries of the Third World so that by the end of this century, four out of five human beings will live in Asia, Africa, and Latin America, areas of the world about which we now study least in our schools and colleges.

4. The most urgent problems facing U.S. society in 1971--urban growth and decay, environmental pollution, the place of cultural and racial minorities in our social system-- all have a worldwide context and are being experienced by other societies as well as our own. Some will certainly depend for their solution on action which transcends national boundaries; environmental pollution is <sup>an</sup> obvious illustration. We have much to learn from others who have been struggling with the same kinds of problems. And we have much to gain from exploring together with others ways and means of dealing with these problems.

There remains, Mr. Chairman, the critically important question which <sup>is</sup> implicit in the issues which I have been discussing--namely, the relationship of "categorical" and "non-categorical" aid to our colleges and universities by the federal government. In my opinion, the two are not mutually exclusive but go hand in hand. I believe, furthermore, that this position has been reflected in a variety of ways by the Congress and recent administrations, including the present one.

Formal education at whatever level is supported by society because it serves goals and purposes which society recognizes as important. A recent case in point is the Environmental Education Act, which reflects the concern of both the present Administration and the Congress, as well as the American people, with the deteriorating quality of our environment and the need to educate future generations of Americans about the importance of protecting that environment. Categorical programs of support to education like the Environmental Education Act and the legislation to strengthen international aspects of American education will always be needed in order that society may give support to aspects of formal education which serve critically important goals of society. At the same time it is also clear that our institutions

of higher education, whether publicly or privately controlled, require increasing public support, whether at the state or national level, of a non-categorical character. The two forms of aid should be regarded as complementary and mutually reinforcing.

We need to recognize, furthermore, that the categorical characteristics of federal programs in many different fields exist at different levels. To the proponents of general revenue-sharing with the states, even programs which seek to aid education "non-categorically" are "categorical" in character. The same observation can be made with respect to federal programs of "non-categorical" assistance to higher education or to elementary and secondary education, which again reflect a "categorical" determination by the federal government of priorities to be attached to different levels of formal education in our society.

I submit, Mr. Chairman, that the critical issue is not whether a particular program is "categorical" or "non-categorical", for this is a relative proposition. Rather it is whether or not the program serves a vital need of society. The matter was succinctly expressed by Daniel P. Moynihan, former Counsellor to the President, in his letter of April 27, 1970, to President Nathan Pusey of Harvard, in which, writing on behalf of the President and indicating that the present Administration was reversing itself and would continue to support NDEA Title VI, he stated:

It would be difficult to find an area in which pursuit of disinterested scholarship was more ~~directly~~ <sup>directly</sup> a matter of national interest than here.

There is substantial evidence that the international dimensions of American higher education are indeed related to and serve vital needs of our society. The education policy-making body in New York State--the Board of Regents of the State of New York--has stated, in a 1970 policy paper on international education, that:

It is necessary that the citizen of tomorrow be informed about the parts of the world beyond the borders of his own country because what happens in those countries is bound to affect him and his country. Further, societies and traditions other than our own are worthy of our attention in their own right because of the quality and richness of human experience which they

represent. But, by all odds, the single most important educational reason for studying other societies is that it helps us to understand better our own..

The Regents believe that increased emphasis should<sup>be</sup> placed on the international dimensions of education...The educational objectives involved are critical ones: to prepare men to take their place in a world where isolation no longer exists.

The Center for International Programs and Comparative Studies for which I am responsible was created by the Board of Regents in recognition of this need. The Center seeks to strengthen opportunities and resources for teachers and students in our schools, colleges, and universities to understand the modern world in all of its diversity and complexity. In this effort, we cooperate actively with state and national education agencies and institutions in other parts of the country and abroad.

The federal government has also recognized the importance of these concerns to American education. The Congress of the United States has declared it to be the policy of the United States Government that:

...a knowledge of other countries is of the utmost importance in promoting mutual understanding and cooperation between nations; that strong American educational resources are a necessary base for strengthening our relations with other countries; that this and future generations of Americans should be assured ample opportunity to develop to the fullest extent possible their intellectual capacities in all areas of knowledge pertaining to other countries, peoples, and cultures...

The need for greater knowledge and understanding of the world beyond our national boundaries was one of the sobering experiences of the Second World War, and all Presidents since then, regardless of party, have emphasized on more than one occasion the vital importance of enlarging our capacity to know and to understand other peoples and nations with which we live on this often troubled planet. In 1966, for example, President Johnson stated that:

We would be shortsighted to confine our vision to this nation's shorelines. The same rewards we count at home will flow from sharing in a worldwide effort to rid mankind of the slavery of ignorance and the scourge of disease. We bear a special role in this liberating mission. Our resources will be wasted in defending freedom's frontiers if we neglect the spirit that makes men want

to be free... The search continues-more urgent today than ever before in man's history.

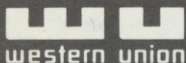
Earlier this year, President Nixon, in his "State of the World" message, observed that:

Around the globe, East and West, the rigid bipolar world of the 1940's and 1950's has given way to the fluidity of a new era of multilateral diplomacy. Fifty-one nations joined the United Nations at its founding in 1945; today 127 are members. It is an increasingly heterogeneous and complex world, and the dangers of local conflict are magnified. But so, too, are the opportunities for creative diplomacy.

Increasingly we see new issues that transcend geographic and ideological borders and confront the world community of nations. Many flow from the nature of modern technology. They reflect a shrinking globe and expanding interdependence. They include the challenges of exploring new frontiers of space and sea and the dangers of polluting the planet. These global issues call for a new dimension of international cooperation.

Mr. Chairman, I hope that this Committee will shape, from the bills now before it, legislation which will reflect the need to strengthen aspects of international studies of American higher education which have<sup>been</sup> discussed in this statement.

Thank you.

**Telegram**

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SENATOR CLAIBORNE PELL, SENATE SUB COMMITTEE ON EDUCATION

NEW SENATE OFFICE BLDG RM 228 WASHDC

AS PRESIDENT ASSOCIATION ASIAN STUDKES WITH 5000 MEMBERS **ACROSS**  
THE COUNTRY URGE YOU SUPPORT EXTENSION NDEA TITLE SIX ABSOLUTELY  
NECESARY TO MAINTAIN INDISPENSIBLE LANGUAGE AND AREA PROGRAMS.  
ADDITIONAL WAYS MUST BE FOUND TO BROADEN SUPPORT FOR AREA STUDKES  
THROUGH PREPARATION OF TEXTBOOKS, **TEACHER** TRAINING ETCETERA  
BY USE OF COUNTERPART CURRENCIES  
MARTIN WILBUR PRESIDENT AAS.



THE UNIVERSITY OF ARIZONA  
TUCSON, ARIZONA 85721

GRADUATE COLLEGE  
OFFICE OF THE DEAN

29 April 1971

Senator Claiborne Pell  
United States Senate  
Old Senate Office Building  
Washington, D.C. 20510

Dear Senator Pell:

It is my understanding that the portion of the Appropriation Bill which would support the foreign language fellowships of Title VI of the National Defense Education Act is now being considered by your Committee. I should like to urge strongly that you seriously consider an increased appropriation for these fellowships over the amount available last year. These fellowships form the very backbone of the nation's program for developing some knowledge of those little studied foreign languages such as Chinese, Japanese, Arabic, and others which are so vital to our national defense and welfare. With the support of other NDEA funds and these scholarships, a number of major centers for the study of these slightly known languages have been developed, including a fine one at The University of Arizona. Because of the unusual time required to master some of these exotic languages and the culture associated with them, students seldom undertake their study unless they can look forward to the type of financial assistance which these fellowships have provided. The decrease in funding which has taken place over the last year or so has seriously handicapped this program. If strong support is not continued, we shall very likely find ourselves soon in the position we occupied during and immediately following World War II when it was impossible to find within the United States a suitable number of people conversant with the languages of the Orient and the Middle East and the cultures associated with them. It takes a great deal of time to build up an effective educational system which can provide adequate training in this field. If this system is allowed to wither and decline because of lack of support of competent students, this important national resource will disappear once more. When we need it in an emergency, it will not only be gone but it will take years to build up again.

For the reasons outlined above, I urge strong financial support of the foreign language fellowship program identified with Title VI of the National Defense Education Act.

Sincerely yours,

*Herbert D. Rhodes*  
Herbert D. Rhodes  
Dean

HDR:lg



## THE UNIVERSITY OF ARIZONA

TUCSON, ARIZONA 85721

COLLEGE OF LIBERAL ARTS

OFFICE OF THE DEAN

April 30, 1971

Senator Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

It is my understanding that the appropriation to support the Fellowships under NDEA Title VI is now being considered by your Committee, and I would like to support very strongly an increased appropriation for these Fellowships over the amount made available last year. These Fellowships are in effect the backbone of the Nation's program for developing the knowledge of those little studied foreign languages such as Chinese, Japanese, Arabic, etc., which are vital to our national defense and welfare. With the support of other NDEA funds and these scholarships, a number of major centers for the study of these little known languages of vital importance have been developed, but because of the time required to master one of these languages, and the culture associated with it, students will seldom undertake their study unless they can look forward to the type of support which these Fellowships have provided. The decrease of funds made available for these Fellowships during the past year has seriously handicapped the program, and, if strong support is not continued, the turning out of American students effectively trained in the language and civilization of these countries, about which it is so important for us to know, will rapidly wither and decline to a trickle wholly inadequate to our national needs.

It is for this reason that I write you and urge the strong financial support of the NDEA Title VI program.

Yours sincerely,

John P. Schaefer  
Dean, College of Liberal Arts  
President-designate, University of Arizona

JPS:hs

## BUCKNELL UNIVERSITY

*Lewisburg, Pennsylvania 17837*

OFFICE OF THE PRESIDENT

April 29, 1971

Dear Senator Pell:

I wish to register with you my conviction that the NDEA Language and Area Centers are serving an estimable purpose, have great potential for further contribution to the nation's welfare, and deserve both continuation and augmentation of federal support. Other presidents of higher education institutions where such centers have been established are, I am sure, equally convinced of the worth of the NDEA Title VI programs.

Bucknell's Center for Japanese Studies, which was established in 1965, has contributed immeasurably to the whole educational atmosphere at our University, stimulating interest in world affairs throughout the campus and among all students, in addition to the extraordinarily fine experience provided for those students directly enrolled in the courses and programs.

As one of the undergraduate centers, the Bucknell center has sought and continues to seek to provide the inseparable links which bridge our total educational structure between the secondary school world cultures and the graduate NDEA centers. The undergraduate centers in their brief existence have done the following, among other things: (1) They reach the college undergraduates at the relatively early stage, and train future lawyers, architects, engineers, doctors, ecologists, or businessmen, who may not otherwise be exposed to a culture distinct from their own. The new perspectives they gain from exposure to other cultures can enrich their lives when they commence work in their chosen professions. (2) By the adoption of their "area" approach, the undergraduate centers have enriched the curricula of other academic departments in their own institutions. In our continuous quest to attain a synthesis of man's relation to his total environment, these centers, often in cooperation with each other,

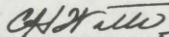
and along with the graduate centers, have made a good beginning in relating to such fields as ecology, ethno-musicology, archaeology, art history, and architecture. (3) The undergraduate centers have contributed a significant number of Peace Corps volunteers, foreign service officers, and employees of other governmental agencies. (4) These centers also provide the training ground for future area specialists who will enter graduate schools, identifying them early in their careers, and equipping them with the necessary tools, namely the languages. (5) And last but not least, the undergraduate centers are the most significant sources of teachers of world cultures in the secondary schools. They also often cooperate closely with State Departments of Education and with school boards in the training of in-service teachers, and in establishing challenging world cultures and language programs for secondary schools.

On the last point, I wish to provide an example. In the spring of 1970, our Center introduced a Japanese language program in the local Senior and Junior High Schools. It has enrolled their best students, and has proved to be so successful that it will become part of the Senior High School's regular curriculum next year.

However, recently, to our dismay, we discovered that the Title VI fund could not be used to support the high school language program which we initiated.

We believe that Title VI of the National Defense Education Act was an extraordinarily creative and farsighted piece of legislation and that it is producing what the Congress intended. However, the country's needs have grown even faster than the productivity of the program. May we therefore recommend not only the continuation of Title VI, but also its extension to create more undergraduate programs, programs concerned with teacher training, and in general, the diffusion of international non-Western studies at all levels of education.

Yours very truly,



Charles H. Watts

The Honorable Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D.C. 20510

## CALIFORNIA INDIAN LEGAL SERVICES

1803 FIFTH STREET  
EUREKA, CALIFORNIA 95501  
TELEPHONE (707) 443-8397

WILLIAM H. COZAD  
LAWRENCE O. EITZEN  
ASSOCIATE ATTORNEYS

CENTRAL OFFICE  
2527 DWIGHT WAY  
BERKELEY, CALIFORNIA 94704  
(415) 845-6171  
GEORGE F. DUKE  
DIRECTOR

May 21, 1971

Honorable Clairborne Pell, Chairman  
Senate Education Subcommittee  
The United States Senate  
Washington, D. C. 20515

Dear Senator Pell:

We have recently learned that Congress has cut back funds available for National Defense Student Loans, College Work-Study Programs and E.O.G. grants. The cut back has hit Humboldt State College particularly hard.

This action is most distressing. Federal funding in recent years, has opened avenues for education and subsequent employment to large segments of society that had never before enjoyed a realistic opportunity for higher education. And it is clear that the Federal Government is the only possible source of funds sufficient to create more than token educational opportunities. Federal funds have been particularly important in making educational goals of members of ethnic minorities achievable. Historically, there have been very few Indians in higher education. Only in the last few years, as a result of federal resources, have a number of Indian students been admitted to institutions of higher learning.

Increased educational opportunities have played an essential part in the new Indian movement towards self-reliance and independence from governmental paternalism. A reduction in federal funding of educational programs will have substantial adverse effects upon the Indian people as a whole.

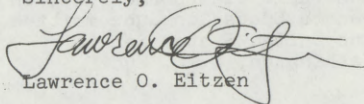
This effect will be felt more strongly at Humboldt State College than anywhere else in California. Humboldt State College currently enrolls seventy-five (75) Indian students and is developing a program that will increase the number of Indian enrollees. A reduction in federal funds

Page 2

places the education of Indian students presently attending college in jeopardy and reduces the possibility of developing new programs that could provide increased opportunities for future students.

We urge reconsideration of your funding cutbacks. Work-study and E.O.G. grants are of particular importance to students from an impoverished background.

Sincerely,



Lawrence O. Eitzen

LOE:s1

cc: Hon. Alan Cranston  
Hon. John Tunney  
Hon. Don H. Clausen

UNIVERSITY OF CALIFORNIA, LOS ANGELES

BERKELEY • DAVIS • IRVINE • LOS ANGELES • RIVERSIDE • SAN DIEGO • SAN FRANCISCO



SANTA BARBARA • SANTA CRUZ

LATIN AMERICAN CENTER  
LOS ANGELES, CALIFORNIA 90024

April 27, 1971

Senator Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

We would like to thank you for your concern for the future of international education in this country, and to add our voice in support of your Senate bill which would extend the International Education Act and NDEA Title VI through the next academic year and create a new five-year Graduate Program.

Your efforts and those of your colleagues in the Senate and House give us confidence that there is indeed an understanding and appreciation in official Washington for the absolutely vital role these programs have played--and need to play in the future--in development of a pool of skilled manpower capable of facing and dealing with problems that require a global perspective rather than only a narrow national one.

Sincerely,

A handwritten signature in dark ink, appearing to read "Peter T. Furst".

Peter T. Furst  
Associate Director

PTF/az  
c. c. Sen. Alan Cranston  
Rep. Phillip Burton

UNIVERSITY OF CALIFORNIA, BERKELEY

BERKELEY • DAVIS • IRVINE • LOS ANGELES • RIVERSIDE • SAN DIEGO • SAN FRANCISCO



SANTA BARBARA • SANTA CRUZ

DEPARTMENT OF SLAVIC LANGUAGES AND LITERATURES  
BERKELEY, CALIFORNIA 94720

April 29, 1971

The Honorable Claiborne Pell  
325 Old Senate Office Building  
Washington, D.C. 20510

Dear Senator Pell:

As Director of the East European Language and Area Center at the University of California (Berkeley), I am writing to urge your support for the President's recommendation that the NDEA Title VI programs be renewed for 1972-73.

Rather than deal in generalities, I will try to point out to you what I consider the specific values of the program of our Center and its importance to this country.

1. In our center, Federal funds under Title VI of the NDEA are now being used exclusively for the partial support of area and language programs concerned with East European countries outside the USSR, specifically, Poland, Czechoslovakia, Yugoslavia, and Hungary. We are training young Americans to read, write, speak, and comprehend orally the languages of these countries and to know something about their history, culture, and political and economic life. Our graduates go on to utilize these skills and knowledge in a variety of ways from which our country derives benefit--in government service, both military and civilian, in private business, and in education. They form a growing reservoir of knowledge and talent, continually adding to our understanding of that part of the world, and available to the government on a more intensive basis if the need should arise. Furthermore, many of them spend time in those countries and help to spread a positive image there of American concern and interest in them.

I hardly need argue the crucial importance of Eastern Europe in the world today--political, economic, strategic. The United States cannot afford ignorance of this area. It was long neglected by American educational institutions; but in the last decade or so, with NDEA support, great strides have been made in overcoming this neglect. Russian studies in particular are now well established as

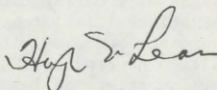
part of the regular curriculum at most major universities and colleges. Studies in the rest of Eastern Europe, however, are much less firmly based, and for them continued Federal support is crucial.

2. As you know, drastic cuts in the NDEA program were made by the last Congress. Our Center budget for 1971-72 as submitted to the Office of Education had to be reduced to 70% of the budget for 1970-71; student fellowships were drastically curtailed.

These cuts hit us at a time of fiscal crisis in the state and of severe budgetary crisis in the University. There is no hope that the Federal cuts can be made good by the state. They mean, simply, curtailment or abandonment of our programs. Specifically, we have had to reduce our instructional staff (and thus the quality of our program) in Hungarian, Czech, and Polish. We can no longer train our students as well as we did; our graduates will be less qualified than they were. This, I submit, is a loss to the country--a loss we can ill afford.

We are pleased that the President evidently agrees with this position and recommends renewal of the Title VI language and area programs and the restoration to their previous level. I hope very much that you and the distinguished members of your committee will accept this recommendation,

Respectfully yours,



Hugh McLean  
Director, East European  
Language and Area Center

HM/nk

cc: Senator Cranston  
Representative Phillip Burton  
Dean Knight  
Chancellor Heyns  
Mr. Peter Goldschmidt

## UNIVERSITY OF CALIFORNIA, BERKELEY

BERKELEY • DAVIS • IRVINE • LOS ANGELES • RIVERSIDE • SAN DIEGO • SAN FRANCISCO



SANTA BARBARA • SANTA CRUZ

OFFICE OF THE DEAN  
COLLEGE OF LETTERS AND SCIENCE

BERKELEY, CALIFORNIA 94720

May 19, 1971

The Honorable Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

It has come to my attention that the bill to renew Title VI of the National Defense Education Act is in jeopardy, because congressional leaders are disappointed by what they think is a lack of interest, on the part of the academic community, in the bill and the programs that fall under it.

This is to indicate to you, in the strongest possible terms, that the Berkeley campus, like, I assume, all other campuses concerned with the study of Near Eastern, South Asian, and East European languages, is vitally interested in the renewal of Title VI of the National Defense Education Act. Especially during the present period of budgetary retrenching in the universities, the cutting off of the funds supporting these critical languages would be disastrous educationally, politically, and culturally. It so happens that at Berkeley the departments and research units looking after the languages and areas in question are among the most distinguished. Without sacrificing academic quality, they have managed to train students who will make an increasingly important contribution in the real world of political co-existence and cooperation. I respectfully urge that your Committee recommend adequate support, so that they be allowed to continue to do so.

Sincerely,

W. D. Knight  
Dean

WDK:jdv

cc: Representative Phillip Burton  
Senator Alan Cranston  
Dean Sanford Elberg  
Mr. Peter Goldschmidt  
Chancellor Roger Heyns  
Professor Hugh McLean

April 30, 1971

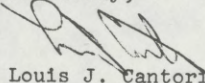
Senator Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D.C. 20510

Dear Senator Pell:

I am a professor of political science and a specialist on Middle Eastern and North African politics at the University of California, Los Angeles. I have reached this position only because of the National Defense Foreign Language Title VI Fellowships (in Arabic) I have held in the past. Therefore I write from the vantage point of personal experience when I urge full funding for this program.

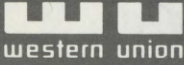
This program has had an immense impact upon higher education and scholarship in the United States and has resulted in this nation's absolute preeminence in specialized area studies. This is important and relevant for your consideration but there is an even more important relevancy, namely the impact of this program upon public policy. Already I know Foreign Service Officers who are now only just beginning to get into influential positions in North African and Middle Eastern embassies. These far exceed their predecessors in linguistic skills and comprehension of area issues. If this program had started half a decade earlier, the ignorant talking to the ignorant aspects of debate over Vietnam policy and probably the policy itself would be different. This kind of program is in the nature of a long term investment in American foreign policy expertise, cutting it short at this point can only have great negative consequences for future U.S. policy in all areas of the world.

Sincerely,



Louis J. Cantori  
Assistant Professor  
of Political Science

LJC/nlg

**Telegram**

MBO21

WA M NA068 XNT2112 NL DT PDF NEW YORK NY 26

SENATOR CLAIBORNE PELL, SENATE SUB COMMITTEE ON EDUCATION

NEW SENATE OFFICE BLDG RM 228 WASHDC

ON BEHALF MIDDLE EAST STUDIES ASSOCIATION OF WHICH AM PRESIDENT  
WITH 1500 MEMBERS UNIVERSITY AND SCHOOL TEACHERS AND AREA SPECIALISTS  
URGENTLY NECESSARY SUSTAIN EXTENSION OF NDEA TITLE SIX AND  
FIND ADDITIONAL WAYS BROADEN INTEREST IN MIDDLE EAST **STUDIES**

**AMBASSADOR** JOHN BADEAU MIDDLE EAST INSTITUTE COLUMBIS UNIVERSITY.

Columbia University in the City of New York | New York, N.Y. 10027

EAST ASIAN INSTITUTE

April 29, 1971

Senator Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D.C. 20510

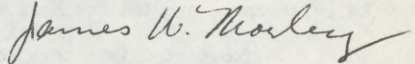
Dear Senator Pell:

I understand that the extension of NDEA Title VI is now under consideration by your committee. The support received under this Act has been vital to the effectiveness of this Institute, which is a major national center for the graduate training of American specialists on East Asia, providing over the past years highly needed government officials, journalists, businessmen and university teachers for service throughout the United States and abroad.

I hope you will give the extension your fullest support.

Thank you very much.

Sincerely yours,



James William Morley  
Director

JWM:wio

cc: Senator Jacob K. Javits

Columbia University in the City of New York | *New York, N.Y. 10025*

INSTITUTE OF AFRICAN STUDIES

622 West 113th Street

April 29, 1971

Senator Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D.C. 20510

Dear Senator Pell:

As Director of the Institute of African Studies, Columbia University, I write to urge that your subcommittee reconsider the proposed reduction for the fiscal year 1972 in the appropriation under Title VI of the National Defense Education Act.

Support for the study of African languages has been afforded under the Act to language and area centers over the past several years. Prior to the establishment of these centers, virtually no teaching in the indigenous languages of Africa had been possible in American universities. Since their inception, however, both graduate and undergraduate instruction have developed on a serious basis at a number of major universities, particularly in the two most commonly spoken African languages, Swahili (for East Africa) and Hausa (for West Africa). Students from all parts of the United States have been able to attend the NDEA centers with the help of National Defense Foreign Language Fellowships. In consequence, a foundation for language and area teaching has been laid which can now be built up to provide teachers at the college level and elsewhere .

Those of us who have been engaged in setting up language and area courses are aware that the network of NDEA area centers, while not perfect in operation, has played a vital part in affording opportunity to engage in teaching programs which would otherwise not have been possible. The universities have themselves contributed substantially in excess of the Federal government contribution in each of the centers.

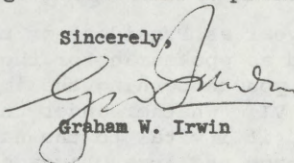
Abrupt termination of the present program in language teaching would not only have the effect of dismantling the language staff assembled in many centers at considerable effort and expense, but would substantially interrupt the training of students already in the program. The universities would, of course, to the best of their ability seek to retain as

many of these courses as possible but the pressure currently on university budgets from all sides would make any full continuation highly unlikely.

For the African field in particular there has been a sudden rise in interest in Swahili and Hausa as part of the search for cultural identity on the part of students from the American Black Community. Demand for teachers of Swahili has extended not only to colleges and junior colleges (especially in Black Studies Programs) but to the secondary schools as well. The NDEA Language and Areas Centers have acted as a reservoir for the production of Swahili teachers for all of these levels of education, as the experience of the Institute of African studies which I direct at Columbia can amply testify.

A review of Area Studies Programs, with a view toward evaluating in detail their accomplishments over the past few years and toward making recommendations for greater effectiveness and economy of operation is now being undertaken by Professor Richard Lambert of the University of Pennsylvania. It would be most unfortunate if the appropriation for the centers were drastically reduced before the results of this survey and recommendations for the rationalization of all language centers could be planned for.

Sincerely,



Graham W. Irwin

GWI/jtg

Columbia University in the City of New York | *New York, N.Y. 10027*

DEPARTMENT OF EAST ASIAN  
LANGUAGES AND CULTURES

Kent Hall

May 5, 1971

Senator Claiborne Pell  
Old Senate Office Building Room 325  
Washington, D.C. 20510

Dear Senator Pell,

Last year as President of the Association for Asian Studies and as spokesman for the Area Studies Associations, I wrote to you concerning the importance of extending NDEA Title VI. Whether under this name or title, or under some other, it is vital to the national interest that the basic language and area programs be continued so that the full benefit may be gained from our investment in this area.

Competence in difficult Asian languages can only be developed by long and sustained study. This involves intensive and expensive training, which private universities in severe financial difficulties can only provide if their own contribution is strongly supplemented by government support. In Chinese, Japanese and Korean real competence can be gained only in six, seven or eight years. A long-term, vigorously sustained effort is required if capable young persons are to commit themselves, at a crucial period in their learning years, to this demanding profession. Above all we must not leave stranded students who have already invested several crucial years to such programs. A break of even a year or two causes a rapid loss of proficiency.

If you are holding hearings on the renewal or reformulation of NDEA Title Six programs, I should be glad to testify, and to bring with me student spokesmen who would represent an eloquent testimonial to the quality and calibre of young people at work in this field.

I am afraid that, in the midst of all too visible and audible student demonstrations, people may fail to appreciate the young Americans in the title VI programs whose constructive efforts sharply contrast with the mindless and anarchic activities so publicized in the newspapers.

Sincerely yours,

*Wm. Theodore deBary*

Wm. Theodore de Bary  
Horace Walpole Carpentier Professor  
of Oriental Studies

Vice President for Academic Affairs  
and Provost (Designate)



*Program in Comparative Studies on Southern Asia*

DUKE UNIVERSITY  
DURHAM, NORTH CAROLINA 27706

April 29, 1971

Senator Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington D.C. 20510

Dear Senator Pell:

I am writing on behalf of the NDEA Center for South Asia at Duke University, but I know I am also expressing the views of those concerned with other areas of the world. I do not think that any other program has contributed so much to American understanding and expertise in regard to Asia as NDEA Title VI. To speak of our own situation, our own center is the only one of its kind between Washington, D.C. and Texas. Our graduates have filled teaching positions in many states, but particularly in the colleges of the South. Training in Asian languages is a long and expensive process, and given today's cost of higher education, quite prohibitive without fellowships. A program like ours - which is typical of NDEA Centers throughout the country - supplies not only teachers but provides a source for spreading information and understanding. I might mention that one recent concern of Asian scholars has been to introduce more Asian content in elementary and secondary education. We have met with an enthusiastic response from teachers and school boards. Our NDEA Centers are resources for business, government and the publishing world as well as education. The U.S. through NDEA Title VI has been able to build up specialized knowledge on Asia unmatched in any other country of the world, but this talent has to be continually fostered; we cannot assume that the task has been completed.

Your own interests in the welfare of higher education are so well-known that those of us who are involved on a local level trust that you will guard with jealousy a concern so important for the nation.

Sincerely yours,

Ainslie T. Embree  
Professor of History and  
Chairman, South Asia Program

CORNELL UNIVERSITY  
SOUTHEAST ASIA PROGRAM108 Franklin Hall  
ITHACA, NEW YORK 14850Code (607)  
256-2378

28 April 1971

The Honorable  
Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

The Southeast Asia Program at Cornell University is completing its second decade of growth and development. Today there are over four hundred former graduate students of the Program engaged in government service, university teaching, international service, and other activities, using their specialized language and area skills in the United States and abroad. Currently there are some one hundred graduate students receiving Southeast Asia area and language training at Cornell, or overseas in Southeast Asia for research purposes, or writing their dissertations.

Critically important funding for development of Southeast Asian studies at Cornell has been provided by Title VI of the National Defense Education Act under Office of Education programs which support language and area teaching activities and fund graduate student fellowships. Title VI funds available to the Southeast Asia Language and Area Center have enabled Cornell to (a) provide a range and depth of training in the languages of Southeast Asia unmatched by any other American university and (b) to build up a unique collection of library and reference materials to support teaching and research on Southeast Asia. These functions on which Southeast Asian studies must be built, are continuing responsibilities of the Southeast Asia Language and Area Center and the Southeast Asia Program at Cornell University. Title VI funds spell the difference between the high level of accomplishment which over two decades has made Southeast Asian studies at Cornell outstanding in the United States and possibly in the world and the sharply reduced level of these activities we can fund if our support is limited to that available from the university and private foundations.

I write to urge you to support extension of NDEA Title VI which is now under consideration by the Senate Subcommittee on Education. Withdrawal of support for Title VI will have

debilitating consequences for Southeast Asian studies in the United States. The dimensions of this nation's future need for such area and language expertise may not be entirely clear, but the need almost certainly will not diminish as we thread our way through a transitional period in American policy toward Southeast Asia.

Sincerely yours,

*Frank H. Golay*  
Frank H. Golay  
Professor of Economics  
Director

FHG:hs

EARLHAM COLLEGE  
RICHMOND, INDIANA 47374

International Programs Office

April 27, 1971

Senator Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

You will be hearing from our President Landrum Bolling on this important matter, but I thought I should also communicate to you a sense of urgency about the renewal of federal support for international studies which is provided by the Office of Education request for \$15.3 million for language and area studies under NDEA Title VI. This is the amount requested in fiscal 1970 which was later cut by the House Appropriations Committee to \$8 million. The cuts thus required in Language and Area Center budgets have been very keenly felt around the country, and nowhere more so than here at Earlham College where we have so little access to foundation and government support for international education. We think we have made our modest grants do yeoman service, not only to Earlham College students, but to other students in the area and to the Richmond community where we have frequently made available these services and materials that the Office of Education Center provides.

The small grants we have received have made it possible for Earlham College to provide basic Japanese language instruction for nearly as many students as are serviced by a large university center such as the University of Michigan. Without this support we could not continue.

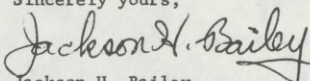
Additionally, we provide significant personal and material resources for local public schools. Our film library and book collection could not be sustained without this help.

In a day when we need to generate a maximum amount of light rather than heat on the crucial issues of the time, it does seem short-sighted to reduce the funding available for this kind of long-range educational job which is so critically necessary if America is to play a constructive

Page 2

role in the world of the 1970's. I hope that you will find it appropriate to make strong representations on behalf of this funding. It is vital to the well-being of small colleges that we have continuing modest support for such vital work. If I can help by providing you with any further information, please feel free to call on me.

Sincerely yours,



Jackson H. Bailey  
Professor of History  
Director  
Center for East Asian  
Language and Area Studies

JHB/ms

cc Landrum Bolling

EARLHAM COLLEGE  
RICHMOND, INDIANA 47374

THE PRESIDENT

May 9, 1971

Senator Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

As you and your colleagues wrestle with questions of priorities and budget needs for various aspects of the nation's educational system, I want to impose on your time with this brief but urgent appeal that you give special attention to adequate financing of programs in foreign languages and area studies developed under NDEA Title VI.

This aid in the operation of Language and Area Centers has been of enormous importance in strengthening one of the chronically weak sectors in U. S. higher education. With all the international burdens placed upon American governmental, business and cultural organizations our colleges just must do an expanded and improved job of teaching in the international and intercultural fields.

On the basis of quite modest grants, over the past several years, Earlham College has been able to develop a remarkably significant program of studies related to the language and social life of Japan. We have not only served an appreciable number of our own students but have drawn in regularly students from other institutions in our twelve-college Great Lakes Colleges Association. Indeed, the total impact of this program compares quite favorably with the results of far more expensive programs at the large universities. And the point of this is that we would not have been able to attempt such a program at all had it not been for the NDEA funds.

Accordingly, I appeal to you to use your influence to secure a renewal of the language and area studies program, for which the Office of Education has requested \$15.3 million, and to support the restoration of the funds which were cut by the House Appropriations Committee. The long-term results of this program are of major importance.

Sincerely yours,

*Landrum R. Bolling*  
Landrum R. Bolling

LRB:AEP

HARVARD UNIVERSITY  
EAST ASIAN RESEARCH CENTER  
ARCHIBALD CARY COOLIDGE HALL

JOHN K. FAIRBANK, *Director*  
ALBERT M. CRAIG, *Associate Director*  
EZRA F. VOGEL, *Associate Director*

ROOM 301  
1737 CAMBRIDGE STREET  
CAMBRIDGE,  
MASSACHUSETTS 02138

April 26, 1971

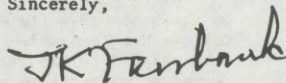
The Honorable Claiborne Pell  
The United States Senate  
Washington, D.C.

Dear Sir:

This is to urge your support for the extension of NDEA Title VI--a relatively modest expenditure of Federal funds which has enormous value in creating and maintaining a body of American specialists who can deal sensibly with East Asian problems.

Our current relations with both Peking and Tokyo, to say nothing of Korea, Formosa, and Vietnam, indicate how absolutely essential this training is.

Sincerely,



John K. Fairbank  
Francis Lee Higginson Professor  
of History at Harvard University

JKF:cd



*Institute for Sino-Soviet Studies*

April 30, 1971

The Honorable Claiborne Pell  
United States Senator  
Room 325  
Old Senate Office Building  
Washington, D.C. 20510

Dear Senator Pell:

I understand that your committee has under consideration a matter of extension of the Title VI section of the National Defense Education Act. I would like to express to you my conviction about the importance of this program, both for the academic development and the interest of broadening public education so vital for support of our national policies. I think it imperative to maintain the momentum already established under this program. This extremely valuable support must be continued until other forms of assistance have been introduced that can supplant the present program. Any break in the continuity would create a set-back difficult to overcome.

I have expressed my views on this subject in testimony before a House committee and I am enclosing a copy of my statement. I would be very happy to provide any information you might wish or, if that would be useful, testify before your committee on this issue.

Yours sincerely,

Franz Michael  
Director

FM/mf

Encl.

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THE  
GEORGE  
WASHINGTON  
UNIVERSITY

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Washington, D.C. 20006

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Hearing:  
Thursday, March 11  
House Committee on Appropriations  
Sub-Committee on Labor, Health,  
Education and Welfare

Mr. Chairman, honorable members of the Committee:

I greatly appreciate the honor of being able to testify before this Committee at the invitation of the Chairman. Let me say that I do not represent one of the larger universities, but rather one of the smaller private institutions, the George Washington University, where I am Director of the Institute for Sino-Soviet Studies and of an NDEA Center. I would like to state at the outset that the NDEA Center program has been, in my view, one of the most important contributions made to education by Congress in the national interest. A comparatively small amount of financial support under the Title VI program has been of far-reaching impact on the American educational scene and on the American ability to deal with its new and inescapable responsibilities. At the end of World War II, when the United States was forced to assume a leading role in the development of a peaceful pluralist world, our educational program in high schools and colleges was little prepared for the task of developing an American citizenry equipped to understand and deal with the complexities of world problems. Today, cultural contact and exchange with the rest of the world is still one of the most essential means of contributing to a peaceful international world in a complex and dangerous period.

The NDEA Title VI program in the past had as its primary task the promotion of language skills to serve as a foundation for understanding of the history, economics, politics, and intellectual-cultural tradition of the nations of the world. Secondly, the program supported area studies in the aforementioned disciplines. This program has made a decisive impact on the American educational scene, where a need for broader training in the cultures of other countries not only continues to exist but has grown.

To indicate that with all its success, the NDEA Title VI program should be expanded still, let us take the case of Japan. One of the most important problems for the future is, in my opinion, our understanding of Japan and our relationship to that country. Yet there are no more than half a dozen centers in this country which deal in depth with Japanese studies. At present none exists in Washington, D. C. At our own Institute we are currently developing a Japanese studies program which we feel is badly needed in the nation's capital.

There are two aspects of the program I would like to stress. One is the approach to the problem of better understanding of the international scene and American interests. The emphasis of the program in the past has been mainly on the developing of language training. That is as it ought to be. But language alone does not provide the expertise needed to deal with the problems which we encounter on the international scene. The program would be strengthened if it were to become more issues-oriented at each of the Centers.

One main purpose of the Centers is to train a comparatively small group of specialists needed in the academic world and to provide the expertise needed by government and business for contact with other countries. An urgent need exists, however, to broaden our understanding of world problems in the country at large. After all, it is an informed American public which will determine the success or failure of our foreign policy. To me, one of the more important aspects of the program has been its effect in increasing understanding of global problems at every level of American life. Lecturing to freshmen we learn again each year how inadequate high school training has been on those parts of the world that are not our immediate European heritage. Both directly and indirectly, the educational support provided by the NDEA program can have a much larger impact on this area of national education. Let me give but two minor examples: One is the utilization of university teachers from NDEA supported fields of study for lectures to groups of high school teachers under special programs. This has been an experience shared by many of us. The other is the possibility of the use of NDEA faculty as well as students for occasional lecturing in high school classes in their respective fields of geography, history, and culture and civilization of the countries under study.

The second point I would like to make refers to the question of distribution of support under the NDEA program. If the purpose is not only the training of language experts and specialists, but also the broad

influence of the program on the country at large, then this issue appears to be rather crucial. In the past, the program has benefitted the development of special studies at both large institutions and smaller universities. But the emphasis has been heavily weighed in favor of the well-known large institutions and their programs. I believe the effectiveness of the program would be greatly increased if greater attention were paid to the smaller private colleges. Through them, we can reach the public on a broader basis and help to bridge the threatening gap between the prestigious few in the academic world and the public-at-large. I am particularly concerned with smaller private colleges and universities which do not have the vast capital resources of some of the long-established private universities nor the state funds of the state-supported universities. My point is, therefore, that the poorer institutions -- although poverty is relative -- are not only most in need but can also best serve the purposes of broadening public knowledge of world areas and problems.

Many of these smaller universities are in difficult financial straits today, more so, indeed than the larger, well-endowed private institutions. Without outside support they could not continue these specialized programs, which do not draw the large enrollments of students necessary to cover costs from institution fees. And yet, the impact of these programs on the non-academic world throughout the country is more diverse and broader than that of the few well-known large universities. This broader distribution of NDEA support will also provide a greater variety of intellectual input into the program under the principle which was

characterized in ancient Chinese history by the motto "Let the hundred schools of thought contend" (a principle recently so mis-used in Communist China). This conforms with the American principles of diversity and intellectual freedom.

Here in Washington, D. C., with its unique importance nationally and internationally, there can be no state university -- in contrast to most other capitals of the world -- and the continued influence and growth of viable academic life depends on the survival and well-being of the local private universities even more than elsewhere in the United States. Specialized programs of the private universities here have been undertaken with some NDEA support, though the amount was very limited. The importance of developing such language and area studies in Washington needs no explanation, and the decisive role of federal support in this and in other cases of smaller institutions cannot be stressed enough.

Mr. Chairman, your committee is considering the continuation of a program that has been funded in 1970 - 1971 at \$15.3 million. The allocation for 1971 - 1972 is \$8.0 million. The figure under consideration for the year 1972-73 is \$15.3 million. In proportion to the vast amounts needed to protect ourselves in other ways in this uncertain world, this is indeed a very small figure.

I well remember how, after the outbreak of World War II at the Western university where I was in charge of an ASTP program, we had to search the country to find qualified teachers of Japanese, Korean and Chinese languages. Thanks to the foresight of Congress, the foundation

has been laid with NDEA to avoid such unpreparedness for the future. It would be tragic if this program were aborted. The more we as a people become familiar with the world situation and world problems, the better can we follow a constructive policy in handling them. NDEA legislation is a major factor in providing the support without which much of the present work in the field could not continue.

As a student in the field and as a fellow citizen, I would like to express to you my hope that you will find it possible to allot to the NDEA Title VI program at least the proposed amount of \$15.3 million or, if it is in your power, to increase this amount by another \$5 million or more to broaden the contribution and strengthen the nation-wide program. It will be money well spent to educate our youth in the realization of the interrelationship of the world's problems and the tasks which will confront them as our future leaders.

*SCHOOL OF ADVANCED INTERNATIONAL STUDIES*

*THE JOHNS HOPKINS UNIVERSITY*

1740 MASSACHUSETTS AVENUE, N. W. WASHINGTON, D. C. 20036

April 26, 1971

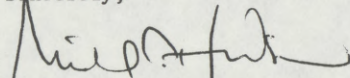
The Honorable  
Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D.C. 20510

Dear Senator Pell:

I am writing on behalf of the Middle East Center at SAIS to express our deep appreciation for the funding we have received under Title VI of the National Defense Education Act. Federal funding has played an important part in our developing a better understanding of the dynamics of Middle East politics. It goes without saying that in light of the present Middle East crisis the more scholarly work that can be done in this area the better off we all are.

I understand that a renewal of Title VI funding is now before your Sub-Committee on Education. I do hope that you will use all your influence to achieve an extension, and hopefully an expansion of this funding which is so important for our work.

Sincerely,



Michael C. Hudson  
Director, Center for Middle  
East Studies

*SCHOOL OF ADVANCED INTERNATIONAL STUDIES**THE JOHNS HOPKINS UNIVERSITY*

1740 MASSACHUSETTS AVENUE, N. W. WASHINGTON, D. C. 20036

FRANCIS O. WILCOX, DEAN

May 4, 1971

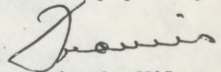
Dear Clay:

I write you today to underscore the importance which we at the School of Advanced International Studies attach to an adequate funding of Title 6 of the National Defense Education Act. For a number of years we have had the support of H.E.W. for our Middle East Center. This has been exceedingly helpful to us in developing the kind of graduate program we need here in the nation's capital.

I am sure you will agree that in these days it is highly important for us to continue our work in this vital Middle East field of study. Inasmuch as the matter is before your Subcommittee on Education I do hope you will use your influence to extend and expand this portion of the National Defense Education Act.

With many thanks and with kind personal regards, I am

Cordially yours,



Francis O. Wilcox

The Honorable  
Claiborne Pell  
Senator from Rhode Island  
Room 325, Senate Office Building  
Washington, D.C.



OFFICE OF THE  
CHANCELLOR  
913-864-3131

THE UNIVERSITY OF KANSAS · LAWRENCE, KANSAS · 66044

May 4, 1971

The Hon. Claiborne Pell  
Room #325  
Old Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

The University of Kansas, some fifteen years ago, decided to concentrate its efforts in International Education in three geographic areas, and thus to seek to make a maximum contribution from its very limited resources. With this beginning, the University was able to qualify for support from NDEA Title VI in both the East Asia and Slavic areas. I believe that we can demonstrate that we have made good use of the Federal funds, and I believe that we can also demonstrate that the returns have been well worth the investment.

The task of providing enough people qualified in these unusual languages and areas is far from completed. We have a continuing need for college and university students to receive adequate instruction in these area programs, a task which can be continued only if there is assurance that Title VI will be continued. On behalf of the University of Kansas, I most strongly urge the extension of NDEA Title VI.

Sincerely yours,

A handwritten signature in cursive script that reads "E. L. Chalmers, Jr.".

E. L. Chalmers, Jr.  
Chancellor

ELC:bs



KANSAS STATE UNIVERSITY *Manhattan, Kansas 66502*

SOUTH ASIA CENTER  
208 KEEDIE HALL

May 4, 1971

Senator Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

I would like to write you regarding the NDEA Title VI program which is currently being considered by Congress for 1972-1973. The development of area centers has been crucial in the development of higher education in the mid-West, not so much for the fact that these centers have developed a few elite experts on specific world areas, but because they have mobilized forces existing on campuses such as our own and provided students at both undergraduate and graduate levels with an international dimension which has been sorely lacking in the past. If we as a nation want to remain a leader on the international scene, we must, I am convinced, educate our young people to think in global terms, and to be able to interact with peoples in cross-cultural situations. On our campus, I believe that this has been the greatest benefit out of the federal support through NDEA.

We were encouraged to hear that the funding for NDEA Title VI has tentatively been restored for 1972-73, to the 1970-71 level. We are concerned, however, that this be finally approved. The amount of funding to universities such as our own are relatively small and the university has provided the major costs in terms of salaries and supplies of personnel involved. A major cut in the funding would threaten not only federal funding, but would undermine state commitments as well, for it is clear that states have followed the lead set by the federal government in the development of programs in higher education. It is for this reason that we feel that federal support is needed, as "seed" money for encouraging state support for what I consider to be one of the most productive programs initiated by the federal government in recent years.

Sincerely yours,

A handwritten signature in dark ink, appearing to read 'Paul G. Hiebert', written over a horizontal line.

Paul G. Hiebert  
Assoc. Professor  
Dept. of Sociology and Anthropology



LASA

April 27, 1971

The Honorable  
 Claiborne Pell, Chairman  
 Senate Special Subcommittee on Education  
 Room 228  
 New Senate Office Building  
 Washington, D.C. 20540

Dear Mr. Pell:

I am writing to urge your support for the extension of NDEA Title VI legislation. This program has proved to be indispensable in the development of programs that have produced a large number of well trained graduates who now serve in government international agencies, private agencies, business, and education. Research and teaching in Latin American studies has been greatly strengthened by the funds made available since 1958. At this time of strong interest in events in Latin America, it is important that well developed programs not be allowed to disintegrate.


Continued support is all the more urgent in view of the uncertainty which still surrounds the president's proposal for a Foundation for Higher Education. Until the nature of future federal support is clarified, it is important that existing support be maintained. Otherwise, the slowly accumulated expertise on Latin America cannot be sustained.

Many members of our Association strongly support the extension of Latin American studies to other levels of education: secondary, teaching, college, etc. I speak for these members in urging you to consider carefully the continued need for federal funding in the field of language and area studies.

Yours Sincerely,

Thomas E. Skidmore  
 Vice President of LASA

TS/dh

MANHATTANVILLE COLLEGE  PURCHASE · NEW YORK 10577

May 11, 1971

Senator Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D.C. 20510

Dear Senator Pell:

May I call upon you to give us your assistance in maintaining what we believe to be an important part of liberal arts education here on our campus and elsewhere throughout the country?

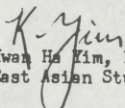
Manhattanville, a small liberal arts college in New York, started an Asian studies program about five years ago with Federal assistance under Title VI of the NDEA. We introduced a variety of subjects in the East Asian field including Chinese and Japanese language courses. Apart from the general interest of the students the program has served, it has been able to draw a small, but highly motivated, group of students. Some of them, since graduation, have gone on to do graduate work at large universities, such as Harvard and Columbia.

The justification for offering these difficult subjects on the undergraduate level is that the students can learn foreign languages with greater facility on the undergraduate level than they can on the graduate level and that, with adequate language preparation, they are able to shorten the length it takes them to earn graduate degrees considerably. This is a good way to train more and better qualified specialists in the ~~area~~ with which our country has been developing increasingly close and complex relationships.

A College such as ours, faced as we are with financial problems besetting institutions of higher learning throughout the country, would not be able to support for long a program which is costly but should, however, be maintained in the larger interests of our country.

The continuous support of the Federal government is essential if our program is to continue.

Sincerely yours,

  
Kwang Ha Kim, Director  
East Asian Studies Center

2254 South Wellesley  
Los Angeles, California 90064

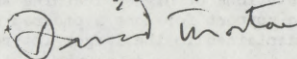
May 5, 1971

Senator Claiborne Pell  
Room 325 Old Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

I am taking this opportunity to express my concern over the possibility of cessation of NDEA Title VI Fellowships for students in universities and colleges. I am currently the Acting Director of the Institute of Ethnomusicology, University of California, Los Angeles. Many of our students working in areas of non-Western music are involved with learning languages, and these Fellowships are of invaluable assistance to them in preparing themselves for field work. Today, when we are trying to advance international understanding, we feel that in our work in researching and making known the music of the non-Western areas, we are an integral part of this drive for mutual peaceful interrelationships. May I take this opportunity to urge that you do everything possible to ensure that these Fellowships continue, and even that the program will be enlarged. It is of vital importance both to students receiving such aid, and, in the long run, to everybody in general who will be receiving the benefits of the results of the research carried on by these students.

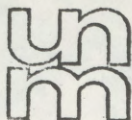
Sincerely yours,



David Morton

DM:ys

cc: Senator Owen Cranston  
Senator John Tunney



THE UNIVERSITY OF NEW MEXICO | ALBUQUERQUE, NEW MEXICO 87106

VICE PRESIDENT FOR RESEARCH  
DEAN OF THE GRADUATE SCHOOL  
TELEPHONE 505. 277-2711

April 30, 1971

Senator Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D.C. 20510

Dear Senator Pell:

The University of New Mexico earnestly requests your support of the move to restore NDEA Title VI, Fulbright-Hays, and Public Law 480 funds for educational purposes to their previous levels. The growing demands for new knowledge and competent experts in all world areas makes crucial the restoration of such funding.

We would appreciate any representations you might make on behalf of these vital programs in the forthcoming hearings.

Sincerely yours,

George F. Springer  
Vice President and Dean

GPS/vr

April 28, 1971

The  
University  
of  
Michigan



Center  
for  
Japanese  
Studies

Lane Hall  
Ann Arbor,  
Michigan  
48104

Telephone  
764-6307

Representative Marvin L. Esch  
Rayburn House Office Building  
Washington, D.C. 20515

Dear Representative Esch:

I am writing with regard to the matter of the extension of NDEA Title VI, which is now under consideration by the Senate Subcommittee on Education and by the Special Subcommittee on Education of the House of Representatives. I would begin, however, by acknowledging gratefully the past support you have given this program and, I assume, are willing to continue to extend at this time.

I place before you arguments which we consider crucial in the need for continued federal support of the language and area programs. My particular area of concern relates to the area of Japanese studies.

We are convinced of the need for greater study of Japan and the training of more specialists both because of the centrality of Japan's importance to the United States and the world and because of its direct and fundamental relevance to intellectual and educational development. The resurgence of Japan to the position of the third industrial power in the world has occurred at a time when United States policies in Asia are being re-evaluated. In any future international policy planning Japan will be at the center of American concerns and our close political and economic relationship places the understanding of Japan's problems near the top of our national needs.

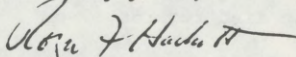
Equally important is the educational and intellectual relevance of Japan's experience. As the only instance of highly developed industrialization in a non-Western society and as a unique example of the transformation of a feudal to an industrial state, Japan's experience is of direct relevance in the analysis of Western society and the consideration of change in other non-Western and non-industrialized societies. In this sense, the study of Japanese society is crucial to every scholarly discipline in the humanities and social sciences and the results of that study must be integrated into the broader body of universal knowledge.

We are persuaded that these needs can best be filled at universities where Japanese specialists are concentrated and most successfully realized through a training and research program coordinated and administered by a center with vigorous support from both the university and outside sources. Graduate training is perhaps the most important activity of such a center because of the need for an increasing number of specialists with expert knowledge of the society and language of an area of vital importance to the United States. Graduates of the program flow into American public life and into schools and colleges providing leadership and specialized knowledge in national affairs and in the introduction of Japanese studies on a broader level.

The NDEA, Title VI, has been absolutely decisive in enabling students to pursue graduate studies in this field. The National Defense Foreign Language fellowships have been virtually the only source of fellowship funds available to graduate students, and the recent cut in the total number of NDFL's available has hit the area of Japanese studies particularly hard since it comes at a time when the few other sources of funding available to graduate students have also been sharply reduced. As an example, the University of Michigan suffered a severe cut in the number of NDFL fellowships awarded to students in the East Asian field for the academic year 1971-1972, a reduction of roughly half from 29 fellowships to 16 awards for the coming year. Of these 16, only half can be awarded to students in Japanese studies, the other half going to students in Chinese studies. We, therefore, find ourselves in the excruciatingly painful position of having to select 8 nominees from approximately 80 qualified applicants.

While I have cited only the example of the field of Japanese studies, other language and area programs have been equally hard hit by the cut in the NDEA allocation. We strongly urge that serious consideration be given the extension of the NDEA, Title VI and we deeply appreciate your efforts on the behalf of this bill.

Sincerely yours,



Roger F. Hackett  
Director  
Center for Japanese Studies

cc: Senator Claiborne Pell  
Representative Edith Green

JAMES O. EASTLAND, MISS., CHAIRMAN  
 JOHN L. MC CLELLAN, ARIZ. ROMAN L. RUSSKA, NEBR.  
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 JOHN V. TUNNEY, CALIF.

## United States Senate

COMMITTEE ON THE JUDICIARY  
 WASHINGTON, D.C. 20510

JOHN H. HOLLOWAY III  
 CHIEF COUNSEL AND STAFF DIRECTOR

May 10, 1971

The Honorable Claiborne Pell  
 Chairman, Senate Education Subcommittee  
 Room 4228 N.S.O.B.  
 Washington, D.C.

Dear Mr. Chairman:

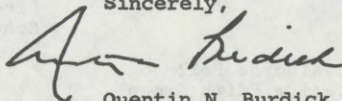
Enclosed is a letter I have received from Mr. A. William Johnson, Dean of the Graduate School of the University of North Dakota.

Dean Johnson is very concerned about the proposed phasing out of the National Defense Education Act Graduate Fellowship program. His letter, I think, points out an important and often over-looked benefit of the program to Universities that are developing their graduate programs.

I would appreciate your consideration of Dean Johnson's letter in your review of this program.

With kind regards, I am

Sincerely,



Quentin N. Burdick

QNB:ag  
 Enclosure

## The University of North Dakota

GRAND FORKS 58201

GRADUATE SCHOOL  
OFFICE OF THE DEAN

April 27, 1971

The Honorable Quentin Burdick  
United States Senate  
Washington, D.C. 20510

Dear Senator Burdick:

The Senate Appropriations Subcommittee for the Departments of Labor and Health Education and Welfare now are considering appropriations for the Office of Education for 1971-1972. For the first time in thirteen years the Appropriations Measure does not contain a request for funds for new National Defense Education Act Title IV Graduate Fellowships. The Bill presently includes only enough funds to carry on and phase out the fellowships now being held by students all around the country.

I should like to urge that your influence be used in an attempt to add approximately \$8.4 million to this measure which would provide the funding for 1,500 new doctoral fellowships. For comparison, this past year funding was available for approximately 2,300 new fellowships.

Out of the FY 1971 Budget, the State of North Dakota received eleven new doctoral fellowships, six at NDSU and five at the University of North Dakota, to support existent doctoral programs. Both North Dakota universities have been a part of this program for virtually all of its life and have relied heavily on this program for assistance in the development and growth of their doctoral program. As a result of these efforts, our enrollments have increased and the quality of our programs has increased such as to attract better and better students. In addition, the institutional funds which are a part of this fellowship program have assisted us in building the doctoral programs to a point where we can compete in quality with many other programs in the country. Finally, numerous North Dakota students have been given the opportunity to go on to Graduate School and complete a Doctor's degree, thereby enabling them to take their place in both teaching institutions and industry both in North Dakota and outside of the state.

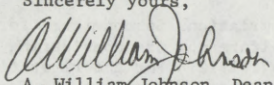
One of the major benefits of the Title IV Program is that the fellowships have been awarded directly to the institutions all around the country, thereby assuring a geographical distribution of graduate student financial aid of this form. With the recent phasing out of the National Science Foundation Science Development Program, the termination of the NSF Graduate Traineeship Program, and the severe cutbacks in the National Institutes of Health Graduate Training Programs, most of the graduate student and graduate school support programs which assured and required geographical distribution have been terminated or are being phased out. If this process goes to completion, we will return to the times of the mid-1950's when virtually all of such support funds were awarded directly to students and ended up on the northeast or southwest coasts of this country. One of the very

Page 2

significant factors in the development of the institutions in mid-America has been the support offered them through programs such as the NDEA Title IV Program whereby funds were allocated to institutions and programs. By this means, the institutions were in a position to attract students and financial aid to themselves.

I would hope we would have your support in an effort to add sufficient funds to the U.S.O.E. Appropriations Bill such that new NDEA Title IV fellowships could be added and the program continued.

Sincerely yours,



A. William Johnson, Dean  
Graduate School

AWJ:nm

OAKLAND UNIVERSITY

Rochester, Michigan 48063

Area 313 377-2000

## OFFICE OF RESEARCH SERVICES

May 20, 1971

Senator Claiborne Pell  
Room 325, Old Senate Office Building  
Washington, D.C. 20510

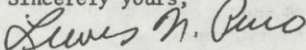
Dear Senator Pell:

I am writing to report the experience of Oakland University with NDEA Title VI. Since 1965, this University has received support for Language and Area Center in East Asian Studies. This support has been extremely useful, not only in preparing specialists in Chinese language and Chinese studies, but in increasing the sensitivity of our entire undergraduate student body to non-Western cultures. Perhaps the best evidence we can present is that we now have nearly twenty full-time faculty members in the non-Western studies area, offering a variety of courses probing into the languages, cultures, histories and philosophies of India, China and Japan. Our commitment is indicated by the fact that, while support for our efforts under NDEA Title VI has been decreasing, our investment of University resources has been going up steadily.

However, as indicated in the enclosed article, the project system of support of higher education has severe shortcomings. One must hope that the Congress and the executive branch of the Federal Government would move steadily toward broader-based, multi-year support for the improvement of institutional programs. NDEA Title VI, for example, would find its purposes much better served if grants could be made on a three to five-year basis. Parenthetically, one must say that my general unhappiness with staff practices and policies at the Office of Education does not extend to the staff of the Title VI Program. We have had excellent relations with the Institute of International Studies, and in particular with Dr. Stanley Wilcox, Chief of the Language and Area Centers and Research Branch, and with Dr. Robert C. Suggs, Chief of the Language and Area Centers Section.

In summary, we believe that NDEA Title VI is an extremely effective and productive program which should be continued. At the same time, we are concerned about starts and stops in federal funding, frequent changes in direction, and, in general, a style--or lack of style--which suggests that the federal government and higher education have yet to work out an effective basis for attacking our common problems.

Sincerely yours,



Lewis N. Pino  
Director of Research Services  
Dean, Spring and Summer Sessions

LNP/et

cc: Mr. Obear, Mr. Thomas

Enclosure



# MICHIGAN ACADEMICIAN

## THE STATE OF THINGS

In 1969, a National Science Foundation publication, entitled *The Impact of Federal Support of Science on the Publicly Supported Universities and Four-Year Colleges in Michigan*, reported the results of an NSF-supported study conducted by Paul L. Dressel and Donald R. Come, of Michigan State University. From the pattern of funding for academic science in Michigan (documented in spite of difficult data collection problems), Dressel and Come draw a coherent set of conclusions and recommendations which deserves the attention of all those concerned with the future of higher education. Those familiar with Michigan colleges and universities will also note some unique insights into the personalities of individual institutions.

One is tempted to quote at length from various portions of the study, particularly the last chapter. I have selected only one short section, in the hope that this sample will encourage careful reading of the entire report.

The following selection, drawn from Chapter VI, indicates "some of the major funding patterns and their impact upon the institutions."

1. The expenditures for Separately Budgeted Research in the sciences at the University of Michigan in 1965-66 were more than twice the General Fund Expenditures for Instruction and Departmental Research. At Michigan State University they were about equal; at Wayne State University about one-half; at Michigan Technological University about one-fourth; at Oakland University about one-sixth; at Western Michigan University about one-thirteenth; and at other institutions a considerably smaller fraction.
2. The absolute differences among the institutions in expenditures for Separately Budgeted Research increased over the period 1957-66 despite increases in less well-funded institutions. Funds from Federal agencies in 1965-66 accounted for more than three-fourths of all Separately Budgeted Research funds spent by the Michigan institutions. The Proportion of Federal funds between 1957 and 1966 either remained the same or increased at most institutions.
3. Funds from outside the institutions for specially organized Science Education Projects (such as institutes for science education teachers) were almost wholly Federal in source and were much more evenly distributed among the institutions than Separately Budgeted Research Funds.
4. Within each institution in which research funding was strong, there was great unevenness of expenditures among the areas of science. Usually, heavily funded areas of science received the great bulk of their funds from one to three Federal agencies.

## THE MICHIGAN ACADEMICIAN

5. Institutions seeking to become more strongly research-oriented, select and assist a few science disciplines in obtaining project grants by assigning internal resources to provide staff and facilities to initiate research.
6. Strong majorities of faculty sampled maintain that research programs are conceived internally rather than arising out of the availability of outside funds for specified purposes. However, similar majorities maintain that such funds strongly influence the actual initiation of projects. Thus, some imbalance, or movement away from the pattern of activity desired by an institution, occurs.
7. Most faculty see a strong and necessary connection between a strongly funded research program and a graduate program of high quality in science.
8. Graduate training was facilitated in the largest institutions through the use of: research plant and facilities funded by outside sources; by the use of sponsored research funds for major purchases of equipment, employed both in research and graduate education; and by the use of sponsored research funds to provide direct financial support to the greatest proportion of graduate students holding research assistantships or traineeships. The greatest proportion of the funds were from Federal sources.
9. Most faculty see a helpful, but not necessary, relationship between a strongly funded research program and an undergraduate science program of high quality. At the three largest institutions, 30 percent of the faculty said that strong research programs were not necessary for, or were harmful to, undergraduate science programs.
10. Both senior undergraduate and graduate student majors in science at the five institutions with Ph.D. programs in science were generally favorable toward the contribution made to their professional training by professors who were engaged in research activity. Some drawbacks were noted, however.

Rather than attempting to review the study, I will limit my comments to a few aspects of the complex relationship between the federal government and higher education, from the viewpoint of one who traded his academic regalia for a National Science Foundation garment in 1959 and then traded back again in 1966.

According to the Roth Study<sup>1</sup> there are currently 1,315 federal grant and contract programs, with perhaps 500 of these having some direct or indirect impact on higher education. Most of these programs use the project approach, under which an agency invites proposals by: publishing a set of objectives and guidelines for proposal preparation; collecting requests normally under one or more annual deadlines; assembling an expert panel or panels to rate the proposals; and then, after intensive staff discussion, negotiation, and so forth, issuing letters of award and letters of denial.

One of the problems a college or university faces is finding those programs which are responsive to the concerns and capabilities of higher education. As an aid in identification, let me suggest some not commonly

<sup>1</sup>Document 91-177, House of Representatives, prepared by the staff of Representative William V. Roth, Jr., 1969. U.S. Govt. Printing Office, \$4.50

used criteria for determining the character and style of a federal program. First of all is ease of information availability. Any first-rate program will provide promptly, upon request, detailed yet concise written statements of program objectives, procedures, and past performance. An established program which hesitates to give such information to a college or university, or does not have it at hand, is suspect.

A fairly quick scan of a set of guidelines often conveys a great deal about the attitude of the program staff. Anyone who has read these documents with any care can cite examples of guidelines which are excellent, while at the same time identifying others which are administrative and literary nightmares. I have, in unkind moments, speculated that the worst ones I've seen were written by lawyers and edited by idiots, or vice versa. One all-too-common trait of this sort of document is size increase each year, with each increment in size matched by at least an equivalent decrement in intelligibility.

Some organization, such as the Michigan Academy or the American Council on Education, could perform a major public service by establishing a review committee to rate federal guidelines. My own informal rating suggests that the U.S. Office of Education has built, over the years, a remarkable system for preparing guidelines that are dense, thick, murky, and late.

On a kinder note, we have seen, over the past ten years, project-oriented programs for research and educational purposes, joined by a small but growing number of pro-

grams aimed at institutional development. The various developmental programs of National Science Foundation are probably the most advanced. These operations are smoothly and professionally run (e.g., guidelines are brief, literate, comprehensible, and available), show sensitivity to the needs and practices of higher education, and suffer only from being greatly under-funded. We trust that all of higher education recognizes that developmental funds of this sort are extremely important, and that the press for greater research and training project support will not be diverted by the destructive cry that project support must inevitably decrease if institutional development support is increased. One need only cite the Morrill Act (which for nearly 110 years has encouraged the formation of land-grant colleges) as the measure of what can be done through the enlightened use of federal resources for developmental purposes.

Over the past few years, some support for the arts and humanities has become available both from the National Foundation on the Arts and the Humanities and, in a very limited way, from the U.S. Office of Education. The results so far are minimal, but there are encouraging signs that the Endowment for the Arts and the Endowment for the Humanities have built, and are building, professional staff competence in the difficult game of giving away federal money without losing the confidence of either Congress or the academic community. One would expect, and we are beginning to see, concise and cogent statements of purpose and guidelines for proposal preparation from these agencies as

evidence of their professional styles.

Finally, one wonders if the current fiscal stringency in Washington will reveal a fatal flaw in the project system; specifically, I have in mind its vulnerability when faced with decreasing resources or, put in other terms, its ability to survive when it makes more enemies than friends.

A typical new proposal requires perhaps ten to twenty man-days for preparation (including typing and internal approval). Review and processing in most federal shops takes four to six months, and involves not only staff time but the services of external reviewers (generally drawn from the universities and colleges on an unpaid basis). Thus, we might estimate an additional twenty man-days for review and for processing. If thirty to forty percent of proposals are ultimately funded, perhaps the investment of human time and talents is justifiable. However when, as now, some programs report that at most only one out of ten new proposals is being funded, the input required per dollar of output begins to go beyond the bounds of reason and the good will of the prospective principal investigator begins to be strained.

Federal officials and their advisors, as well as college and university officials and faculty members, are beginning to ask whether there are not more direct and less costly ways (in time and in money) to do what must be done. Add to this the suspicion that, in most programs, the sorting is not between good and bad but rather between excellent and adequate (with the culls amounting to no more than 20 percent in the typical case), and one

wonders if better mechanisms are not needed. Finally, the agencies tend, during times of financial stress, to cut back on multi-year grants in favor of short-term support, so that even the winners must return to the competition each year or two instead of every three to five years.

Thus, although the project system has served us well during times of rapid growth, it may not survive an extended drought. Perhaps the time is ripe to design and test new approaches, based on fresh thinking, about ways in which the higher education enterprise can best be strengthened in the public interest. Perhaps we begin by recognizing that we must deal with the entire spectrum of educational concerns, since the old spillover theory—support research and graduate education, and all else in higher education will prosper—seems much less politically and academically sound than it may have in the days of Sputnik I. The new spillover theory—support the students and higher education will prosper—simply seems wildly unrealistic if even a minor goal is institutional development.

In fairness, it must be pointed out that relations between higher education and the federal agencies, which have grown unevenly though largely fortuitously, are better than they have any right to be. A pretty good poor system is in existence, largely because some very capable people in the federal service have worked hard and imaginatively under trying circumstances.

If one believes that the fate of the colleges and universities is important to society, one must also believe that

## THE STATE OF THINGS

the burden of cumbersome, less-than-elegant ways of distributing federal resources can be eased. The attention given by Dressel and Come and an increasing number of other concerned citizens to this problem will, I trust, encourage all of us to think more

deeply about the ways in which more effective and permanent relationships between campus and government can be designed and instituted.

Lewis N. Pino  
*Oakland University*

**OBERLIN COLLEGE**  
OBERLIN, OHIO 44074

OFFICE OF THE PROVOST

May 21, 1971

The Honorable Claiborne Pell  
325 Old Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

I am writing regarding NDEA Title VI and the matter of its extension, which will be considered by your Subcommittee on Education. Oberlin College and its faculty in East Asian Studies are very concerned that this act be extended.

In the past, Oberlin College has been fortunate to have benefitted under NDEA Title VI by grants to maintain a Center for East Asian Studies and to conduct language and area programs abroad for undergraduates. We are confident that the projects we have sponsored with NDEA support have made substantial contributions to Oberlin College, our students, the community, and the national welfare. The continuation of these programs will be affected by the results of action on legislation soon to come before your Subcommittee. The failure to extend Title VI will add additional strains to financial pressures on institutions of higher education caused by the many cutbacks in various areas of federal support for education.

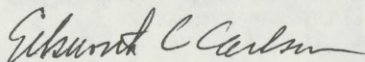
Since 1964 Oberlin College has been an NDEA Center for East Asian Studies. This Center, with an emphasis on the Chinese language and area studies, is a development that is unprecedented in recent Oberlin educational history. It is the first program here to provide an opportunity, on such an extensive scale, for students to immerse themselves in the multi-dimensions of a foreign culture. The program has had a positive and constructive impact on the campus as a whole. The program is designed for the undergraduate and is not subject to the professional and elite pressures of the large graduate centers at major universities. It began with a modest language curriculum, expanded annually by more advanced work in language and literature, and enriched by courses in East Asian History, Art, Religion, Linguistics, Sociology, Government, and Economics.

The students in our classrooms today are the people who will man the important positions of the nation tomorrow. I would be extremely pessimistic about the chances of the United States to maintain satisfactory relations with a nation like China unless we can foster the training of younger men who will be sensitive to Asian needs for international scope. We need students who understand Asians.

We have lacked men with this kind of understanding in the past. The need will be critical in the future. To terminate programs which encourage young students to study the cultures and the traditions of Asia today would be a serious mistake.

I strongly urge you to support the continuation of NDEA Title VI, including the program of Language and Area Centers.

Sincerely yours,

A handwritten signature in cursive script, reading "Ellsworth C. Carlson".

Ellsworth C. Carlson  
Provost

ECC/ej

**OHIO UNIVERSITY CENTER FOR INTERNATIONAL STUDIES  
ATHENS, OHIO 45701**

*African Language and  
Area Center*  
Burson House, 56 E. Union St.  
614-594-5542/6457

*Office of the Director*



April 27, 1971

Senator Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

I am writing you to express my strong support in favor of extending NDEA Title VI, in support of language and area studies, for FY 1972, which is now before your Subcommittee. Such federal aid as provided by NDEA VI has been vital to the continued operation of Ohio University's African Language and Area Center. As I am sure you are aware, these NDEA Language and Area Centers are instrumental in adding a vital non-Western element into higher education (principally the social sciences and the humanities), which all too few students gain exposure to.

Among institutions supporting language and area centers, such as Ohio University, any plans by the Administration to cut back its commitment to international studies would be viewed with deep concern. The concept of interdisciplinary area studies programs has been one of the most innovative in the field of higher education in the past two decades. Because of their relatively high cost (in terms of such items as language training and field research) their support necessarily came from the foundations in the beginning. Governmental commitment to the continuance of these programs and the initiation of new ones was realized by the National Defense Education Act, enacted under the Eisenhower-Nixon administration. As the foundations gradually withdrew their support (acknowledging governmental support and turning to other pressing problems), language and area studies centers became more heavily dependent on continued NDEA backing for their continued operations. Now that assistance is threatened, placing in jeopardy many of the carefully built programs it has taken so long to nurture. These Centers should be looked upon as national resources, rather than as institutions tied to particular campuses.

Should federal assistance be reduced any further, the most serious consequences for the future of internationalized education necessary for our continued survival and leadership in the twentieth century are sure to follow. And most tragically, this would occur precisely at the time when the greatest benefits of the language and area centers are being felt, in terms of students education and qualified professors produced. It will happen not because there is a lack of university commitment: during the past five years Ohio University has matched the federal dollars invested at a ratio of nearly ten to one.

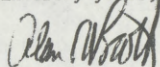
Page 2

Rather, it will happen because at a time when we are experiencing the greatest budgetary crisis in the history of American higher education, the universities will view such a pullout as symbolic of an abandonment of concern. History proves that, for better or worse, such an action on the part of the Government inevitably leads to a reassessment of priorities.

Allow me to express one point in particular, as to why I view the projected phase-out at this particular time with such deep concern. It is well known that humanity is now faced with its greatest challenges: problems of race and urbanization, and particularly the crisis of our environment. No long-range solution to any of these problems is possible on a national basis, for ecology is global. No programs are contributing or have contributed more significantly to our ability to understand and cooperate with other peoples of the world than our language and area centers. To threaten the existence of those centers at this critical juncture carries, in my view, grave implications. Quite admittedly the focus of attention of these centers might well be altered to meet changing needs and problems, but to cut back their support would be a needless waste of a national resource.

I would therefore urge you to use your influence to keep the funding of this vital program at the level projected by the presidential budget request. Once this is done, let us seek ways to improve on NDEA VI or replace it with something more substantial, rather than to simply eliminate it.

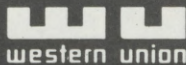
Sincerely yours,



Alan R. Booth  
Director of African Studies

ARB/pb

cc: Dean Farmer

**Telegram**

PRA018

PR SLA060 WCNL PDB SALT LAKE CITY UTAH 5

HON CLAIRBORNE PELL

US SENATE WASHDC

SOME OF THIS INSTITUTIONS MOST SIGNIFICANT AND SUCCESSFUL PROGRAMS  
ARE DEPENDENT UPON SUPPORT FROM NDEA TITLE VI. I URGE YOUR  
FAVORABLE RECOMMENATION FOR ASSISTANCE OF THE PROGRAM - NDEA  
TITLE VI

THOMAS C KING, PROVOST UNIVERSITY OF UTAH.

1971 MAY 6 AM 9 01

STANFORD UNIVERSITY  
STANFORD, CALIFORNIA 94305

MAY 3 1971

Center for  
LATIN AMERICAN STUDIES

April 29, 1971

Bolivar House  
582 Alvarado Row

The Honorable Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D. C. 20510

My dear Senator Pell:

I am writing to ask for your support of Title VI of the National Defense Education Act. Those of us concerned with the teaching of international studies are once again faced with trying to alert the national government to the importance of our professional field and to urge restoration to the \$15.3 million level, which was recommended by the Administration in mid-1970 and again in recent months.

Speaking as an individual who has been in the field of international education, more specifically Latin American affairs, both as a university professor and as a member of the State Department, I am deeply disturbed that at a moment in history when we are seeking desperately to reduce our military visibility abroad and to increase our cultural visibility, many individuals in our national government are disposed to undercut that area of learning designed specifically to train members of the upcoming generation as teachers, public servants, and business representatives to understand the values of other cultures and how they relate to their own culture.

As you know, Title VI was funded at the level of \$15-18 million for several years prior to the present one, although legislation permitted appropriations in the range of \$30 million. What the pressures of your office may have prevented you from discovering is that Title VI support contributed most significantly to the development of international education, as I believe the following information will confirm. In 1968-69 (the last year that Title VI was funded at the level which the Administration recommended in 1970 and again this year), Title VI funds received by Stanford University were used to (a) provide partial support for three NDEA centers (East Asian, African, and Latin American), (b) support library acquisitions in the University libraries and Hoover Institution, (c) finance research abroad for at least a dozen scholars, (d) fund a summer institute for intensive language training, (e) support fellowships for 48 graduate students in the first year of their training, and (f) support 4 full fellowships for graduate students to do field research. Enrollment at Stanford University in courses supported

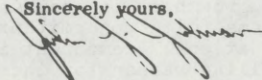
in whole or in part with Title VI funds totalled 4,609 during the academic year 1968-69. I feel that these statistics provide an excellent example of how Title VI funds have helped a private institution of higher learning to develop and maintain, up to now, an international education program of world-wide visibility and of, we believe, lasting service to the nation. Having made the case for Title VI, I feel obliged to point out that Stanford's own contribution to international studies is far in excess of the amount received under Title VI. I am asking for cooperation, not that the national government carry the major burden.

Nationally, the record for Title VI is equally impressive. In 1967-68, the last full year for which I have the complete records, Title VI funds provided partial support for 106 centers at 63 colleges and universities. More than 2,000 faculty were involved in the work of the centers, over 3,000 language and area courses were offered and enrollment totalled over 70,000, a spectacular and critically important increase over the enrollment of 18,000 in similar courses in 1958 when Title VI was initially legislated. At least as important, Title VI funds have provided opportunities for professors to develop greater expertise in their chosen areas and as a consequence become better prepared to train students to understand those people and cultures with which the United States as a world leader must work.

Impressive as have been the achievements of Title VI to date, there is still much to be done. In the national interest, we must insure an increasing flow of well-trained undergraduates into graduate programs. We must continue to train potential elementary and secondary teachers who are aware of the latest methodologies and interpretations as they relate to other cultures. We must provide informed individuals for government and international agencies, and we must train individuals for international business who not only know business practices but who have acquaintance with the languages and societies in which their companies operate.

I sincerely hope that I have presented my case for Title VI convincingly enough that you will not only give your strong and much appreciated support for international education, but will use your influence to win support from your colleagues. I urge you first, to vote to restore funding for Title VI to \$15.3 million in FY 1971 and second, to support continuance of Title VI beyond FY 1972, when, under existing legislation, it is due to expire. International relations is primarily the concern of the national government; if it does not partially fund international education, support at the state, local, and private levels is, I greatly fear, apt to be both restricted and erratic.

Sincerely yours,



John J. Johnson  
Director

*The University of Texas at Austin*

*The Institute of Latin American Studies*

PHONE 512 471-5551

SID W. RICHARDSON HALL, AUSTIN, TEXAS—78705



April 29, 1971

Senator Claiborn Pell  
Room 325  
Old Senate Office Building  
Washington, D.C. 20510

Dear Senator Pell:

While you are doubtlessly beseiged by requests urging on you all manner of priorities, let me appeal in the strongest possible terms for an extension and augmentation of the NDEA Title VI program. Our hemisphere relations are at least as critical as they ever were, if indeed not moreso, and there is a growing demand these days, on the part of Latin Americans, that any and all North Americans with whom they deal should have a considerable understanding of the Latin American cultural milieu and socio-economic complex. Although my own professional competence as an area-specialist economist lies in my long involvement with that particular region, I see little evidence that our relations with the Middle East, Africa, and Asia are any more tranquil.

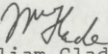
We shall require an even broader range of area-oriented specialists over the years ahead, and given the present circumstances, an extension and enlarging of the NDEA Title VI program is the best way of adjusting supply to meet this critical need. The growth of the community college and adult educational systems (with concomitant trends towards introducing a greater "international" component into the curricula thereof) is another compelling reason for increasing the support of the NDEA Title VI, because the training it affords constitutes a

page 2

desirable element in the preparation of community college teachers, among other occupations.

The benefits of continued NDEA support will likely accrue to the nation over many years ahead.

Cordially,

  
William Glade,  
Acting Director

WG/dh

cc: President Bryce Jordan  
Vice-President Peter Flawn  
Provost Stanley Ross  
Chancellor Charles A. LeMaistre

THE UNIVERSITY OF UTAH  
SALT LAKE CITY 84112

ACADEMIC VICE PRESIDENT

May 11, 1971

Senator Clayborne Pell  
U. S. Senate  
Washington, D. C.

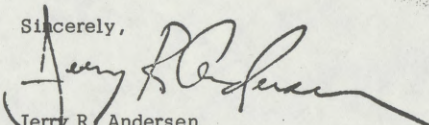
Dear Senator Pell:

On behalf of the University of Utah I am writing to urge you to continue the extension of NDEA Title VI funds.

These funds have supported our Middle East Center at the University of Utah for a number of years, and I can tell you that without the Federal impetus which these funds gave us, we never would have developed a fine program in Middle East Studies which we now have. We have accumulated an excellent library of source materials dealing with all of the Middle East countries, have hired a number of faculty members with both the Title VI funds and other which we have been able to attract because we had those funds and, hence, have been able to offer a number of courses to our students which will enable them to understand that important part of the world in which we live.

The money provided by those funds has been indispensable for developing the program we have. Without that money our program will be curtailed severely.

Sincerely,



Jerry R. Andersen  
Academic Vice President

la

## VANDERBILT UNIVERSITY

NASHVILLE, TENNESSEE 37203

TELEPHONE 322-7311 AREA 615

*Office of the Dean • The Graduate School • Direct phone 322-2651*

April 27, 1971

AIRMAIL

Senator Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

I feel that universities constitute one of the best agencies in our country for fostering a desirable understanding of other cultures and other peoples. The NDEA Title VI programs at our own university, although small, are rendering an appropriate and worthwhile service to our nation in this respect. The programs are of particular significance in that persons in this part of the United States have fewer opportunities than, say, those on the East Coast, for coming in contact with the literatures, the languages, and the other aspects of foreign cultures. Moreover, our local business men are more and more entering into trade with other countries, and our graduates are, in a few cases, being of direct benefit to business. Thus, in a very real sense, the Title VI programs are having an immediate as well as a long-run benefit.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "Robert T. Lagemann".

Robert T. Lagemann  
Dean

/m

cc: Representative Richard Fulton

UNIVERSITY OF VIRGINIA

FACULTY OF ARTS AND SCIENCES  
416 CABELL HALL  
CHARLOTTESVILLE 22901

OFFICE OF THE DEAN

(Code 705) 924-5589  
924-5580

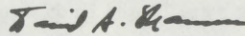
April 28, 1971

Senator Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

I write to support the extension of programs under NDEA Title VI. The relevant academic programs here at the University of Virginia, and at other universities also, I am sure, would suffer badly if authority to extend these programs were not forthcoming. The need, clearly, goes beyond the universities. The longer the war in Indo-China continues, the stronger old-fashioned isolationist public sentiment is likely to grow. One way to minimize growth of this opinion is to educate our able young people on these matters through the extension of Title VI programs.

Sincerely yours,



David A. Shannon  
Dean

DAS:aa

UNIVERSITY OF WASHINGTON  
SEATTLE, WASHINGTON 98105*Office of the President*

April 23, 1971

The Honorable Claiborne Pell  
Room 325  
Old Senate Office Building  
Washington, D.C. 20510

Dear Senator Pell:

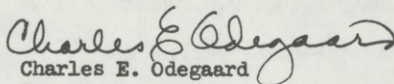
I am writing on behalf of the University of Washington to recommend extension of authorization for support of language and area studies programs, currently funded under Title VI of the National Defense Education Act. The University of Washington has made a major commitment in support of language and area studies programs on East Asia, Russia and Eastern Europe, South Asia, the Middle East, Africa, and Latin America. It regards these programs as essential components of university instruction from the standpoints of general, specialized, and professional education. Yet it must be pointed out that the University cannot carry the burden alone in maintaining programs that serve the national interest. They should be supported by the Government at least in part. NDEA Title VI funds have served as a catalytic agent in mobilizing local educational resources for the creation of language and area studies centers which give direction to more effective utilization of those resources. This support is crucial. We must maintain the faculties, courses, libraries, fellowships, and research operations that have required many years and great effort to build. It would be foolhardy to cut back language and area studies at institutions like the University of Washington at a time when need for educated professionals and general knowledge of foreign affairs is so great.

Moreover, it may be appropriate at this time to raise the question whether in the national interest there should be Federal support of other kinds of international studies. It is increasingly clear that problems concerning population, urbanization, pollution, and ecological balance are shared by all nations. More and more, there is need for cooperative, comparative, and problem-oriented approaches. I think that your committee should seriously consider the question of whether to authorize support of comparative and problem-oriented international studies in addition to language and area studies.

-2-

During the past two years, Professor George M. Beckmann, director of the Far Eastern and Russian Institute of the University of Washington, has been active in the national academic effort to maintain funding of NDEA Title VI programs. I enclose for your information the testimony of Professor Beckmann before the Senate Appropriations Subcommittee in 1970 and 1971.

Sincerely yours,

  
Charles E. Odegaard  
President

CEO:gb

Enclosures

STATEMENT OF DR. GEORGE M. BECKMANN, DIRECTOR,  
FAR EASTERN AND RUSSIAN INSTITUTE AT THE  
UNIVERSITY OF WASHINGTON IN SEATTLE BEFORE THE  
SENATE APPROPRIATIONS SUBCOMMITTEE ON LABOR-HEW  
March 30, 1971

I appreciate having the opportunity to testify in support of the Administration's FY 1972 budgetary request of \$15.3 million for the National Defense Education Act Title VI and the Mutual Educational and Cultural Exchange Act, Section 102(b)6. I would, however, like to recommend an increase in the allocation of funds under Public Law 480 (as amended by PL 90-436), from \$3 million to \$4 million, for the educational use of U.S.-owned excess foreign currencies.

Before proceeding with this statement, I would like to take this opportunity to thank the Senate Subcommittee for its positive and encouraging last year, even before the issue of the special budget amendment restoring \$9.3 million to the NDEA VI budget. I also want to express my gratitude to the Administration, however, which, in responding to appeals from leaders in the academic community, reevaluated its position as to the importance of this program, and in April requested a restoration of these NDEA VI funds. Unfortunately, the level finally appropriated was \$8 million.

My recommendations are based on the premise that the United States will continue to be deeply involved in world affairs and, hopefully, increasingly in educational, economic and cultural activities

with less involvement militarily. There is, therefore, continuous need for more competent people in both public and private institutions and agencies of our society, people whose skills tend to be high in cost to produce, but whose expertise benefits the nation as a whole. Area studies programs at universities and colleges are crucial for the education and training of such personnel for other educational institutions, for U.S. government agencies like the Department of State or the Foreign Service, and for American companies or multinational businesses. Such area competence should include linguistic skill, as well.

Not only do we need a continuing and expanding supply of well-trained personnel, we also need on-going research and new ways to study foreign areas, for example, immense and populous countries like mainland China, which is so crucial in foreign policy considerations. This growing demand for new knowledge and information comes from all sectors of society--not just from government agencies and educational institutions, but also from businessmen, labor unions, women's and professional groups, churches and local world affairs councils. Area studies centers funded by this program constantly provide information services to such groups.

Since area studies programs serve the national interest, they should be supported by the government at least in part. The universities, colleges and secondary schools cannot carry the burden alone. NDEA Title VI and Fulbright-Hays funds have served as a catalytic agent for the mobilizing of educational resources and the

creation of area studies centers which give direction to more effective utilization of those resources. Government funds provide basic foundations for these programs and enable them to maintain essential elements not available from local resources. This support is crucial at a time when educational budgets are under great pressure, and in many cases, where retrenchment is the order of the day. A sustained reduction in NDEA VI (and Fulbright-Hays) funding beyond the one-year cutback, will severely damage programs and no doubt force some to terminate. We must maintain the faculties, courses, libraries, fellowships and research operations that have required many years and great effort to build.

It would be foolhardy to cut back East Asian studies at institutions like the University of Washington, at a time when the need for educated professionals and knowledge of foreign developments is great. Again, take the case of China. The present Administration, with strong Congressional support, is making a determined effort to establish economic, cultural and scholarly relations with the People's Republic of China and her 800 million citizens, but, we must have the personnel and expertise needed for any expansion of contact. At this time, we have neither. Especially needed is the continuation of <sup>a</sup> graduate fellowship program to provide the extra time necessary to educate a well-trained specialist with the knowledge of a discipline, area and its language, often two or more years beyond the normal time for a doctoral program. Moreover, the National Defense Fellowship Program trains teachers and professors for a large number of universities, colleges and community colleges with area programs that do not receive direct monetary support from this \$15.3 million allocation. Thus, this program has a

substantial multiplier effect. Former fellows are now teaching at approximately 120 four-year colleges and universities. Equally important, this fellowship program at present provides graduate training opportunities at a limited number of federally-funded area studies centers for students coming from some 200 colleges and universities across the United States. (See the attached lists for examples of this multiplier effect at the University of Washington.)

Area studies are also becoming more relevant to domestic problems. To try to separate domestic from international concerns is a misconception. It becomes increasingly clear that problems concerning population, urbanization, pollution and ecological balance are shared by all nations. More and more, area studies are taking on a comparative and problem-oriented approach, because the definition and solution of such problems will be expedited by a cooperative approach. The United States has been a leader for other countries in the development of technologies, but now, cooperative efforts with other nations will be able to help the United States in finding solutions to some of its own pressing concerns.

NDEA VI and Fulbright-Hays funds are not used solely to train new specialists at the large universities. Funds are used for a wide variety of educational purposes and at many kinds of educational institutions. At the University of Washington, for example, the funds help enrich the general education of a substantial number of undergraduates. Total undergraduate enrollment in area and language courses related to the Far Eastern and Russian Institute alone have averaged over 6,000 students per year for the past three years.

In addition, large universities like the University of Washington have been sharing library and research facilities with other state institutions and private colleges, training teachers for high schools, developing area and language instructional materials for local school systems and cooperating with the Seattle World Affairs Council in presenting special programs in response to community needs. Through television, the University reaches a larger audience by means of a variety of programs on the cultures and problems of the countries in Asia. These programs have been quite popular and reach general viewing audiences as well as classrooms in the Pacific Northwest and the Rocky Mountain regions.

More recently, the Far Eastern and Russian Institute has begun planning a special Doctor of Arts graduate degree program in East Asian studies for prospective community college teachers. It is working closely with community colleges in the Seattle area in formulating the degree program which will emphasize teaching and curricula development and not research.

Many smaller colleges and school systems have received direct support from NDEA VI and Fulbright-Hays funds in this program, and there is increasing emphasis in this direction. A number of schoolteachers and community and junior college teachers have been able to study and travel abroad so that they might add more international dimensions to regular social studies classes. The development of international curricula materials for all levels of education is another important aspect of the program. In the case of the State of Washington, for example, Spokane School District #81 used funds (in FY 1970) to sponsor a French curriculum

consultant, and the Tacoma Public School System (in FY 1970 and FY 1971) used a Nigerian consultant to prepare materials on the language and culture of Africa. In general, programs under the Fulbright-Hays Section 102(b)6 authority have provided considerable funds to smaller institutions and to local and public school systems.

The Far Eastern and Russian Institute at the University of Washington has assisted in the development of Asian-American studies in the College of Arts and Sciences. A number of Latin American centers at other universities have paralleled this action by preparing special materials and encouraging both informal seminars and formal classes on Puerto Rican/Mexican-American studies, just as a number of the African studies centers have considered African-American studies. All of this is an attempt not just to ease some of the ethnic tensions in U.S. society, although it will help, but more importantly, to encourage an appreciation of the cultural plurality in the United States by the entire populace.

The recommended increase in allocation of excess foreign currency funds (PL 480) from \$3 million to \$4 million will enable the Office of Education to provide more needed opportunities for training and research overseas. The countries in which these funds are currently available are Guinea, India, Pakistan, Poland, Tunisia, the United Arab Republic, Morocco and Yugoslavia.

These increased opportunities would help teachers in schools and professors in colleges and universities to improve their professional competence as well as their teaching. Moreover, expanded use of PL 480 funds for educational purposes would permit more comparative studies in

problems of concern between these countries mentioned above. Inter-institutional, binational research projects would benefit both societies involved, as for example, problems of mutual concern like the environment, urban planning and development, literacy, population planning, health, the restructuring of legal systems and laws, and special education problems like education for the handicapped. Expansion of PL 480 funds would enable a greater sharing of research and resources on a number of problems in the physical sciences and in the social science fields. Language training could also be improved and made more effective by providing overseas training opportunities for students at the intermediate level, whereas in the past, such experiences have been limited more or less to students at the advanced levels.

For these reasons, I recommend an increase in the PL 480 allocations from \$3 million to \$4 million, an increase which would not represent an increase in the overall U.S. dollar budget.

## ON NDEA TITLE VI AND FULBRIGHT-HAYS

Statement by George M. Beckmann, Director,  
Far Eastern and Russian Institute  
University of Washington

April 17, 1970

1. The NDEA Title VI Program and the Fulbright-Hays Program have made important contributions in helping colleges and universities to meet national needs for trained personnel with international competence and for more extensive knowledge of foreign countries. The executive and legislative branches of the Federal Government have until very recently recognized the continuing success of these programs by extending authorization and by providing funding at modest but reasonable levels. Both programs are now being threatened by substantial cuts in funding.
2. The executive and legislative branches of the Federal Government have also recognized that the need for international competence and knowledge must be met by more than the language and area studies capacities of American colleges and universities. The International Education Act was sponsored and passed to broaden our educational capacity in international studies and to widen its impact on American education in general. Unfortunately, this authorized legislation has not been funded and the authorization itself will soon lapse.
3. This situation with regard to international studies is more than disturbing, especially in view of the efforts of the past twenty-five years to build our international studies capacity in colleges and universities. There are still recognized needs which higher education is prepared to commit resources to meet in partnership with the Federal Government. These needs are national, not local, in character and scope, and hence should be met by a combination of (1) Federal Government and (2) college and university resources.
4. What can the Federal Government, especially the Congress, do? First, there is sufficient evidence to indicate that the International Education Act should be funded as a means to develop the variety of programs in international studies that this nation needs. Or, if it is not the International Education Act, then other legislation with similar objectives. Second, NDEA Title VI and Fulbright-Hays should be extended in Fiscal 1971 at the present level of funding (Fiscal 1970, estimated \$15.3 million) because language and area studies programs must remain as one important core of international studies. It would be possible to phase out NDEA Title VI when there is broader Federal Government authorization and funding of international studies to include language and area studies programs. The present effort to reduce funding of NDEA Title VI to \$6 million in Fiscal 1971 makes no sense at all. Language and area studies programs continue to meet important national needs.

5. Office of Education administration of NDEA Title VI and Fulbright-Hays can and should be improved. The present study of language and area studies being conducted by Professor Richard Lambert of the University of Pennsylvania is designed to provide comprehensive data as the basis for such improvement. There is need for new priorities according to language, area, discipline and profession, level of education, and nature of graduate training. The Institute of International Studies of the Office of Education is funding this study with these objectives in mind. The study will be completed during the next academic year.
6. Colleges and universities must also maintain their commitment to international studies development in face of increasing budgetary pressures and at a time when major private foundations do not have adequate resources to continue to assist program development on the scale of the decades of the 1950's and 1960's. Federal support is crucial because it enables colleges and universities to use their resources more effectively in training students and conducting research. Especially important are funds for graduate student fellowships in fields where training requires greater commitment and a longer period of training, faculty and student foreign travel and research, library personnel and materials acquisitions, and teaching of languages where there are not large enrollments but where there are particular national needs.
7. The University of Washington has two NDEA Title VI Language and Area Centers, one on Russia and Eastern Europe and another on Asia, including China, Japan, Korea, South Asia, and Southeast Asia; moreover, it receives forty NDEA Title VI graduate fellowships for disciplinary training in these areas. It also receives faculty research support for two specific projects. I am appending to this statement (1) a brief profile, or basic fact sheet, about the University's programs in these two major areas as well as (2) a recent publication on the University's International Programs and Research. It is clear that NDEA Title VI support is a crucial element in the University's effort to play an effective role in international studies training and research. The University is not in a position to generate local or state support of graduate training fellowships and foreign travel for advanced graduate student field research, or to provide minimum support for library development or the teaching of some critical languages like Korean, Mongolian, Hindi, Tamil, Thai, Czech, Polish, Rumanian, Bulgarian, and Hungarian. Partnership with the Federal Government should be preserved. It is clear also that the University of Washington is serving national and even international needs as an educational institution (1) training graduates from a large number of American and foreign colleges and universities and (2) placing them after training in a similarly large number of American colleges and universities.

UNIVERSITY OF WASHINGTON  
FAR EASTERN AND RUSSIAN INSTITUTE

1. Character of the Far Eastern and Russian Institute. The Institute coordinates undergraduate and graduate instruction on Russia, Eastern Europe, China, Japan, Korea, Inner Asia, South Asia, and Southeast Asia in cooperation with discipline departments (History, Political Science, Sociology, Anthropology, Economics, Geography, Art, Music, Philosophy), especially the Department of Asian Languages and Literatures and the Department of Slavic Languages and Literatures, and professional schools like Law and Education. The Institute also coordinates research on the above foreign areas.
  
2. Funding of the Institute. The sources of funding of the Institute and related discipline departments in 1969-70 are approximately as follows:
  - (a) State of Washington: \$1,400,000 for academic administration, instructional staff, library personnel, language laboratory staff, retirement and other benefits, library acquisitions, language laboratory, maintenance, and supplies. This does not include operational overhead.
  
  - (b) Office of Education, HEW: \$385,000 broken down as follows:
    - (1) \$73,940 for NDEA Title VI Asian Language and Area Center: funds used for language instruction in Chinese, Japanese, Korean, Turkic, Mongolian, Tibetan (native speakers), faculty research travel to foreign areas, and library personnel and acquisitions
  
    - (2) \$42,060 for NDEA Title VI Russian and East European Language and Area Center
  
    - (3) \$156,000 for 40 NDEA Title VI graduate fellowships broken down as follows: East Asia, 27; Russia and Eastern Europe, 9; South Asia, 3; and Southeast Asia, 1
  
    - (4) \$33,000 for faculty research on East German education and for the preparation of a Romanian language textbook
  
    - (5) \$33,226 for Slavic and East European studies summer program to cover partial instructional costs and fellowship awards. The University of Washington contributed \$66,000.
  
    - (6) \$46,744 for South and Southeast Asian studies summer program to cover partial instructional costs and fellowship awards. The University of Washington contributed \$58,000.

These figures do not include several graduate student and faculty Fulbright-Hays awards.

## (c) Private foundations

- (1) Ford Foundation, \$187,000 for faculty research on Russia and Eastern Europe, China, Japan, Korea, Inner Asia, and South Asia
- (2) Rockefeller Foundation, \$13,000 for research operations (secretarial)
- (3) Mellon Foundation (Scaife), \$35,000 for foreign graduate students

3. Instruction

## (a) Undergraduate

- (1) Total student enrollments in foreign area and language courses related to the Institute have averaged over 6,000 for the past three years.
- (2) Majors in foreign area studies related to the Institute have increased from 322 in 1965-66 to 379 in 1969-70. These figures include interdisciplinary area studies majors and discipline majors with concentration on a foreign area.
- (3) Approximately 20% of the majors in foreign area studies related to the Institute go on to graduate schools. The remainder go into elementary and secondary school teaching; domestic business; international business and foreign trade; U. S. Government agencies; the armed forces; religious, charitable, and international agencies; and become housewives.

## (b) Graduate

- (1) The University has trained 86 Ph.D.'s in a wide variety of disciplines with concentration on foreign areas related to the Institute since the academic year 1964-65. The foreign area breakdown is as follows: Russia and Eastern Europe, 38; China, 23; Japan, 13; Korea, 3; Inner Asia, 4; South and Southeast Asia, 5. The discipline breakdown is as follows: Anthropology, 4; Business Administration, 2; Comparative Literature, 5; Economics, 5; Education, 2; Geography, 11; History, 29; Language and Literature, 20; Music, 1; Philosophy, 1; and Political Science, 6. Most Ph.D.'s have gone into college and university teaching. See the attached sample list of Ph.D. placements.

- (2) The University has trained 124 M.A.'s since 1964-65. The foreign area breakdown is as follows: Russia and Eastern Europe, 54; China, 25; Japan, 9; Korea, 12; Inner Asia, 8; and South and Southeast Asia, 16. The disciplinary breakdown is as follows: Architecture, 2; Area Studies, 45; Art, 2; Business Administration, 1; Drama, 1; Economics, 1; Education, 3; Fisheries, 1; Geography, 5; History, 17; Home Economics, 1; Language and Literature, 30; Library, 1; Linguistics, 10; Music, 1; Oceanography, 1; and Political Science, 2.
- (3) The University of Washington Law School has developed an outstanding program in Japanese law. Courses in this program are open to LL.B. students and are part of Law masters and doctorate programs. During the past five years, some 150 Law students have taken courses in Japanese law concerning U. S.-Japan business relationships.
4. Research. The Institute maintains a broad research program which is fundamental to good teaching and to expanding knowledge of foreign areas through publication. A list of Institute and University of Washington Press books is attached. Institute faculty have also published a long list of books through other presses and numerous articles in a wide variety of academic journals.

## SELECTED LIST OF UNIVERSITY OF WASHINGTON PRESS PUBLICATIONS

- Barnett, A. Doak (introduction by and edited by): Chinese Communist Politics in Action
- Carrasco, Pedro: Land and Polity in Tibet
- Chang, Chung-li: The Chinese Gentry: Studies in Their Role in Nineteenth Century Chinese Society
- Chang, Chung-li: The Income of the Chinese Gentry
- Chiang, Siang-tseh: The Hien Rebellion
- Compton, Boyd (translation and introduction by): Mao's China: Party Reform Documents, 1942-44
- Dator, James Allen: Soka Gakkai, Builders of the Third Civilization
- Gasster, Michael: Chinese Intellectuals and the Revolution of 1911
- Guenther, Herbert V. (translation by and annotated by): The Royal Song of Sarah: A Study in the History of Buddhist Thought
- Henderson, Dan Fenno: Conciliation and Japanese Law
- Henderson, Dan Fenno: The Constitution of Japan: Its First Twenty Years, 1947-67
- Hsia, Tsi-an: The Gate of Darkness: Studies on the Leftist Movement in China
- Hsiao, Kung-chuan: Rural China
- Hsiao, Tso-liang: The Land Revolution in China, 1930-1934
- Hsiao, Tso-liang: Power Relations Within the Chinese Communist Movement, 1930-1934
- Knechtges, David R.: Farerga: Two Studies on the Han Fu
- Lensen, George Alexander (edited by): Revelations of a Russian Diplomat: The Memoirs of Dmitrii I. Abrikosov
- Li Chi: The Beginnings of Chinese Civilization
- Maki, John J.: Court and Constitution in Japan
- Michael, Frans in collaboration with Chung-li Chung: The Taiping Rebellion
- Pepper, Nicholas; Harvitz, Leon; and Okada, Hidehiro: Catalogue of the Manchu-Mongol Section of the Toyo Bunko
- Shih, Vincent Y. C.: The Taiping Ideology: Sources, Interpretations, and Influence
- Spector, Stanley: Li Hung-chang and the Hwai Army
- Sugar, Peter F. and Lederer, Ivo J. (edited by): Nationalism in Eastern Europe
- Thornton, Richard C.: The Comintern and the Chinese Communists, 1928-1931
- Treadgold, Donald W. (edited by and introduction by): The Development of the USSR
- Treadgold, Donald W. (edited by and introduction by): Soviet and Chinese Communism: Similarities and Differences

UNIVERSITY OF WASHINGTON  
Far Eastern and Russian Institute

Recent Graduate Students: Sample of Undergraduate Colleges of Origin  
(69 U. S. colleges and universities and 22 foreign institutions)

Agra University (India)  
Amherst College  
Bensselaer Institute  
Boston College  
Boston University  
Brigham Young University  
California, University of  
Cambridge University (England)  
Centenary College of Louisiana  
Chicago, University of  
Chuo University (Japan)  
Claremont College  
Colgate University  
Colorado, University of  
Columbia University  
Cornell University  
College of Puget Sound  
Fresno State College  
Friedrick Wilhela's University (Germany)  
George Washington University  
Gonzaga University  
Gymnasium (Poland)  
Harbin Polytechnical (Manchuria)  
Harvard University  
Hastings College  
Hawaii, University of  
Hong Kong University  
Idaho State College  
Illinois, University of  
Indiana University

Istanbul, University of  
Institute of History of Arts (Leningrad)  
Kansas, University of  
Kasan Medical School  
Kentucky, University of  
Kiev, University of (USSR)  
Loyola University (Chicago)  
Mankato State Teachers College  
Massachusetts, University of  
Michigan State University  
Mills Collage  
Minnesota, University of  
Montana State University  
Moscow, University of  
National Central University (China)  
National Chengchi University (China)  
National Taiwan University (China)  
New Asia College (Hong Kong)  
New Mexico Highlands College  
New York University  
Nigeria, University of  
North Carolina, University of  
Northwestern University  
Oberlin College  
Oklahoma, University of  
Ohio State University  
Pacific Lutheran University  
Parsons College  
Peking University  
Pennsylvania State University  
Pittsburgh, University of  
Portland, University of  
Princeton University

Rice University  
Sacramento State College  
San Diego State College  
San Francisco State College  
San Jose State College  
Saskatchewan, University of  
Seattle Pacific College  
Smith College  
Southern Illinois University  
Spring Hill College  
Sophia University (Tokyo)  
St. Martin's University  
Stanford University  
Sung Kyun Kwan University (Korea)  
Taiwan Normal University (China)  
Texas, University of  
Tokyo, University of  
Utah, University of  
Wisconsin, University of  
Wittenberg College  
Vanderbilt University  
Waseda University (Japan)  
Washington State University  
Washington, University of  
Wayne State University  
Whitworth College  
West Montana State College  
Worcester State College  
Yale University

UNIVERSITY OF WASHINGTON  
Far Eastern and Russian Institute

Sample of Employment of Ph.D's, 1958-69 :

<u>University</u>	<u>Graduate</u>	<u>Field</u>
Arizona State University	Thomas P. Nielson	Language & Literature: China
California Universities and Colleges:		
Berkely	James E. Bosson	Language & Literature: Mongolia
Sacramento State	John R. Shaw	Language & Literature: Russia
San Fernando State	Katsu H. Young	History: Japan
Santa Barbara	Stanley D. Krebs	Music: Russia
Santa Clara	Edward T. Flood	History: Japan
UCLA	Philip C. Huang	History: China
	James Wilson	Language & Literature: China
Southern California	William R. Wilson	Language & Literature; Japan
College of the City of of New York	Henry R. Huttenbrech	History: Russia
Colorado University	Lawrence W. Beer	Political Science: Japan
	Howard A. Daugherty	Language & Literature: Russia
Cornell University	Charles A. Peterson	History: China
George Washington University	William R. Johnson	History: China
	Richard C. Thornton	History: Russia
Harvard University	E. Bruce Brooks	Area Studies: China
Hawaii, University of	Harry J. Lamley	History: China
	Hi-Woong Kang	History: Korea
	Virgil D. Morris	History: Japan
Illinois, University of	Robert B. Crawford	History: China
	Temira Pachmuss	Language & Literature: Russia
	Ernst Wolff	Language & Literature: China
Indiana University	John R. Krueger	Language & Literature: Mongolia
Iowa, State College of	Shelley H. Cheng (deceased)	History: China
	Barbara J. Teters	Political Science: Japan
	John L. Kirby	Geography: China
	Toshihiko Sato	Language & Literature: Japan

Kansas, University of	Brian T. O'Connell	History: Eastern Europe
Michigan State at Oakland	Henry Rosemont, Jr.	Philosophy: Japan
Montana, University of	Richard B. Landis	History: China
Ohio State University	Howard W. Chalsma	Language & Literature: Russia
Oregon, University of	William E. Naff	Language & Literature: Japan
	Angela Palandri	Language & Literature: China
Pennsylvania, University of	Osman Nedin Tuna	Language & Literature: Turkey
Princeton University	Frank A. Kiernan	History: China
	Frederick W. Mote	History: China
Queens College, North Carolina	Renville C. Lund	China Studies
Rhode Island University	Chong Sun Kim	History: Korea
Rochester, University of	Charles J. Wivell	Language & Literature: China
Rutgers University	Tu Ching-I	Language & Literature: China
	Paul Friedland	History: China
	Michael Gasster	History: China
Seattle University	Andrew L. March	Geography: China
	Pen Cashman	Political Science: Far East
Tulane University	John D. Basil	History: Russia
	Demetrius J. Koubourlis	Language & Literature: Russia
Washington University St. Louis	Stanley Spector	History: China
Washington, University of	James E. Augerot	Language & Literature: Rumania
	Imre Eoba	History: East European
	Jack L. Dull	History: China
	Michael Gasster	History: China
	Roger M. Hagglund	Language & Literature: Russia
	Paul V. Gribanovsky	Language & Literature: Russia and East Europe
	Willis A. Konick	Language & Literature: Russia
	Turrell V. Wylie	Language & Literature: Tibet
Western Reserve - Case University	Melvyn C. Goldstein	Anthropology: Tibet
Wisconsin, University of	Paul Thompson	Language & Literature: China

<b>Yale University</b>	<b>David R. Knechtges</b>	<b>Language &amp; Literature: China</b>
<b>FOREIGN SERVICE</b>		
<b>John H. Fincher</b>		<b>History: China</b>
<b>SEMINARY</b>		
<b>Paul B. Denlinger</b>		<b>China Studies</b>
<b>LAW</b>		
<b>David C. Buxbaum</b>		<b>Law: China</b>
<b>FOREIGN UNIVERSITIES</b>		
<b>Canada: Ontario,</b>		
<b>University of</b>	<b>David A. Davies</b>	<b>History: Russia</b>
<b>Toronto,</b>		
<b>University of</b>	<b>Kinya Tsuruta</b>	<b>Comparative Literature: Japan</b>
<b>York University</b>		
<b>(Toronto)</b>	<b>John M. P. McErlean</b>	<b>History: Russia</b>
<b>Thailand</b>		
<b>The Prince Royal's</b>		
<b>College (Chiengmai)</b>	<b>Asnuay Tapingkae</b>	<b>Education and Philosophy</b>

The University of Wisconsin - Milwaukee

MILWAUKEE, WISCONSIN 53201 • 228-1122

● DEPARTMENT OF SPANISH  
AND PORTUGUESE

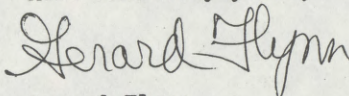
May 15, 1971

Senator Claiborne Pell  
ECom 325  
Old Senate Office Building

Dear Senator Pell,

I understand that you and your subcommittee are considering the extension of NDEA Title VI. I hope that you will be able to extend this title, for it has meant a great deal to us in our academic work. Our Latin American Center was instrumental in my going to Mexico for a long residence, where I finished two books and did other research.

Most sincerely yours,



Gerard Flynn  
Professor of Spanish.

Senator PELL. The next witnesses are from the Association of Research Libraries, Dr. Stuart Forth and Stephen A. McCarthy.

**STATEMENT OF DR. STUART FORTH, DIRECTOR OF LIBRARIES,  
UNIVERSITY OF KENTUCKY; ACCOMPANIED BY STEPHEN A.  
MCCARTHY, EXECUTIVE DIRECTOR, ASSOCIATION OF RESEARCH  
LIBRARIES**

Senator PELL. You have a statement here which will be put in the record in full, and I wonder if you want to make one or two comments verbally and then we might chat with each other a little bit.

Dr. FORTH. Senator, I am very pleased to have this opportunity to talk in support of S. 659. It is a bill which has in it many things which are very important to those of us in the research libraries of the country. I would ask that my entire statement be made part of the record.

Senator PELL. This will be done.

Dr. FORTH. Thank you.

I would point out that the thing that is most important is to continue the programs under title II A, B, and C as provided in existing legislation. I understand that these programs have been criticized, and I would like to read briefly from the current issue of the Educational Record, the official statement of the American Council on Education. This is very important to us and I would like to stress it at this time. That policy statement is:

It has become commonplace to attack much of the existing Federal support of higher education as a hodgepodge of categorical programs. The attack is unwarranted . . . Title II of the Higher Education Act of 1965 has provided basic support to libraries, one of the most essential elements in all of higher education, and has been especially valuable to new developing institutions. These programs should be continued and, in the case of the Library Title, expanded. In particular, the enormous financial burden under which the National Research Libraries are laboring requires greatly expanded federal support. In the truest sense of the word, they represent a vital national resource.

I cannot stress too strongly what title II A means to us.

In terms of title II B where we are talking about library research and library training, again this is a small, comparatively small, professional group in the country. We need to recruit more of the best people we can find to meet the demands of society and of our students. In addition, we need to have research in the area in which we are held responsible.

Library research is one of these areas that everybody knows about, everybody who is not a librarian. We are constantly told by the computer people how it should be done but they are unable to help us get it done. We need the kind of support necessary so we can do our own work.

In terms of title II C, I think this committee has heard from other librarians on how important the Library of Congress national acquisitions and cataloging program is to American libraries. It makes no sense to us to have 80 individual libraries around the country performing the same function that the Library of Congress can do better for us if it is adequately funded.

In that particular area, we support the Library of Congress' own desire to have the Higher Education Act of 1965 amended, the title II, part C, section 231, to delete the phrase "to enable the commis-

sioner to transfer funds," in the first and last sentences of the section. We feel this would further strengthen the Library of Congress in its efforts to help us.

There are two final things I would like to say in these informal comments. One is that nationally our libraries are falling behind in meeting the demands for resources that our growing student enrollments put upon us. I need not tell you anything about the growth of enrollments in American universities. My own university has almost doubled in size—not quite—in the last 6 or 8 years, and the Commonwealth of Kentucky is a fairly good example of many other States. It is putting almost 70 percent of its general fund revenues into education. We cannot get additional money—or so it appears—from our citizens for higher education, and we do need the help of the Federal Government in developing our book collections. The price of books goes up every year 10 or 15 percent. The inflation in journals is even higher. We have fewer books per capita in academic libraries at this time than we had in 1965.

One other thing I would like to comment on is the matter of loans to students to enable them to go to college. All of us are interested in realizing the dream of higher education for increasing numbers of Americans, but I think we must examine the results of this. The students are enabled to go, but if resources for their use are not provided, resources in libraries, resources in librarians who can interpret and service the collections for them, and resources in research that will enable these large collections to be used more easily, students are being sold a bill of goods. In other words, they may get an education but its value will decrease as support for it becomes increasingly hard to come by.

I think I have commented on everything that I feel is most important in this bill. It meets just about every requirement that I can think of to get the job done that we want done.

I particularly like the specific authorization of funds and the fact that the bill is recommending a 5-year extension. It is important to us and we much prefer it to the administration bill.

#### PREFERENCE AS TO BILLS

Senator PELL. As you know, we are faced with two definite choices and we want to try to be specific about which we want to do. As opposed to the two bills, the administration bill, S. 1123, and the committee bill, S. 659, when it comes to your area of interest do you have a choice between them?

Dr. FORTH. Yes. As far as I am concerned, S. 659 is the one that we want.

Senator PELL. That is a nice statement which is very hard to get. Thank you. This helps us as we move ahead in the legislative process, and you will be amazed how rarely it is that witnesses will say we want this and we want that.

#### CATALOGING FUNCTION

Now, in connection with the problems that would arise if S. 1123 were enacted and the deletion of those cataloging functions was allowed to happen, thus ending them, who would pick up the slack? Indeed, who could pick up the slack?

Dr. FORTH. You mean the Library of Congress acquisitions and cataloging program?

Senator PELL. Yes, the actual function of cataloging. Who would pick it up? If the administration view prevails, do you see anybody picking up this function or do you see it going down the drain?


Dr. FORTH. Senator, I hate to think of it being deleted. But if it were I suspect that much of the work would not be done. Most of the libraries around the country simply do not have enough staff sufficiently trained in the various disciplines and knowledgeable enough in the many different foreign languages that the Library of Congress catalogs books in, to do the job. At the present time, in my own institution we have almost 50,000 uncataloged books that we cannot get on shelves except on demand. If a scholar knows that a book is there and he says, "Can't I, for heaven's sake, get this one cataloged?" the answer is, "Yes, you can." But in terms of providing this body of material to our students and faculty in general or to the general community, we can't do it. I don't have enough people and I am not likely to get them. What happens, as you probably know, in universities is that the usual priority is put on getting a teacher in front of the students. It is the essential support function that weakens a student's education if it is not there.

Senator PELL. Thank you very much indeed for the record, and I thank you for your explicit expression of views. Let's hope we succeed.

Mr. McCARTHY. Yes, I hope you do.

Senator PELL. Thank you very much, both of you gentlemen.

(The prepared statement of Dr. Forth follows:)

ASSOCIATION OF RESEARCH  LIBRARIES

STATEMENT

BY

STUART FORTH

DIRECTOR OF LIBRARIES

UNIVERSITY OF KENTUCKY, LEXINGTON

REPRESENTING

THE ASSOCIATION OF RESEARCH LIBRARIES

BEFORE

THE SENATE'S COMMITTEE ON LABOR AND PUBLIC WELFARE

SUB-COMMITTEE ON EDUCATION

ON BEHALF OF

S. 659

APRIL 22, 1971

Statement by Stuart Forth  
Director of Libraries, University of Kentucky

Mr. Chairman, and members of the sub-committee:

My name is Stuart Forth. I am the Director of Libraries, and a Professor of Library Science, at the University of Kentucky, in Lexington. I might also mention that I am an American historian and for a couple of years I served my University as Vice President for Student Affairs. As the librarian of a fairly typical emergent state university with a central campus and fourteen community colleges, a total enrollment of over 27,000, and aspirations to excellence, I personally appreciate the opportunity to comment on S. 659. My personal pleasure aside, I am appearing today as the spokesman for the Association of Research Libraries, the principal organization of the major university and other large research libraries of the country. I ask that my statement be made a part of the record.

Mr. Chairman, I am impressed with S. 659. It seems to me an excellent bill which, if enacted, would be of benefit to the educational efforts of our country's academic institutions and, thus, of great value to our national well being. There are a number of points I would like to make about the problems we are faced with before I comment on the bill itself.

My experience at Kentucky suggests that our problems are fairly typical of those of many other colleges and universities. Because of

increased enrollments and new program demands, literally thousands of institutions must depend on older, richer, better established schools to supplement their comparatively meager resources. In Kentucky, for example, we turn often to Indiana University, Ohio State, the Universities of Illinois, Michigan, Chicago and North Carolina for help in supplementing our book and information resources. We also expect and receive help from the Library of Congress and, of course, from the Center for Research Libraries of which we are a member.

To many other schools in the Ohio Valley and the mountains to the east of us, however, we are the richer, better established institution and we give help in the form of books and information to hundreds of private individuals, to business and industrial firms, to high schools, junior colleges, and colleges and universities. Pikeville College, Berea, Lees College, Kentucky Wesleyan, Centre College, Morehead State, Eastern Kentucky University, and many others have a legitimate demand on our resources and services which we honor to the extent of our ability.

Librarians are enthusiastic about these and other cooperative efforts in the interest of saving building costs, reducing duplication of collections, and utilizing information specialists. Members of the committee may be familiar with the Center for Research Libraries in Chicago, the Hampshire Inter-Library Center, the New England Deposit Library and other cooperatively organized or administered depositories some of which, I might note parenthetically, have benefitted from the HEA's Title IIA's special purpose grants.

Such cooperative efforts are often designed to house valuable but less-used research material (and the Center for Research Libraries also has a sophisticated program for acquiring such material for the benefit of its members) thus insuring its preservation but relieving member libraries of the necessity of housing, and administering, it. I should also mention that the Association of Research Libraries, for which I speak, is even investigating the possibilities of planning, on a national level, now for the creation of regional depositories of important research and teaching resources.

I would do you a disservice if I did not note, however, that in spite of the accomplishments of the past, and regardless of what we may accomplish in the future, the fact remains that on each of the nation's campuses there will still have to be large collections of materials used by faculty and students in their day-to-day participation in the teaching, learning, and research processes. Knowing what we do of the present burgeoning enrollments, planning for the inexorable growth of the nation's population, and expecting the dream of higher education for ever more Americans to remain a constant, libraries with a million volumes or more will become increasingly common and, more important, vital to the success of the educational mission. A sociologist at Kentucky, working against time on a human problem related to, let us say, an urban renewal program, has the same need for the same material here and now that a man in Massachusetts or Minnesota or Iowa has. I know from my own teaching experience the frustration of knowing important material exists which would "turn a student on" but either not having the funds to buy it, or having to borrow it briefly from another school. Some things, many things, must be duplicated.

These things being so, we hope the Congress will realize yet another fact with which we live. Traditionally, our government has responded to the needs of many varied groups of citizens organized to bring their needs and responsibilities, their potential for better serving the nation to government's attention. We academic librarians are at a disadvantage here: There are just not many of us as over against, say, the tens of thousands of school teachers and professors who also make their problems known to you.

Although few in number, our function in quality higher education is vital. Without us, without what we do and what we know, academic teaching and research would fail. You might compare the librarian to anesthesiologist -- bladder stones can be cut out without anesthetics (it was done for years) but success is more likely to be assured if one member of the medical team performs his highly specialized function at the appropriate time. You might carry the comparison even further: Time was, the surgeon himself administered the anesthetic, then it became a nursing function, now, as medical science has improved to meet the demands of a better educated more demanding public, it is done by a medical specialist. So it is in libraries. As they become larger and more complex, the demands on them for specialized services and information have increased phenomenally.

Based on the evidence of S. 659, I assume that this committee is fairly knowledgeable about the function of librarians. I hope that you will agree that the unique rôle, the unique needs of librarianship not be submerged in some vague, general education legislation which does not specifically provide for:

- 1) The provision of college and university library resources.
- 2) Funds for library research and training in librarianship.
- 3) Specialised service from the Library of Congress to all academic libraries.

The Higher Education Act of 1965, as amended, has been of great benefit to the academic libraries of the nation which, in turn, means that the quality of education, and of American life, has also been improved. The Act has, indeed, been a conspicuous success, its detractors to the contrary. The journal of the American Council of Education, entitled Educational Record, notes in the current issue (Winter 1971), on page 111, that organisation's official policy statement:

"It has become commonplace to attack much of the existing Federal support of higher education as a hodgepodge of categorical programs. The attack is unwarranted. . . Title II of the Higher Education Act of 1965 has provided basic support to libraries, one of the most essential elements in all of higher education, and has been especially valuable to new developing institutions. These programs should be continued and, in the case of the Library Title, expanded. In particular, the enormous financial burden under which the National Research Libraries are laboring requires greatly expanded federal support. In the truest sense of the word, they represent a vital national resource."

I want to state flatly that on my Lexington campus, on the campuses of the University of Kentucky's 14 community colleges, and on the campuses of my Commonwealth's regional state universities and private colleges, I have heard nothing but praise for the specific Library provisions of the Higher Education Act. Much of the enthusiasm of librarians for S. 659 is because it not only proposes to continue and extend the Higher Education Act, but identifies specific library provisions with the appropriation of adequate funds for implementation.

Believing as I do that the Higher Education Act has been successful, I regret that funds authorized for its implementation have not been provided, and that it is being gradually and arbitrarily weakened by administrative fiat. In my triple role, if you will, as a student of American history, a librarian, and a citizen who has long been fascinated by government and active in various political campaigns, I have a concern for several things:

- 1) The first is the so-called "impounding" of appropriated funds by H. E. W. Indeed, it has been reported to me that the only Higher Education funds so impounded are Title II A funds. The Administration's apparently deliberate and systematic de-emphasis of the program, its indifference to a demonstrably effective service to higher education, and its failure to offer a viable alternative program seriously disturbs me, and my colleagues around the country.
- 2) The second is what appears to this observer as a reasonably serious legal, or Constitutional, question, i. e., the Administration's policies to thwart the intent of Congress. At the risk of appearing antedeluvian, may I ask what's become of the independence of Congress? Should this happen? Congress has indicated its interest in and concern for academic libraries as being a major informational source for the whole nation. It reaffirmed this position last summer when it voted to override the Executive's veto of the 1971 fiscal year appropriation act, but where are we now?

- 3) The third, from the vantage point of having been responsible for the administration of my University's (~~which included our student financial aid program~~), Office of Student Affairs and from a first-hand knowledge of student characteristics and attitudes, it seems to me that the Administration's emphasis on providing funds to get students to college, while at the same time reducing funds to provide learning resources, well-trained librarians, and modern information services based on the results of strong library research programs, makes very little sense indeed. In fact, it arouses expectations which cannot be fulfilled. This, in turn, leads to frustration, disillusion, and contempt for "the system's" educational process on the part of students. We encourage them to aspire to higher education but we are not adequately supported in our efforts to maintain the standards which make that education of value. In other words, under these circumstances, merely by assisting students to go to college, while it may be politically popular, does not solve the problem of higher education -- it makes it worse.

Finally, let me comment on some specific proposals in S. 659, proposals which, if enacted and implemented, would do much for all academic libraries, although, to be sure, I can speak most authoritatively for my own.

I am unable, I should mention, to separate the first three alphabetical sub-sections of Title II from one another -- A B and C are, in effect, like the Trinity, one and indivisible, but I can comment on them separately.

While you are doubtless accustomed to hearing academic librarians talk about the need for books and other information resources, let this librarian first talk about academic programs.

The Commonwealth of Kentucky, according to its Council on Public Higher Education, spends 68.5% of its general fund money on all education, and 28% of its general fund monies on higher education. Ours is a state with a rural tradition, a farm-based economy, an extensive problem with the rural poor in the Appalachian area, a staggering welfare load, and the problems of aspiring minorities and decaying urban areas. Under these circumstances, Kentucky's citizens are supporting education to the limit of their ability. Other states, as you know, have serious problems which may differ in degree or kind from ours, but most of us are in similar if not identical situations.

Our problems, while typical, are nevertheless very serious. You might be interested in some specifics:

- 1) Title II<sup>A</sup> is extremely important to our programs because of several factors which inhibit our effectiveness. One of them is the national phenomenon of enrollment growth, with which you are familiar. At my own institution, our Lexington campus enrollment grew from 12,443 in 1965 to 17,668 in 1970. Our community college enrollments grew from 4,530 to 9,766 in the same period.
- 2) While our book budgets, both in Kentucky and on the national scene, have grown, even with the assistance provided by HEA,

there are fewer books per capita in American academic libraries than there were in 1965. The cost of books and journals, as you probably know, increases from 10 to 15% per centum every year! Publisher's Weekly reports that the average price for a hard-cover book rose from \$9.50 in 1969, to \$11.46 in 1970! This fact of economic life being what it is, we hope the sub-committee will recommend increasing the money for supplemental grants under II A from the present \$10 per capita to \$20 per capita. Presently we are failing our students. Milton said it better: "The hungry sheep look up and are not fed."

- 3) We have a number of new and revitalised programs which, through research, serve both to help solve local, regional, and national problems, and to teach students the things they will need to know as responsible leaders of tomorrow. Some of these are programs in allied health professions, in architecture and urban planning, in sociology and anthropology which help us with ethnic and racial minorities, in librarianship and information sciences, in agriculture, business administration, marketing, and many others. In the years since 1965, we have used our federal library grants, both basic and supplemental, in support of these programs and one or two others I have not mentioned. These funds have been of great assistance but when we did not succeed in securing all we needed, as in 1970, a program of studies on the American Indian, on the

rural poor, and several other areas in applied anthropology and behavioral science were casualties. This in one department alone!

Related to this need for full funding for Title II A, is the equally imperative need for full funding for Title II C, the Library of Congress national program in acquisition in cataloging and to this, in turn, is related our need for better trained librarians and for research in new methods to secure bibliographic control of the growing volume of publication both here and abroad and to quickly provide information society needs.

Legislation to extend Title II C, and funding to implement it, will assure that important teaching and research materials are available in America; that cataloging can be done once at the Library of Congress rather than duplicate the efforts in 80 research libraries around the country; that material, having been bibliographically identified, other libraries may more quickly acquire it as needed; and that money formerly spent on duplicate cataloging programs can be diverted to service for our growing student population and faculty. This program makes superb sense bibliographically, economically, administratively, and intellectually.

It is our hope that your committee will support the change in the language of the Higher Education Act legislation as recommended by the Library of Congress, that II C funds be appropriated directly to the Library of Congress, and not to H. E. W. for transfer. I hope the sub-committee will see the wisdom of amending the Higher Education Act's Title II, part C, Section 231 to delete the phrase "to enable the Commissioner to transfer funds" in first and last sentences of the Section.

And in conclusion I would recommend that the training and research function of librarians be specifically included in any legislation adopted to extend and provide funds for the Higher Education Act. Our profession is rapidly changing to meet new demands on the use of our increasing resources, to respond to and utilize the new technology, and to prepare for the anticipated sophisticated participation which will come as the nation grapples with its future informational needs.

Because librarians are so few in number and have had little political or economic clout, adequate fellowship and training programs have been extraordinarily scarce. So, too, have research funds desperately needed to help solve society's informational problems. Title II B has helped us recruit excellent and promising young people to the profession, has enabled us to increase those trained through the doctoral level, has contributed to the up-grading of our library schools and to the quality of our total service not only to academia, but to society. Funds have made research possible in automated bibliographic services, in evaluating the utility and cost of computerized catalogs, in studies of user requirements in large libraries, in reviewing availability of primary scientific and technical documents in the United States, etc.

None of these projects, all of which will be of value in the discharge of our responsibilities to society, would have been possible without Title II B money. Libraries have no means of generating their own money, no endowments to provide research funds, and no industrial or commercial organizations with the ability to do their research for them. While millions use libraries, and all know what they want libraries to do now and in the future,

only librarians have the bibliographic, administrative, and technical knowledge to solve the problems of the future. It is true, we are concerned with all fields of knowledge, and we draw on all fields in seeking solutions to our problems, but we cannot hire the basic research expertise, we must provide it ourselves. We cannot do it without the help of federal money.

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(A letter to Senator Pell follows:)



## THE LIBRARIAN OF CONGRESS

WASHINGTON, D.C. 20540

April 14, 1971

Dear Senator Pell:

I understand that your Subcommittee now has under consideration S. 659, a bill to amend the Higher Education Act.

As you know, the Library of Congress' primary interest is in Title II-C (Sec. 124 (a) (b) of S. 659) of the Higher Education Act, the National Program for Acquisitions and Cataloging.

As I stated before your Subcommittee last year, Title II-C of the Higher Education Act was proposed by the Association of Research Libraries and the American Library Association in 1965 as an extension of Federal aid to libraries. It provides for the transfer of funds to the Librarian of Congress by the Commissioner of Education for a centralized cataloging program. Prior to this Act, college and university libraries were unable to obtain cataloging copy from the Library of Congress promptly enough to serve their readers. The Act makes it possible for the Library of Congress to catalog the books promptly and make the catalog copy available to libraries, thus avoiding wasteful duplication in cataloging.

Congress saw the reasoning behind the proposal and the Committees in both Houses reported the bill with the amendment. This amendment and the technical amendments of 1968 had bipartisan support.

The centralized cataloging program--known as the National Program for Acquisitions and Cataloging--even though it has had limited funding, has been acclaimed by college and university libraries as one of the greatest innovations in library science in this century. It is a working solution to one of education's greatest library problems.

College and university libraries, which were not even in 1965 able to hire sufficient professional cataloging personnel, are now quite dependent upon the national cataloging program. They are, in fact, reporting savings in cataloging costs in excess of the amount of money appropriated by Congress for Title II-C.

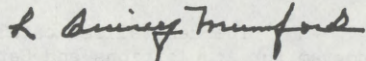
To quote Frederick H. Wagman, Director of Libraries, University of Michigan: "It can be seen at a glance that strengthening the acquisitions and cataloging program at the Library of Congress is without a question a most significant way to assist the libraries of the United States engaged in supporting higher education and research." And, it might be added, under the present arrangement it is one of the least costly and one of the most effective aids to education beyond the secondary level.

The Office of Education has, as the Act states, funded this program since fiscal 1965. In late December 1970, however, the Library of Congress received word from the Department of Health, Education, and Welfare that the Office of Management and Budget had decided that the program should be removed from the HEW budget and funded directly as part of the Library of Congress appropriations. I subsequently included this item in the Library's appropriations requests for fiscal year 1972 in order that this important program could continue.

Because of this development I would like to suggest that Title II-C of the Higher Education Act be amended by striking the words "to enable the Commissioner to transfer funds" in the two places that these words appear. The authorization would then provide that the sums would be appropriated to the Librarian of Congress for carrying out the purposes of the act and funds for the program would hereafter be included in the budget of the Library of Congress. The Senate Committee on Appropriations suggested last year that it would be more logical for this program to be funded directly to the Library rather than through the Office of Education, HEW. I have discussed this matter with Senator Jordan, Vice Chairman of the Joint Committee on the Library, and he would have no objection to such an amendment.

I would be happy to provide your Subcommittee with additional information should it be desired.

Sincerely yours,



L. Quincy Mumford  
Librarian of Congress

The Honorable  
Claiborne Pell  
Chairman, Subcommittee on Education  
Committee on Labor and Public Welfare  
4228 New Senate Office Building  
Washington, D. C.

Coordinator: Mahlon H. Hellerich,

87 West Church Street, Bethlehem, Pa. 18018 • Telephone: (215) 691-6131

LEHIGH VALLEY  
ASSOCIATION  
of  
INDEPENDENT  
COLLEGES, INC.

May 13, 1971

MAY 21 1971

The Honorable Claiborne Pell  
United States Senate  
325 Old Senate Office Building  
Washington, D.C. 20510

Dear Senator Pell:

For the third year in a row, the Administration's budgetmakers have sought to reduce or eliminate library programs. Even when money is appropriated, it is not authorized for expenditure. This year the application forms for HEA Title IIA library resources grants stated that while \$15.34 million was appropriated for this vital program for college library materials, the Office of Education decided to provide funds to only 700 institutions (instead of last year's 2,200) in the amount of \$9.9 million.

This low budget for the HEA Title IIA program was explained at an HEW briefing as follows:

"Assistance for college libraries will be reduced substantially in recognition of the marginal effect the wide distribution of these funds has had. Through administrative action and proposed legislation, the funds will be concentrated on the neediest colleges and universities."

(American Libraries, March 1971, p. 276)

We believe the effects of Title IIA appropriations in developing library collections for the members of the Lehigh Valley Association of Independent Colleges challenge this statement. In Lehigh Valley college libraries Title IIA funds have developed:

- A black studies collection.
- An urban studies collection.
- A basic collection of music materials of scores and recordings.
- A research collection of periodical backruns where students previously had no access to titles published before 1960.
- Core collections to support ecological and environmental studies programs in two colleges.
- A theatre collection to support a new drama major program.
- Several microfilm collections of periodical and newspaper backruns.

Page 2

These resources not only serve more than 10,500 students enrolled in the Lehigh Valley Association of Independent colleges but are available to adult residents (including high school students) in the Lehigh Valley through free circulation privileges extended by each LVAIC Library.

The budget recommendation for the Higher Education Act cut the 1971 appropriation of \$28,009,500 by 40% to \$16,853,000. The Title IIA program to develop library resources was cut 68% from the 1971 appropriation of \$15,325,000 to \$5,000,000. These appropriations are distressingly low, and administrative guidelines for these programs are radically altering the objectives and focus of the program. Although the House-passed Education Appropriations Bill, HR 7016, has doubled the administration's request for \$42,709,000 to \$72,109,000, it is still 6.3 million below the 1971 level.

We urge that Title IIA of the Higher Education Act be extended through 1976, and support HR 32 and S. 659 which extend the act, with explicit provisions for:

- (1) Annual authorization of \$130,000,000 each year for Title IIA, Parts A and B, with 70% reserved for library grants under Part A, and 30% for training and research under Part B.
- (2) 25% of the funds under Part A be reserved for Special Purpose grants. These grants are primarily important in assisting the development of interinstitutional library projects like the LVAIC consortium of libraries. The grants pave the way for participation in successful interinstitutional projects, and unite cooperating libraries into effective organization.
- (3) Part B be allotted as 2/3 for training, 1/3 for research.
- (4) Part C, Shared Cataloging, receive a new five year authorization of \$15,000,000 each year.

Very truly yours,

*James P. McCabe*

Brother James McCabe, Librarian  
Allentown College, St. Francis de Sales

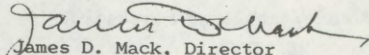
*Patricia Ann Sacks*

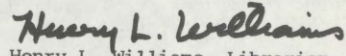
Patricia Ann Sacks, Librarian  
Cedar Crest College

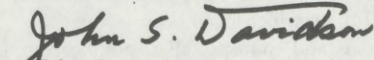
*Clyde L. Haselden*

Clyde L. Haselden, Librarian  
Lafayette College

Page 3

  
James D. Mack, Director  
Lehigh University Libraries

  
Henry L. Williams, Librarian  
Moravian College

  
John S. Davidson, Librarian  
Muhlenberg College

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Enclosure: PLA Bulletin, Jan. 1970; March 1971.

### Science and Technology Purchase Guide

The 1968 Supplement of *Science and Technology: A Purchase Guide for Branch and Small Public Libraries*, by Virginia L. Garland of the Carnegie Library of Pittsburgh's Science and Technology Department, is now available. The *Supplement* contains over 1000 titles which have been selected for the student and nonspecialist adult from books received in the Science and Technology Department during 1968. To facilitate ordering catalog cards, this supplement contains the Library of Congress card number. It continues to carry the name of the first author only, title, and bibliographic information including the paging and price. The cost is \$3.00, which includes handling and postage. Prepayment is required. Orders should be sent to The Director's Office, Carnegie Library of Pittsburgh, 4400 Forbes Avenue, Pittsburgh, Pennsylvania 15213.

### ACLCP Motorized Library Delivery Service

The Area College Library Cooperative Program has inaugurated a motorized Library Delivery Service which will speed service to the borrower who is using materials from ACLCP members and from a selected group of libraries in the Philadelphia area. Truck delivery service is now available to libraries in the central Pennsylvania area twice a week and to those in the Philadelphia area once a week. Books, photocopies, microfilm, pictures, records, and other types of library materials that would normally be sent by mail can now be delivered on a scheduled basis with less time and effort involved since the wrapping, insuring, and mailing of these items is eliminated.

This program, which is financed in part by a Federal grant and in part by the thirty-five participating libraries, is administered by Mr. Harold R. Jenkins of the Lancaster

County Library. It includes the following libraries: Altoona Public Library, Bryn Mawr College, Bucknell University, Chester County Library, College of Physicians of Philadelphia, Coyle Public Library of Chambersburg, Crozer Theological Seminary, Dickinson College, Elizabethtown College, Franklin & Marshall College, The Free Library of Philadelphia, Gettysburg College, and the Harrisburg Area Community College.

Also included are the libraries of the city of Harrisburg, Haverford College, Juniata College, Lancaster County, Lancaster Theological Seminary, Lincoln University, Messiah College, Millersville State College, PMC Colleges, the Penn State campuses at University Park, Altoona, Harrisburg, and Mt. Alto, Rosemont College, Shippensburg State College, the State Library, Susquehanna University, Swarthmore College, University of Pennsylvania, Villanova University, Wilson College, and York College.

### Lehigh Valley Consortium

Six Lehigh Valley academic libraries — those of Allentown College of St. Francis de Sales, Cedar Crest, Lafayette, Lehigh, Moravian, and Muhlenberg — have joined in a cooperative interlibrary loan project to provide fast and comprehensive exchange of materials for users in each institution.

The six libraries are linked by teletype, and daily pickup and delivery service by station wagon to each is provided five days a week. The project is designed to meet the everyday needs of students, in particular, by furnishing them with materials available in one library but not in another, or which may be in use locally at the time of the request. The total book resources of the six libraries is over one million volumes.

The project is one phase of a cooperative arrangement among the institutions themselves, which have incorporated as a consortium under the name of The Lehigh Valley Association of Independent Colleges. Funds for the library phase of the operation are being supplied by the member institutions.

## NEWS

### Workshop on Nonprint Materials

A Workshop on Nonprint Materials as Learning Resources for teachers, media specialists, A-V directors, and librarians will be held June 28-July 16, 1971, at Millersville State College. The workshop will provide participants with an opportunity to achieve familiarity with nonprint materials and the appropriate equipment needed to use them, in order to develop an expertise in this area. Workshop E.M. 501 is a 3-credit graduate course which can be taken for credit or non-credit. Enrollment will be limited. Details are available from Mrs. Minda Sanders, Director of Workshop, Department of Educational Media, Millersville State College, Millersville, Pennsylvania 17551.

### LVAIC Union List

A Union List of Current Periodical Subscriptions has been published by the six academic libraries affiliated with the Lehigh Valley Association of Independent Colleges consortium. This computer-produced directory lists the locations of more than 4,000 periodical titles on the subscription lists of the libraries at Allentown College of St. Francis de Sales, Cedar Crest College, Lafayette College, Lehigh University, Moravian College, and Muhlenberg College.

Arranged alphabetically by periodical title, the directory identifies the library holding the longest file of each title and the beginning date of the file, and notes other libraries holding shorter runs. Title entries are accepted as submitted by each of the six participating libraries. Twice a year the list will be updated to record new titles and changes in holdings records.

The first phase of the union listing project was prepared by Lehigh University's computer facilities and is an extension of the Lehigh University Library's computerized serials records project under the direction of Library Director James D. Mack. The next phase will add LVAIC noncurrent serial

holdings to the list. Continuations will be added in the future.

The LVAIC union list of current periodical subscriptions extends the facilities of the LVAIC libraries made available to more than 10,000 borrowers at these institutions through a cooperative interlibrary loan project initiated in September 1969. More than 1,500,000 volumes are available through a network which includes teletype communication and a daily delivery system.

In addition to utilizing the periodical collections within the LVAIC consortium, the union list will assist the LVAIC libraries to evaluate their periodical resources and develop collections which are mutually useful.

The librarians coordinating the LVAIC libraries network are Brother James P. McCabe, Allentown College; Patricia L. Sacks, Cedar Crest; Clyde L. Haselden, Lafayette; James D. Mack, Lehigh University; Henry L. Williams, Moravian College; and John S. Davidson, Muhlenberg College.

Copies of the 99-page Xerox list can be purchased for \$10 each, without binders. Orders on institutional order forms should be addressed to the Mart Library, Lehigh University, Bethlehem, Pa. 18015.

**THE STATE HISTORICAL  
SOCIETY OF WISCONSIN**

816 STATE STREET / MADISON, WISCONSIN 53706 / JAMES MORTON SMITH, DIRECTOR

*Office of the Director*

May 12, 1971

Senator William Proxmire  
Senate Office Building  
Washington, D. C. 20510

Dear Senator Proxmire:

Under the language of the Higher Education Act of 1965, the State Historical Society of Wisconsin was ruled ineligible to receive library development grant money under Title II-A because we were not an educational institution with enrolled students.

There are now four bills before the Congress relating to the extension of the 1965 act, which is scheduled to expire on June 30, 1971. These bills are H. R. 32, H. R. 5191, S. 659, and S1123.

Except for H. R. 32, these bills continue the wording of the 1965 act in restricting funds to "institutions of higher education." H. R. 32, however, stipulates that Special Purpose Grants may be given to "institutions of higher education, and to other public and private nonprofit library institutions which provide library and information services to institutions of higher education on a formal, cooperative basis" (p. 32, lines 23 and 24, page 33, lines 1-5).

While this broader definition of institutional eligibility will be beneficial, we would like to see this wider definition of eligibility under Special Purpose Grants made applicable also to the Basic Grants section of the law so that the State Historical Society of Wisconsin, and other libraries whose main function is the support of instruction in institutions of higher education, might benefit from these types of grants that have in the past been given to individual academic libraries for the development of their book collections.

Although we have no students enrolled in the Historical Society, our library is charged by state law with the development of an American history collection for the students and faculty of the University of Wisconsin. The three largest users of our collection on interlibrary loan are

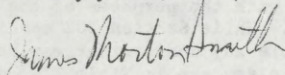
the Wisconsin State Universities at Stevens Point, LaCrosse, and Oshkosh, all of whom have received funds yearly under Title II-A.

For over 70 years there has been a very close relationship between the libraries of the University and the Historical Society. Until 1953 the University library was housed in the Historical Society building. When the University library occupied its present building in 1953, some 100,000 volumes were transferred from the Society's holdings to the present University library. At that time an agreement was entered into by the Society and the University defining the collecting scope of each institution to avoid unnecessary duplication in collecting library materials. Under the informal agreement the Historical Society was given the responsibility of continuing its development of a research collection in American history, thus relieving the University library of this responsibility. Probably 90 percent of the use of the Society's collection is from students and faculty in the Madison University community. This use is in several disciplines, including American history, journalism, political science, geography, and anthropology. We circulate over 100,000 items a year to University clientele. We have faculty and student carrels and study desks which are assigned by the Society to undergraduates, graduate students, and faculty of the University. There are many operational links between the University library and the Society library. Acquisitions are cross-checked to avoid gross duplications of holdings; the University library produces many of our catalog cards; we service the University library's newspaper collections, both in the original and on microfilm.

Despite this supportive role in providing research resources in American history for the University of Wisconsin and the state university system, the Society receives no funds from the University. As a state agency it is funded through state appropriations, along with a small measure of support from private endowments.

Since we perform all of the library services of an academic instructional library, we feel that we should be made eligible to receive federal grants for library resources development under any new legislation which may be enacted to continue the Higher Education Act of 1965.

Sincerely yours,



James Morton Smith

JMS:dk



THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE  
WASHINGTON, D. C. 20201

MAY 10 1971

Honorable Claiborne Pell, Chairman  
Subcommittee on Education  
Committee on Labor and Public Welfare  
United States Senate  
Washington, D.C.

Dear Senator Pell:

Please accept my apology for not responding sooner to your letter of March 11 requesting the legal authority and rationale for limiting the availability of basic grants under Title II-A (College Library Resources) of the Higher Education Act of 1965 to only new institutions of higher education and other institutions which qualify for supplemental grants. I assume you are referring to the change in policy reflected in the amendments to the regulations in 45 CFR Part 131 set forth in 35 F.R. 11875, particularly amendments 1 and 2 (see copy enclosed).

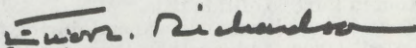
The purpose of the new policy, effective for the first time this fiscal year, is to concentrate Title II-A funds in those institutions of higher education with the most critical financial need. These include new institutions, developing institutions, junior and community colleges, and those institutions with a high proportion of disadvantaged students. The Administration requested \$9.9 million for this program in Fiscal Year 1971, and believes that this amount is sufficient to achieve these purposes.

The legal rationale for this policy is that the authority of the Commissioner to award basic grants under Section 202 of the Higher Education Act is a discretionary one which can be made subject to such conditions, consistent with the purposes of the program, as he deems necessary and proper. While Section 202 specifies certain conditions which must be met before any basic grant may be made, there is nothing in this section or elsewhere in Title II-A of the Higher Education Act which mandates the Commissioner of Education to make basic grants to all applicants meeting these requirements.

Therefore, the Commissioner may, with the advice of the Advisory Council on College Library Resources established pursuant to Section 205 of the Act, establish criteria for determining priorities among applications for basic grants as well as those for supplementary and special purpose grants.

With kindest regards,

Sincerely,

  
Secretary

Enclosure

[From the Federal Register, Vol. 35, No. 240, Rules and Regulations, p. 18875—Friday, December 11, 1970]

PART 131—COLLEGE LIBRARY RESOURCES PROGRAM UNDER TITLE II—A, HIGHER EDUCATION ACT OF 1965, AS AMENDED

MISCELLANEOUS AMENDMENTS

Part 131 of Title 45 CFR is hereby amended as follows:

1. Paragraph (a) of § 131.7 is amended to read as follows:

§ 131.7 Content of applications.

(a) *Applications for a basic grant.* All applications for a basic grant shall contain information sufficient to enable the Commissioner to determine—

(1) The eligibility of the applicant pursuant to § 131.5 and the Civil Rights Regulation in Part 80 of this title.

(2) That the applicant will expend during the fiscal year for which the grant is requested (from funds other than funds received under this part) for all library purposes an amount not less than the average annual amount it expended for such library purposes during the fiscal years 1964 and 1965 or during the 2 fiscal years preceding the fiscal year for which the grant is requested, whichever is the lesser:

(3) That the applicant will expend for all library purposes an amount (from funds other than funds received under this part) equal to not less than the amount of such grant;

(4) That the applicant will expend during the fiscal year for which the grant is requested (from funds other than funds received under this part) for library materials an amount not less than the average amount it expended for such materials during fiscal years 1964 and 1965 or during the 2 fiscal years preceding the fiscal year for which the grant is requested, whichever is the lesser;

(5) That the applicant will comply with the requirements in §§ 131.15, 131.16, and 131.17 relating to fiscal accounting and auditing procedures, retention of records and reports.

(6) That, except for new institutions of higher education, the applicant will include in his application the information required in subparagraphs (4), (5), and (6) of paragraph (b) of this section.

(20 U.S.C. 1922)

2. Section 131.8 is amended to read as follows:

§ 131.8 Criteria for review of applications for supplemental grants.

Except for applications for basic grants to new institutions of higher education, the following criteria will be applied by the Commissioner in approving applications for basic and supplemental grants:

(a) Degree of deficiency in the number of volumes of the applicant's library in relation to the present and expected increase in, student enrollment and the type of institution or branch applying for a grant;

(b) Participation in other Federal programs aiding disadvantaged students;

(c) Degree of economic disadvantage of students enrolled;

(d) Recency of the establishment of the library collection.

(20 U.S.C. 1023)

3. Section 131.9 is amended to read as follows:

§ 131.9 Criteria for review of applications for special purpose grants.

The following criteria will be applied by the Commissioner in approving applications for special purpose grants:

(a) *Type A grant.* (1) Location in a community characterized by significant social and economic deprivation;

(2) Location in a designated Model Cities area;

(3) Number of economically disadvantaged students;

(4) Other demonstrated special needs;

(5) Use of Federal funds to meet special needs.

(b) *Type B grant.* (1) Existence of a comprehensive collection which meets special needs of other institutions in communities characterized by social and economic deprivation;

(2) Availability of a published catalog of, or other guide to, such collection;

(3) Extent to which such collection will be made available;

(4) Use of Federal funds to meet special needs.

(c) *Type C grant.* (1) Number and type of member institutions in the combination;

(2) Availability of a published catalog of, or other guide to, the special collection;

(3) Adequacy of staff, equipment, and facilities;

(4) Capability to continue the program of the combination;

(5) Coordination with other Federal programs;

(6) Use of Federal funds to meet special needs.

(20 U.S.C. 1024)

*Effective date.* This regulation is effective 30 days after publication in the FEDERAL REGISTER.

Dated : October 22, 1970

T. H. BELL,

*Acting U.S. Commissioner of Education.*

Approved ; November 5, 1970.

ELLIOTT L. RICHARDSON,

*Secretary of Health, Education, and Welfare.*

[F.R. Doc. 70-16075 ; Filed, Dec. 10, 1970 ; 8 :47 a.m.]

Senator PELL. The next witness is President Glen Ferguson of Clark University.

Welcome, and I am glad to see that a man who has had the experience you had directing VISTA now has the responsibility of directing a university.

**STATEMENT OF GLENN FERGUSON, PRESIDENT, CLARK  
UNIVERSITY, WORCESTER, MASS.**

Senator PELL. Because of the time pressures, I was wondering if it would be agreeable to you if the full text of your statement, which I can see from here extends to considerable length, was put in the record at the end of your testimony?

Mr. FERGUSON. Certainly, Mr. Chairman.

In prior years, Federal funding of higher education has tended to endorse projects rather than institutions, fields of study rather than educational approaches, individual professors rather than outstanding institutional leadership, research rather than operating needs, and the growth of academic specialties rather than integrated academic programs.

As a nation, we are moving in the direction of endorsing the idea that financial circumstances should not be the pivotal factor in determining whether a student can pursue his education beyond high school. To make that concept a viable reality for our young people, we must also endorse the philosophy that higher education, in a variety of forms, will be available to each of them. The public university is prepared to cope with part of the problem, but the private university must also fulfill its responsibilities.

Because of financial realities, it is extremely difficult for State governments to allocate resources to private institutions. I suggest that the Federal Government review its priorities in an effort to sustain diverse elements of higher education.

The small, private university needs help. It needs help now to meet the current demands for change.

Traditionally, it has been the responsibility of the private school to innovate and to offer a broad range of academic programs. In recent years, both public and private colleges and universities have shared Federal dollars. Given current pressure, I am concerned that the Federal Government may minimize its commitment to the private institution.

If Federal financial support continues in the traditional format, the heterogeneity of American higher education will be in jeopardy. If the Federal Government does not provide a larger percentage of financial assistance to private institutions per se, rather than treating public and private colleges and universities in parity, the number and diversity of colleges will decline, the large will grow larger, and the remaining private colleges will become havens for the socially and financially elite.

Given financial strictures, the Federal Government must consider a combination of institutional grants and direct loans and grants to the individual student; however, unless national higher educational priorities are established, the status quo will be unaffected. A recommended priority incorporates Federal support for private rather than public institutions.

To obviate this development, the Federal Government might consider awarding a basic institutional grant to each accredited private college coupled with variable monetary increments reflecting national priorities. All colleges and universities were not created equal, even though the Federal Government has treated them equally. At the national level, we should exercise judgment and attempt to assign financial values to stipulated educational objectives. Several variables exist, and in each case hard decisions would have to be made.

Through the medium of private institutional financial grants to the private colleges and universities, the Federal Government can stimulate academic excellence, innovation, reform, and diversity.

Senator PELL. Thank you very much indeed. Your testimony which we have been through is good specific testimony about the problems of the small private colleges. President Hester of New York University, a representative of the larger private institution, and you cover the spectrum and I see how acute the problem is.

I have a couple specific questions.

#### NEED FOR SUPPORT

Why do you feel that private colleges have particular need of Federal support as opposed to the general publicly supported institutions?

Mr. FERGUSON. Mr. Chairman, as a result of recent problems in higher education, I feel that the States will tend to give almost exclusive support to State public institutions. This will be coupled with historic Federal support, roughly a 50-50 ratio, for public and private institutions. At the same time, some State legislatures are beginning to take approaches which preclude the kind of diversity which appears to be a hallmark in higher education.

For example, in the Midwest, some legislatures are restricting non-residents to precise quotas. As this trend continues, inevitably more State dollars will support public institutions, and it will be more difficult for the large public institution to maintain the variety and quality of programs which are required in our pluralistic system.

Therefore, I think that the Federal Government must, at some point, begin to make judgments with regard to national higher educational objectives and support, to a greater extent, those private institutions that reflect innovation, a willingness to endorse high standards of academic excellence, and smallness per se, because that too appears to be an important ingredient as many State universities decentralize to avoid the relatively invidious aspects of the multiversity.

Senator PELL. If we enacted public support for the private universities and colleges, how do you get away from the old adage that "he who pays the piper calls the tune," as you become more and more affected by the Federal Government's views and restrictions?

Mr. FERGUSON. As I understand it, about 30 percent of the support for higher education comes from the Federal Government. Up to the 50-percent level, I do not think that control is a critical question either philosophically or in practice.

Senator PELL. Excuse me. I am not sure I would agree with you because the threat in that 30 percent on the board of trustees might cause you to move in a direction you might otherwise not want to take, whereas if it is only 10 percent you can thumb your nose at the Government. So I am not sure you would have to wait for the 50.01 percent figure.

Mr. FERGUSON. I would agree. The question of control, on which I was focusing, was the immediate effect of stipulated guidelines from the Federal Government.

Senator PELL. I am very concerned about getting the legislation through and getting help to you. I see some young people here today. I just hope to goodness that they do not have too much excitement on the campuses this spring as we try to get this bill through, because the more excitement there is and the more blown up it is, there is harm to the program. People remember last year as a year of violence when in fact there were 28 institutions of higher education where there was violence out of hundreds of institutions. People think they not only have to send their child to the university with a toothbrush and toothpaste but a gas mask as well.

Mr. FERGUSON. Mr. Chairman, I do have a comment on the question of Federal control or the threat thereof.

In the past, the Federal Government has tended to support specific projects. Grants were given to nurture a different project or approach. As we used to say in economic development, the best way to bankrupt a lesser-developed country was to build a university and a hospital and then depart. In many ways, what the Federal Government has done is to create appendages to higher education which require additional operating expenses and which put the colleges and universities in the position of not having the requisite flexibility. If we can move in the direction of institutional grants, as opposed to precise project support, this may in itself help to obviate the threat of Federal control because you are avoiding precise guidelines related to definitive projects.

Senator PELL. What kind of formula do you endorse for institutional grants? Are you familiar with President Hester's formula?

Mr. FERGUSON. Yes, I am.

Senator PELL. My formula is much more simple—\$1,000 a student. I think his is more complicated. Maybe there is another formula which is better.

Mr. FERGUSON. Mr. Chairman, as you have stressed repeatedly in prior testimony before the subcommittee, this is a complex question. Generally, I accept the elements of the bill which you have submitted. For example, the institutional grant, as a concept, is not incorporated in the administration bill as it is in your bill. I think that it is naive to expect private capital to produce an additional \$1 billion for the student loan market. Your bill continues direct Federal support for student loans. I think that these are profound distinctions. In your bill, I am worried, in only one respect, about the proposed \$1,200 institutional grant, less the amount of tuition. In reality, under the provisions of your bill, most private institutions would not receive institutional support. Our tuition is now at the \$2,600 level. Most private colleges and universities are way above the \$1,200 tuition level.

With regard to a precise formula—

Senator PELL. Excuse me. I would agree with you on that, and I think it should be a simple institutional grant of a flat \$1,000 without making the deduction.

Mr. FERGUSON. All right, sir. May I comment on the other half of the question, the formulas that have been discussed.

Most recently, Mrs. Green presented a bill in the House, which I think is comparable to Congressman Quie's previous bill, which attempts to give additional weight to the smaller college by authorizing a larger basic institutional grant and which provides declining support as enrollment increases. In addition to that approach, there are a variety of association proposals.

For example, the AAU, the distinguished group of graduate research universities in America, suggests that institutional grants should be based on existing Federal support in the form of research grants. Clearly, that plan would perpetuate the status quo. In contrast, the Quie and Green bills place the emphasis on the need for diversity.

I would suggest that your plan to give an institutional grant to each private or public college, where a student receiving Federal support is enrolled, will help greatly. At the same time, I do not think it will promote diversity or insure the survival of many smaller institutions which are an important element in the higher educational equation.

#### PRIORITY OF SUPPORT

Senator PELL. What in your view is more important—aid to the student or grants to the college?

Mr. FERGUSON. As suggested in your bill, I think a combination is required. I am concerned that the student loan program will not suffice unless it is coupled with institutional support. Dr. Hester, and a variety of other witnesses, have endorsed this contention. Even with the generous amounts incorporated in your combination of student loans and grants, many private colleges will not be able to attract the student who needs full financial support. If you are considering a \$2,500 base, or even \$2,900 as proposed under the administration bill, this is inadequate when compared to the \$5,000 average which is required for a student in a private college or university. Through the institutional grant mechanism, each college could make the decision whether additional funds should be allocated to student financial assistance or to other needs.

## NATIONAL FOUNDATION

Senator PELL. Do you think the National Foundation of Higher Education should make grants to promote higher education?

Mr. FERGUSON. I endorse the concept, Mr. Chairman. My concern is that prior national efforts, including those of the National Science Foundation, have tended to reward projects rather than institutions. The National Foundation will have \$100 million to spend. It is charged with responding to innovation. One hundred million dollars will not suffice to allow all private institutions to respond with new programs. Invariably, we will be competing for dollars based on comparative project analysis, new institutes for innovation and new projects for change. I would rather see the National Foundation award grants to reflect outstanding institutional leadership and to give maximum flexibility to colleges and universities which are recognized because they are good, because they are relevant, because they are making important strides, rather than awarding project grants for some precise innovational application.

## PREFERENCE AS TO BILLS

Senator PELL. Right. I thank you very much for your testimony. It has been good, clear, and explicit. In conclusion, if you had to make a choice between the administration bill introduced by Senator Javits and the committee bill which of those two would you take?

Mr. FERGUSON. Mr. Chairman, for the reasons I have cited, I would endorse the philosophy of the bill presented by the chairman. I feel that the three elements in the administration bill, which have been discussed, leave a great deal to be desired.

If I may, I would like to suggest that the time has come to begin to focus on diversity in higher education and for the Federal Government to make some substantive judgments with regard to long-term national higher educational goals. We should not continue an exclusive per capita response. All institutions are not equal. The States will probably not make distinctions based on qualitative judgments. At some point, I hope the Federal Government will say, yes, it is important to place 12 million students in college by 1980; yes, it is important to insure that financial reality will not preclude admission. At the same time, we, the Federal Government, believe in diversity and believe that smaller institutions must survive. In order to insure that survival, we, the Federal Government, would like to make some distinctions to support small colleges as opposed to large, private colleges as opposed to public, and innovation as opposed to the status quo.

Senator PELL. Senator Javits.

Senator JAVITS. Mr. Chairman, I shall not delay the proceedings. I am very interested in your evaluation of the respective approaches. If there is going to be any alternative, other things being equal, my first choice is always Senator Pell.

I have only one question. We do have a program for developing institutions. We thought we were going to try to reach for that program at the very small institutions for innovations and so forth. I thoroughly agree. I do not think there is anything holy about this.

Get the summer off—the 4-year course—undergraduate before you go to law and medical school. Nothing is holy. It is probably most obsolescent. I thoroughly agree with you. But why have not you small institutions been able to dip into these funds we have made available to the developing institutions?

Mr. FERGUSON. That is an excellent question. First, it is my understanding that grants pertaining to the developing institutions program have been awarded to predominantly black institutions which are experimenting in a very critical field.

Second, there are so many of us. There are only 70 public institutions in America which enroll approximately 60 percent of the students. In contrast, there are 1,400 private colleges and universities, and in the next 10 years, the percentage of students in public institutions will rise to 70 percent. These 1,400 private institutions are competing, in a declining market, for funds. Literally, we are walking the halls of the foundations looking for a rubric, or the appropriate language, to support special projects. With most of the prior higher education bills, the tendency has been to endorse pieces rather than endorsing leadership and institutions. I would hope that the concept of assisting developing institutions would mean precisely that we support the institution per se rather than elements of the higher educational package.

#### SUGGESTION FOR TASK FORCE

Senator JAVITS. I was going to suggest to our chairman, perhaps, we could get together a task force of a handful of people in the smaller college and university field to come up with some really creative concept of what we can do for that 30 percent that comprises so-called private institutions.

I don't consider the private institution to be juxtaposed to the public institution in terms of the weight of numbers. But I do think that we have to get something out of the private institutions which is as much in the public interest and which is much less oriented to the established pattern. In other words, I think every young person who can undertake it is entitled to a college education, but that does not necessarily mean he has to be a doctor or a lawyer or a minister. He might also be a quasi-professional in one of a hundred fields. He might have only 2 years instead of 4 years. I think we ought to deemphasize these big institutions with enormous student bodies, but I think we ought to put as much into enabling you to stay private as we put into enabling them to maintain the load in the public sector.

Senator PELL. The longest part is just thinking it out. I think this witness today is as specific and articulate as we have had and of course we were very impressed with president Hester of New York University.

Do you know president Hester?

Mr. FERGUSON. Yes, I do.

Senator PELL. I wonder if the two of you might sit down and have a cup of coffee and discuss this matter along the same vein as Senator Javits suggested?

Senator JAVITS. Could we pick somebody up from the Midwest and the far east and the South and make it five? Could you put yourself in charge of that project?

Mr. FERGUSON. I would be glad to do that, Senator.

Senator JAVITS. We hereby delegate you.

Mr. FERGUSON. In America, today, we have a great variety of higher education associations. On Monday, I will be attending an AAU meeting in North Carolina with Dr. Hester and 46 other university presidents representing the leading research-oriented universities. Each association has a different approach. For example, the land-grant colleges and State universities differ with the AAU in terms of what specific formula should be applied.

Senator JAVITS. You are missing our point. We will take care of the land-grant colleges and the public institutions. Senator Pell and I are interested in the pinpointing what you gave us which I liked very much. You pick up a task force and put it together for us of five fairly representative members, especially geographically of the private institutions which have this problem. What can be their unique contribution to higher education? Let us know and we will see what we can do about it.

Mr. FERGUSON. All right.

Senator PELL. And include Dr. Hester in it.

Mr. FERGUSON. Yes, sir.

Senator PELL. Thank you very much indeed. It was excellent testimony.

(The prepared statement of Mr. Ferguson follows:)

Statement by Glenn W. Ferguson, President, Clark University  
Before Subcommittee on Education - Committee on Labor and  
Public Welfare - United States Senate  
April 22, 1971, 10:00 a.m., Room 4232

President Nixon has suggested that the United States must provide "post secondary education for all who aspire to it". This is a commendable objective. The American people are supporting a higher level of education for more people than any society in history, and the projected requirement to place twelve million "aspiring" students in college, by 1980, has become one of our basic national goals.

At the same time, twelve million Americans will not desire the same kind or level of higher education. The hallmark of American higher education has been diversity. As we realize the quantitative goal, we must nurture the qualitative attributes which are produced by pluralism and diversity.

Today, approximately one-third of our 2,200 colleges and universities are public institutions. They enroll more than sixty per cent of the college students, and in

another decade, they will enroll more than seventy per cent. Each of seventy universities in America, predominantly public institutions, enrolls in excess of 20,000 students. Clearly, the trend is toward the large, public university, and current financial realities enhance the growth potential of the large and public combination.

While public universities are increasing enrollments, the multi-versity is under attack. Many contemporary students are "turned off" by the relatively de-humanized large university, and some are "searching for relevance" in smaller colleges or outside of the educational system. Of equal importance, a significant percentage of faculty members are beginning to recognize that the multi-versity has failed generally to produce the cross-fertilization of ideas, the inter-disciplinary programs, and the academic innovation and reform which were anticipated.

The Secretary of Health, Education and Welfare, Mr. Richardson, has stated that colleges and universities are "among the most inefficient institutions in the country". As a student of business and public administration, I challenge that statement. At the same time, I recognize

that a degree of inefficiency, poor communication, and lack of relevance, which are associated with the multi-versity, has been made more acute by the nature of existing Federal aid programs.

In prior years, Federal funding of higher education has tended to endorse projects rather than institutions, fields of study rather than educational approaches, individual professors rather than outstanding institutional leadership, research rather than operating needs, and the growth of academic specialties rather than integrated academic programs.

When Federal funds were available to launch a new institute or academic unit, the multi-versity was prepared to add another academic feather. The results are manifest: academic excellence in narrow substantive fields, faculty withdrawal from student contact, and high-cost individual programs which cannot be maintained without extensive public subsidy.

To meet these criticisms, including the inefficiency which results from isolation, the multi-versity is attempting to decentralize without losing administrative control. In virtually every state, branches of the

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When Federal funds were available to launch a new institute or academic unit, the multi-versity was prepared to add another academic feather. The results are manifest: academic excellence in narrow substantive fields, faculty withdrawal from student contact, and high-cost individual programs which cannot be maintained without extensive public subsidy.

To meet these criticisms, including the inefficiency which results from isolation, the multi-versity is attempting to decentralize without losing administrative control. In virtually every state, branches of the

public universities are being established. In many cases, the branch units incorporate the alleged anachronisms of the multi-versity. There is only limited opportunity for innovation, curricular reform or close interaction between students and faculty. With low tuition levels and excessive enrollment pressures, the purposes of decentralization are being diffused.

As a nation, we are moving in the direction of endorsing the idea that financial circumstances should not be the pivotal factor in determining whether a student can pursue his education beyond high school. To make that concept a viable reality for our young people, we must also endorse the philosophy that higher education, in a variety of forms, will be available to each of them. The public university is prepared to cope with part of the problem, but the private university must also fulfill its responsibilities.

We are aware of the pressures placed on State legislatures to fund public higher education. We respect their efforts to respond, and we realize that because of financial realities, it is extremely difficult for state

governments to allocate resources to private institutions. I suggest that the Federal Government review its priorities in an effort to sustain diverse elements of higher education.

The small, private university needs help. It needs help now to meet the current demands for change. As qualified students have the opportunity, through financial support, to broaden their choice of schools, the private institution must be able to respond.

Traditionally, it has been the responsibility of the private school to innovate and to offer a broad range of academic programs. In recent years, both public and private colleges and universities have shared Federal dollars. Given current pressures, I am concerned that the Federal Government may minimize its commitment to the private institution.

If minimal diversity is to be maintained; if education, in its broadest sense is to be encouraged; if a significant percentage of the projected twelve million college students are to be educated, as well as trained, and if academic standards of excellence are to be supported, the Federal Government must assume the leadership.

If Federal financial support continues, in the traditional format, the heterogeneity of American higher education will be in jeopardy. If the Federal Government does not provide a larger percentage of financial assistance to private institutions, <sup>private</sup> rather than treating public and private colleges and universities in parity, the number and diversity of colleges will decline, the large will grow larger, and the remaining private colleges will become havens for the socially and financially elite.

Currently, most private colleges reflect curious mixtures of students from very affluent or from very impoverished circumstances. Unless institutional grants are awarded by the Federal Government, tuition will continue to rise, and students from middle-income families will disappear from private colleges. As costs increase, the private colleges will be unable to maintain the requisite student financial assistance levels for minority and other low income students. If this occurs, the private sphere will no longer offer the wide range of sizes, fields, standards, philosophies and reforms which must be preserved.

Given financial strictures, the Federal Government must consider a combination of institutional grants and direct loans and grants to the individual student; however, unless national higher educational priorities are established, the status quo will be unaffected. A recommended priority incorporates Federal support for private rather than public institutions. If aid were still based on total enrollment, the large private colleges would grow larger and the smaller private colleges would atrophy.

To obviate this development, the Federal Government might consider awarding a basic institutional grant to each accredited private college or university coupled with variable monetary increments reflecting national priorities. In the United States, all colleges and universities were not created equal, even though the Federal Government has treated them equally. At the national level, we should exercise judgment and attempt to assign financial values to stipulated educational objectives. For example, if we feel that the Ph.D. recipient will continue to experience placement difficulties,

we may wish to award a financial bonus to those private institutions which introduce innovational professional programs, doctorates in more "relevant" fields, or unique terminal degrees stressing the teaching dimension. Several variables exist, and in each case, hard decisions would have to be made concerning the future objectives of higher education. Historically, the Federal Government has been reluctant to discharge this function.

Through the medium of private institutional financial grants, the Federal Government can stimulate academic excellence, innovation, reform, and diversity. In addition to reflecting present values, American higher education should continue to prepare some students for an unknown future.

Senator PELL. Finally, there are two people in the audience who have indicated a desire to come before us. I would like them to limit themselves to 5 minutes. They are two veterans, Robert Tolmer and David Tucker.

You are the end products of this legislation—the ultimate users. Identify yourselves, you home area, and degree of education you have had.

Mr. TOLMER. My name is Robert Tolmer, a junior at Temple University in Philadelphia and a veteran of the U.S. Navy.

Mr. TUCKER. I am David Tucker. I am also a junior at Temple University and a veteran of the U.S. Navy.

**STATEMENT OF ROBERT TOLMER, STUDENT, TEMPLE UNIVERSITY,  
PHILADELPHIA, PA., VETERAN OF U.S. NAVY**

Mr. TOLMER. We would like to call to your attention to the need for a college education. You called it a right, we have heard of it as a privilege or a right. It's contended that way one way or the other. Is it a right or a privilege? I would say that today it's a necessity. The average man to raise a family needs a college education. Well, for many of us who have served during the 18th, 19th, and 20th years of our life when we have been in the service, when we get out we depend very much on the GI bill to further our education. But as the costs of education go up, as the cost of books go up, as the cost of living expenses go up, the GI bill has not risen greatly. We feel that we need first an increase in the GI bill and possibly maybe a study or re-evaluation of what educational aid the veterans can accomplish for the Nation and for the individual veterans.

That is pretty much what I had to talk about.

**STATEMENT OF DAVID TUCKER, STUDENT, TEMPLE UNIVERSITY,  
PHILADELPHIA, PA., VETERAN OF U.S. NAVY**

Mr. TUCKER. Mr. Chairman, we have done a little bit of investigating and we have found out that the World War II, and Korean GI bill paid for full tuition plus \$70 a month for a single veteran. Under the present plan we get \$175 a month. This, as the gentleman before us said, in the time the average private institution charges \$2,600 a year. They are just after paying tuition \$800 in the red. I don't know why this group of veterans is so discriminated against. We have had to put up with an unpopular war, we are more unpopular ourselves in many places and have to come back and find we are getting offered less than our fathers were offered before us. Nobody is patting us on the back for what we are doing. I lost a lot of money. I could have been out of the Navy. I lost something. I was getting paid something like \$80 a month until awhile back you gentlemen raised our salaries. It comes down to this—why don't we deserve what our fathers got? What didn't we do to put us in this position?

Senator PELL. Thank you very much.

Senator JAVITS. Mr. Chairman, can I just say a word.

It almost breaks my heart to hear you say you are unpopular because it is an unpopular war. Do not feel that way. I do not feel it is true. Whatever may have been your experience, I think every Ameri-

can no matter how bitterly he is opposed to this war has the greatest and most reverend regard for the young people who serve. It is not you. We asked you to do something and we insisted you do it because the discipline of doing it is essential to our future even though this is a bad and wrong war.

You know I am a very much older man than you and in a high office. I think I know your hearts and minds. Please do not feel you are unpopular because it is an unpopular war.

Senator PELL. I think my colleague has expressed very well the views of most of us, who like him have long opposed this war. But I realize what you are facing.

I would also congratulate you for coming down here as veterans. I think this is a most useful exercise. Years ago when some us in the Senate Foreign Relations Committee set forth recommendations to make peace, peace was almost a dirty word, and now it has at least become respectable. The veterans have the cutting edge of public opinion to really impress the Congress. I do not think the President will stop the war so you must impress the Congress to stop this war. Again, thank you, gentlemen. We will see to it that your views are heard in the right quarter.

At this point I order printed all statements of those who could not attend the hearing and other pertinent material submitted for the record.

(The information referred to follows:)

1395

## RHODE ISLAND JUNIOR COLLEGE

199 PROMENADE STREET

PROVIDENCE, RHODE ISLAND 02908

March 11, 1971

REC'D MAR 13 1971

Senator Claiborne Pell  
United States Senate  
Committee on Labor and  
Public Welfare  
Washington, D. C. 20510

Dear Senator Pell:

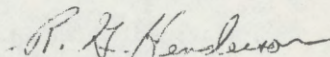
Thank you for your answer of March 3 to my inquiries concerning S. 659, "Education Amendments of 1971", and specifically Section 161 and 162, which deals with the extension of authorization of appropriations for the Higher Education Facilities Act of 1963.

I am extremely pleased to find that the bill does extend the program for a five-year period. The Higher Education Facilities Act of 1963 and its amendments have been an extremely important factor in the development of Rhode Island Junior College and the permanent facilities to house the exploding enrollment demands being placed upon us. We at Rhode Island Junior College feel that this portion of the bill is vital in the continued development of the Rhode Island Junior College State System.

I would also like to extend my full support of S. 659 and especially Section 142, which pertains to your new Educational Opportunity Grant Program. I feel that your work towards greater financial assistance to students desiring to enter higher education deserves every acclamation and support. As you no doubt are aware, we at Rhode Island Junior College feel that public higher education should provide an opportunity for open door education at the junior college level. Eliminating the financial barrier is a very important part of this educational plan.

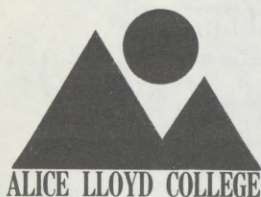
Thank you again for the information regarding the proposed higher education legislation and also for your continued support and goodwill toward Rhode Island Junior College.

Respectfully yours,



Robert G. Henderson  
Dean of Administration  
and Development Officer

RGH/lm



March 26, 1971

The Honorable Claibourne Pell  
United States Senate  
Washington, D.C. 20036

Dear Senator Pell

When I was in Washington March 1-3 for the American Association of Junior Colleges conference, I had the privilege of talking with Mr. Stephen Wexler and Mr. Richard Smith concerning the important provisions for student and institutional financial aid in your Bill. I expressed deep appreciation for the increased level of support you propose for higher education and vocational education. Your Bill combined with Senator Harrison Williams' will mark a turning point in our nation's addressing itself effectively to goals and priorities for universal opportunity, improved quality of life, and educational alternatives beyond high school. This is in contrast to the administration's proposed reliance on loan programs and reduction of vocational funding.

On their part, I believe that Messrs. Wexler and Smith were deeply impressed with the record and commitment of Alice Lloyd College at Pippa Passes, Kentucky. This rural Appalachian college for nearly fifty years has responded to the needs of its communities for leadership.

The Commitment and Record of Alice Lloyd College

Since 1923, based primarily on private gift income, Alice Lloyd College has been providing an unusually effective educational program for the first two years of college and has assisted graduates with scholarships or grants in senior and professional colleges so that most of the civic leaders, school administrators, teachers, engineers, doctors, social workers, and business people of our eastern Kentucky mountain area are products of this college. More than 90% have returned to serve the Appalachian region for a significant span of time as citizens and leaders. This is against a tide of out-migration of 60% of the population to urban centers during the last twenty years.

Through the years and currently, 95% of Alice Lloyd College graduates continue in senior college, and 90% complete the baccalaureate degree. This is in spite of an average family income for our total enrollment of \$2,200 in 1964 and still under \$4,000 in 1970. Half of our college students are the first in their family to finish high school.

Striking sociological benefits show in the larger number of fifth graders completing ninth and twelfth grades, and in the larger number of high school graduates entering colleges in our immediate area than in surrounding Appalachian counties. Alice Lloyd College operates a fine Upward Bound program and special services for the disadvantaged, along with our central leadership education program.

In fifty years Alice Lloyd College has learned a secret - that culture-based disadvantage is no bar to leadership and effective citizenship. Many people throughout the country do not know that leaders and the society grow together and that a leadership of either native or external elitism cannot be arbitrarily imposed. Alice Lloyd College's program and commitment is geared to the cross-section of our society's fabric, and has produced a leadership that is a part of the community and not elitest. This leadership can cope with the severe change, extensions, and inter-relationships of the regional Appalachian community growing into full partnership in the larger America community.

At Alice Lloyd College all students work. Students have dormitory responsibility as house parents and house councils, serve with faculty in institutional governance, engage in forum discussions of goals for leadership and service.

Study exchanges and cooperative work-education programs provide horizons beyond the region. A strong emphasis on the Appalachian community as a laboratory (Sociology of Appalachia, EPDA Institute, crafts, drama, "Voices from Appalachia" choir, NEH oral history and heritage, and community outreach in service) creates a life involvement in the Appalachian region on curricular, co-curricular activities and community service levels.

Alice Lloyd College's rural outreach program, ALCOR, expanded in 1971 to six Appalachian colleges serving 22 counties. It has reached 10,000

children and adults in the most disconnected families of 48 isolated communities in our region, utilizing indigenous college students as bridges of friendship and confidence so that horizons are expanded and professional persons and agencies are having access to those who most greatly need their services. ALCOR is based on years of educating not just individuals - but persons who are community members and leaders.

Investment in Leadership Education Costlier than Students' Classroom "Teaching"

Leadership education of students with culturally-based disadvantage is not a cheap program. Heavier investments in personal contact of teachers and students, guidance, counseling, language laboratory, learning center, cultural programs, special services, staff relating to dormitory governance and community involvement activities, is needed to accomplish the program results described above. These are not luxuries. If Alice Lloyd College were to reduce expenditures to a mere classroom experience with perhaps a heavier student/teacher ratio, it could provide a skimmed program at approximately one-half the cost per student. However, it would not thereby serve our society with an effective leadership result.

In measuring of society's need, it is not clear that low cost institutions are always the most useful. Some more costly programs are extremely useful to our society. Perhaps Alice Lloyd College should be encouraged in its investment in strong leadership education beyond classroom experiences, and other colleges should be encouraged also to make these investments.

Accountability

In terms of accountability it has been suggested that institutions should demonstrate their societal contribution in an educational program audit, and that funding should be responsive to such contributions. (See the recommendation of the Carnegie Report, A Chance To Learn, Page 28:

"Insofar as higher educational institutions will incur increased costs as they develop the special programs recommended in this report, these costs can be met through reallocation of existing resources and through the cost-of-education supplements recommended in our first report, Quality and Equality. These supplements should be provided to the institutions for each student who qualifies for a student grant. The grants are intended for students from low-income families, and the supplements are designed to enable the institutions to meet the additional costs associated with remedial education and other special efforts to overcome handicaps."

A Note On Private Junior Colleges

Senator Pell, I serve as Chairman of the Commission on Legislation of the American Association of Junior Colleges this year, and am strongly aware of the public service performance of the large public community colleges which have undertaken commitments, without adequate recognition or support, to meet career and citizenship needs for extremely large enrollments of people in their communities in a wide variety of open programs.

I am also strongly aware of the important public service performance of many independent junior colleges, with enrollments generally limited by financial resources, which extend and commit the total resources they have to programs that respond to particular citizenship and leadership education needs of their communities. In Alice Lloyd College's immediate region, Lees Junior College at Jackson, Kentucky, is a fine example of this public service commitment by a private two-year college, and there are many others.

It is alarming that private two-year colleges have heretofore been neglected in government and foundation funding compared with the private four-year institutions, and the publicly-supported two-year colleges. It is important that this imbalance be corrected for the sake of the valuable community responsiveness and service of these institutions. In common with other private institutions in America, their preservation needs our attention at this time.

The flexibility and creativity that many private colleges provide in our dual system has important synergistic values in the public institutions as well. However, serious weaknesses are resulting from a tuition gap which makes the private colleges noncompetitive. Further widening of this gap would very soon eliminate the viability of the private colleges.

Values of creativity and flexibility will be lost which should have synergistic effect in higher education. Students would be added to public college

enrollments as an additional financial cost to the taxpayer. The remedy for this tuition gap is in the cost of instruction allowances and student assistance grants which will take program cost into account.

Student Financial Aid Funding Levels and Formulae

Senator Pell, all who seek to provide education for the financially needy will deeply appreciate your proposal to increase funding to meaningful levels. Without this increased level of funding, all priorities and formulae break down. May I list four priorities:

1. Support for the most needy is an important recommendation of the Commission on Legislation of the American Association of Junior Colleges. Students in states or regions and especially in institutions of high concentration of low income students, have received federal student aid allocations as little as 25% of amounts they qualify for according to guidelines. Recent administration directives to meet the needs of the most needy first, have improved the situation for the most needy students in institutions of greatest need concentrations, but full funding is the only means whereby the Congress and the administration can make good its purpose for the right of citizens to career and citizenship education.
2. Financial assistance as a matter of right for individuals with financial need who desire to embark on postsecondary educational programs, will only be effectuated by full funding.

3. The first two years of college should be a priority, as compared with upperclass, graduate, or professional programs, since the first goal is an opportunity for every student, young or old, to enroll in the post-secondary personal and career development program of his choice.

4. Availability of student aid to part-time students is a top priority of the American Association of Junior Colleges, extended on a full time equivalent basis, for their continuing entry into the educational system. One million part-time students have already dared to enter postsecondary education, with family and job responsibilities, without the help of federal student assistance. It may be confidentially expected that an additional two or three million part-time students may be encouraged to better themselves in citizenship and career education when appropriate assistance is made available.

Recognizing your real concern for these priorities and for their full funding, I would respectfully urge the following concept: The student's need properly consists of (a) his personal or family financial situation; and (b) the cost of the educational program of his choice. Actually, the formula of student aid developed from the Higher Education Act of 1965 is based on these two factors, (a) and (b). It is sensitive to the variety of family circumstances and educational and personal costs which students have. If fully funded, this formula would best meet the needs

of students attending a variety of institutions of their choice and it can readily be adapted to meet the priorities of the most needy and the part-time student.

Alice Lloyd College's experience with the Higher Education Act of 1965 has been basic. In a time of growing costs, our continued commitment to leadership education for valuable young people of Appalachia who cannot themselves pay the cost, would have forced our particular college out of existence, in spite of our valuable contributions to society, except for these programs of student financial aid.

Our experience has been extensive with 80% of our students having a family income of less than \$7,500, and the whole enrollment averaging less than \$4,000 as indicated above. If financial aid allocations were made according to the students' financial situation only, with no consideration of program cost in Alice Lloyd College as compared with a tax supported institution, we would be unable to continue.

For a future in which Alice Lloyd College preserves open admissions to students regardless of ability to pay, for a leadership education program of unstinted quality -- your proposed basic and supplemental Education Opportunity Grants at adequate level and the Cost of Instruction Allowances are indispensable.

Cost of Instruction Allowances to Relieve Institutions' Financial Strain

Senator Pell, I strongly support the Cost of Instruction Allowances you describe in Section 409 of your Bill as I understand their purpose: to relieve the financial strain of the institutions which exists between actual educational program cost, and the student aid grants and other institutional resources available.

A maintenance of local, state, and private efforts can be built in, with corrections where institutions' existing financial strains are too severe. The concept of supplementary grants and cost of instruction allowances based on eligibility of students with financial need is certainly in tune with the Carnegie Commission's recommendations to help institutions meet the special needs of low income students.

However, as I mentioned to Messrs. Wexler and Smith, I am not sure that this formula for Cost of Instruction Allowances as stated will accomplish the purpose you intend. The definition of "tuition charged" needs to be examined.

Our institution would qualify for needed Cost of Instruction Allowances by reason of low income students served, and by reason of the institution's cost in providing a leadership education program overcoming educational and cultural disadvantages. However, the \$1,000 less tuition "charged" could eliminate support for colleges with greatest strain, namely those with highest cost of programs available to low income enrollment.

In Alice Lloyd College where a \$1600 "tuition" is charged, only five or six students pay the total amount. Many more pay zero and the average tuition paid by students was \$251. By far the greater amount of "tuition" was paid by the institution itself on behalf of students who could not pay it themselves. This, plus the additional underwriting of educational program beyond "tuition", results in a tremendous financial strain.

Illustration of Financial Strain

Alice Lloyd College enrollment doubled, 1960-1970, and will double again by 1980 to an optimum of 600. Compared with a \$900 cost per student in 1960 when Alice Lloyd College offered a fine program with no cash charges, volunteers as faculty, no plumbing "conveniences" in faculty and student housing - our updating a modern day program for students in a changing society has tripled the cost per student. The larger amount of underwriting comes from private contributions, which is a tremendous strain.

Unlike many institutions, all of our gift income including unrestricted bequests has to be devoted to the underwriting of program costs for a student body which can not pay this. This is not preferred. Unrestricted bequest income, at least, should be available to reduce indebtedness, provide needed facilities, or even a small margin of reserve for the future.

Alice Lloyd College should properly produce \$300,000-\$400,000 in private funds, annually, to underwrite educational program cost, but as you will see, the amounts required have skyrocketed beyond the larger figure.

Underwriting Educational & General from Private Sources  
(Excluding Sponsored Programs)

1960	\$ 110,000
1963	134,000
1965	302,000
1967	421,000
1968	456,000
1969	552,000
1970	617,000

*Per-student cost will level off, as enrollment of 600 is reached.*

To see this institutional underwriting of educational cost in relation to the amounts paid by students and by the federal student assistance programs, a breakdown for 1970 follows:

Institutional Underwriting of Educational Cost As Compared With Student and Federal Payments

	<u>Total Amounts</u>	<u>Per Student</u>
Educational & General Cost Excluding sponsored programs: Title III, Upward Bound, co-op education (federal); community outreach (private)	\$ 760,690	\$ 2,766
<b>"Tuition" Paid By:</b>		
a. EOG	\$ 74,234	\$ 269
b. Student Payments (assisted by work & loan programs)	69,141	251
c. ALC Tuition Grants & Scholarships	302,288	1,096
ALC Underwriting E & G Costs Beyond "Tuition"	315,027	1,150
	<u>\$ 760,690</u>	<u>\$ 2,766</u>

Combining the ALC Tuition Grants and Scholarships and additional institutional underwriting shows the total financial strain in Alice Lloyd College's educational cost not paid by students or federal assistance

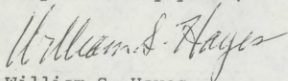
ALC Tuition Grants & Scholarships	\$ 302,288
ALC Underwriting E & G Costs Beyond "Tuition"	315,027
<b>Total Institutional Underwriting</b>	<u>\$ 617,315</u>

This is an actual financial strain greater than in many colleges with low program cost and low tuition charges.

A Cost of Instruction Allowance that takes into consideration the institutions' commitment and record in serving societal needs, investment in quality program, and underwriting of costs for low income students -- such a program will identify and relieve the financial strain of providing worthy educational opportunity for students.

I am enclosing copies of this letter for Messrs. Wexler and Smith and would like to discuss this further with them if you permit. I will also ask the views of Senator Cooper and Senator Cook of Kentucky on these issues.

Very sincerely yours,



William S. Hayes  
President



# VERMONT COLLEGE

*A two-year college for women*  
MONTPELIER, VERMONT 05602

OFFICE OF THE PRESIDENT

"TO DEVELOP THAT STRENGTH OF CHARACTER  
AND RUGGED CITIZENSHIP WHICH HAVE BEEN  
TYPICAL OF VERMONT"

April 28, 1971

The Honorable Claiborne Pell  
The United States Senate  
Washington, D. C. 20501

Dear Senator Pell:

As president of the newly organized (1969) National Council of Independent Junior Colleges, I want to congratulate and thank you for putting in the printed hearing record the statement you received from president William S. Hayes of Alice Lloyd College in Pippa Passes, Kentucky, dated March 26, 1971.

I, too, want to express my appreciation to you for including the essential provision for student and institutional financial aid in your bill. I am also a member of the Commission on Legislation of the American Association of Junior Colleges. President Hayes is currently serving very ably as the chairman of this commission.

There is an impressive consensus of concern on the part of the Commission members for both independent and public two-year colleges. It is my conviction today that all effective two-year college presidents, public and independent, believe that we should strive for the full utilization of our educational resources while we insist on the greatest possible management efficiency.

The achievement of these two goals can be realized only when sufficient support from the Federal Government is authorized and appropriated. We are confident that you and most of your colleagues in the Senate realize the importance of the awesome growth of the American community-junior college.

Thank you for your interest in and support of the junior college movement.

Cordially,

William L. Irvine

**Lees Junior College**

JACKSON, KENTUCKY 41339

TELEPHONE 606 666-7521

April 26, 1971

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

Dear Senator Pell:

The testimony which I hereby submit is the personal testimony of one man. I am Troy R. Eslinger, president of Lees Junior College, Jackson, Kentucky. However, I also speak as a member of the Executive Committee of the National Council of Independent Junior Colleges, and expressly at the request of the President of that Council, Dr. William Irvine, president of Vermont College, Montpelier, Vermont. There are now over 100 private junior colleges enrolled as members of this Council, and while I do not speak as the charged representative of these colleges, I do nevertheless speak on the behalf of these and all other private junior colleges throughout the United States, who play a very important role in higher education in this land.

These private junior colleges, spread throughout the

country, but mainly concentrated in the central, northeast and southeast sections of the country, have performed yeoman service throughout many years. Many, like Lees Junior College, have been meeting the needs of young people for from 75 to 100 years. Frequently predating the advent of public schools, especially in isolated regions of the country, many have been in the position of offering virtually the sole opportunity for educational experience to a given region. Institutions such as Alice Lloyd College, Sue Bennett College, and Lees, here in the Appalachian region of eastern Kentucky, have provided otherwise unavailable opportunities for development and leadership to vast numbers of people from this relatively isolated region.

Others have been developed and have continued down through the decades, under special and unique mandates for the accomplishment of specifically designed purposes and objectives which add immeasurably to the total spectrum of higher education.

One of the great values of institutions such as these lies in their flexibility, and in the high degree of responsiveness which they show to the special needs of the communities in which they operate. My own institution -- and I am sure there are many others -- was serving the role of the community college, providing stepping stones from poverty to autonomy and financial independence for hundreds

of citizens young and old, long before the term "community college" became popular. It is very important to the nation, and to higher education in particular, that the concept and practice of pluralism in education be maintained. There surely must always be, in a country such as ours, the need for institutions which have the flexibility to be innovative, person-oriented, with agility to change directions when such needs seem indicated by the changing times.

I have read the testimony which was submitted by the American Council on Education, the American Association of Junior Colleges, et al., and I shall therefore not concern myself to repeat the various urgings which they entered, except to say that I concur in them. Thus, adding my voice to their urgings. They have stated the case well, and I hope that the members of Congress will give serious heed to their statements.

But since institutions, like people, have distinctive personalities, it may help for me to say something of the distinct personality of Lees Junior College, as illustrative of the overall value of the private institution in the context of the higher educational effort. This institution, with a history stretching back to 1883, has throughout that history served a geographically-isolated and culturally-different area in the mountains of eastern Kentucky. A predominance of the students in any given year represent

first generation college effort from their families. Through the years, literally millions of dollars from private individuals, church groups, corporations, and foundations have been channeled through this college into the lives of the people of the area bringing educational opportunities that were not being provided by the tax supported institutions.

But as the costs of instruction have mounted higher and higher, the level of private support has become a declining percentage of the total operating budgets. Lees College, from the very beginning of the Higher Education Act of 1965, Title III For Strengthening Developing Institutions, has demonstrated that the teamwork of private and federal support has tremendous potential. With aggressiveness and imaginativeness, the college has moved courageously into such programs as Cooperative Education, the Special Services to Disadvantaged Students, as well as the full gamut of student financial aid under NDSL, College Work Study, and Educational Opportunity Grants. Indeed, at least 75% of our students could not attend college at all without such assistance.

Lees and Alice Lloyd College, both serving the Appalachian area of eastern Kentucky, and members of the Kentucky Junior College Consortium for Title III Programs, have provided exemplary leadership in both the private and public community college sectors of the state of Kentucky. More

recently, Lees College has been awarded a major curriculum grant from the National Endowment For The Humanities, as a result of many years of planning and reaching out for ideas that would enable the institution to serve more effectively the region in which it is located. This grant, in the amount of \$250,000 initially, (with a possible supplemental grant of an additional \$100,000), will enable the college to restructure its entire curriculum around the theme "Man And His Total Environment, Focus On Southern Appalachia." The presence on campus, within the faculty, of young, creative, aggressive teachers -- a number of whom during the past four or five years have been National Teaching Fellows, under the Title III programs -- has been one of the most significant dimensions of these developments.

Another program, of community service and outreach known as ALCOR, is one that is jointly financed by private and federal funds. Alice Lloyd College, the initiating and leading institution for this program, has expanded it to include not only Lees Junior College, but two of the regional state community colleges and two four-year private colleges in the area. Over two hundred students will be involved during the summer ahead, working in as many as 75 to 80 centers in isolated parts of the hill country, bringing a variety of services to these isolated communities. There will be recreational activities, community development activities,

health screening activities (through the services of SAMA -- Student American Medical Association representatives, and student nurses from all over the country). This program is funded by private foundation and corporation support, as well as the Appalachian Regional Commission. Another evidence of teamwork between federal and private sources.

The point that I am seeking to make is that these institutions could not possibly carry on the level of work which they are doing without the support of federal funds. By the same token, their flexibility as private institutions, having the type of dedicated faculty and staff which they are able to attract by virtue of their uniqueness, puts them in a separate class from the purely public institution. American altruism is thus provided a very distinctive channel through which to flow, in institutions such as those I have been describing. But the magnitude of the task which we have set for ourselves is such that the joining of federal support can dramatically augment the services which these institutions offer.

It seems unquestionably important, therefore, that in the federal legislation which is under consideration at this time, provisions be made not only to continue the well established components of federal aid to education -- such as construction funds, library funds, instructional equipment funds, Developing Institutions funds -- but that the newer

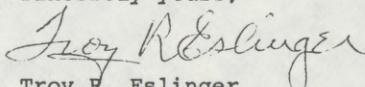
concepts of direct assistance to institutions, both private and public, be added to the effort. It is the people of our country at large who stand to profit most from a stepped-up program of educational opportunities. The federal government surely plays a key role in seeing that multiple options in higher education are available to our citizens and that the means shall exist for each member of society to follow the option best suited to meet his individual needs, and thus to serve more effectively our country itself.

None of the private institutions expect to relent in their efforts to generate continuing private support. We do not presume to turn over to the federal government our private responsibilities. Nor do I see any conflict of interest here, whatsoever -- rather an enhancement of the effort will surely continue to result as federal and private sources join hands.

The Junior College, both private and public, stand at the grassroots level in the spectrum of higher education. Rather than diminishing, their role is increasing in importance especially in the years immediately ahead. I therefore have no hesitancy in urging the members of Congress to take a bold step forward in the funding of expanded educational programs. To falter at this point is almost to deny the efficacy of the expressed philosophy that the American citizen should be given the opportunity to rise to his highest level of achievement.

Thank you for allowing me this privilege of expressing my views on these vital issues.

Sincerely yours,



Troy R. Eslinger  
President



## City of Cleveland

CARL B. STOKES  
MAYOR

April 1, 1971

My Dear Senator Pell:

It has come to my attention that hearings on Senate Bill 1033, introduced by Senator Harrison A. Williams, Jr., are currently underway before the U. S. Senate Subcommittee on Education. I strongly urge passage of this bill, as I have observed in Cleveland the benefits which accrue to the citizens and communities touched by the comprehensive community college and have read of the impact of these institutions in hundreds of cities throughout the nation. I would like to share some of my observations on the comprehensive community college which have placed me firmly behind this important piece of legislation.

First, and most important, this uniquely American, 20th century concept in higher education extends educational opportunities to a "new breed" of student. This "new" student represents the American goal of universal higher education. His is attracted to the community college with its "open door" admission policy, low or non-existent tuition, proximity, community attunement, flexible yet comprehensive programs of instruction, and adult programs providing the opportunity for continuing education. The "new" student comes from every strata of society. Millions of these "new" students of all ages, representing all racial and ethnic groups, have responded to the concept that the college door should be open to everyone.

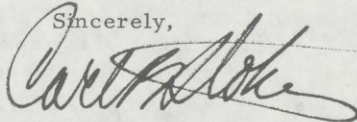
The comprehensive community college also plays a critical role in bridging the gap between manpower shortages in nearly all the professions and individuals qualified to fill them. The availability of career offerings in step with our rapidly changing world and the rapidly changing technological and occupational needs of business and industry helps to solve not only the problem of unemployment but also the frustration of underemployment. Cleveland's Cuyahoga Community College, for example, offers 34 two-year programs in the Business, Engineering, Health and Public Service Technologies,

in addition to its traditional arts and sciences offerings. These offerings have enriched the lives of tens of thousands of Greater Clevelanders, enabled many to begin rewarding careers and provided many others with a solid foundation for continuance of their academic endeavors.

In addition to helping solve problems of employment, the comprehensive community college addresses itself to the specific needs of the communities it serves. Among the community service offerings at Cuyahoga Community College are educational and occupational counseling services for adult women, a comprehensive educational counseling center located in Cleveland's inner-city and training programs for the hard-core unemployed.

I regard the community college movement as one of the most hopeful and promising developments on the national scene today -- especially for our complex, troubled urban centers. I believe that the nurturing and expansion of this movement is one of the most important factors in America's quest to find solutions to the many ills which constitute the urban crisis.

Sincerely,



Carl B. Stokes

Honorable Claiborne Pell  
Chairman of the Subcommittee on Education  
United States Senate  
Washington, D. C. 20514

cc: Honorable Harrison A. Williams, Jr.  
Mr. Frank Mensel, American Assoc. of Junior Colleges  
Dr. Charles Chapman, Cuyahoga Community College



## Freed-Hardeman College

Office of the Academic Dean  
Telephone 901 / 989-4611

Henderson, Tennessee 38340

March 16, 1971

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

Dear Senator Pell

I wish to express for Freed-Hardeman College our appreciation for S. 659, your bill to amend the Higher Education Act of 1965, the Vocational Educational Act of 1963, and related Acts. Freed-Hardeman College has benefited greatly from provisions of the Higher Education Act, and especially from grants under Title III--the developing institutions program. Grants under this program have made possible renewal of the college's accreditation, the introduction of occupational services, and better services for educationally deprived students.

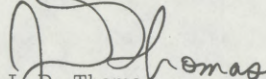
I note that Sec. 302. (a) (3) would make two significant changes in the present program. First, it would broaden eligibility to include new community colleges. Support for the establishment of new public community colleges is certainly desirable and deserving of federal assistance. Their needs for faculty and curriculum development are, however, so comprehensive and overwhelming that there is the danger that the bulk of the available funds would be diverted to these new institutions, so that the established but struggling institutions now serving many educationally deprived students would not be rescued and strengthened. We would suggest, therefore, that consideration be given either to supporting new community colleges under legislation especially designed for them or to increasing the appropriations for Title III and the percentage of the appropriations designated for community or junior colleges to reflect the change in purpose and broadened scope of the program.

The section mentioned above would also have the effect of making ineligible for assistance two-year colleges which might find it desirable or necessary to make the transition to a four-year program. Testimony before Congressional committees has indicated that this is a relatively infrequent occurrence, especially in the case of public institutions. Some non-public institutions, however, have found that with the establishment of new public community colleges in their immediate area they could best serve their clientele and community by adding at least some bachelor's degree programs. Indeed, this may be the only way for them to enroll enough students to utilize their faculty,

facilities, and libraries developed over many decades of existence. Such a decision, of course, must be made by the institution on the basis of its individual situation. Sec. 302 (a) (3) would exclude such an institution from assistance for a period of five years. It would be unfortunate if the same provision made eligible institutions beginning to offer the associate degree and made ineligible those beginning to offer the bachelor's degree. Some of the latter would, of course, continue to offer two-year associate degree programs.

We would urge, therefore, that consideration be given to striking the clause "in the case of an institution awarding a bachelor's degree." I should be happy to discuss this with you with your staff or the committee staff.

Sincerely



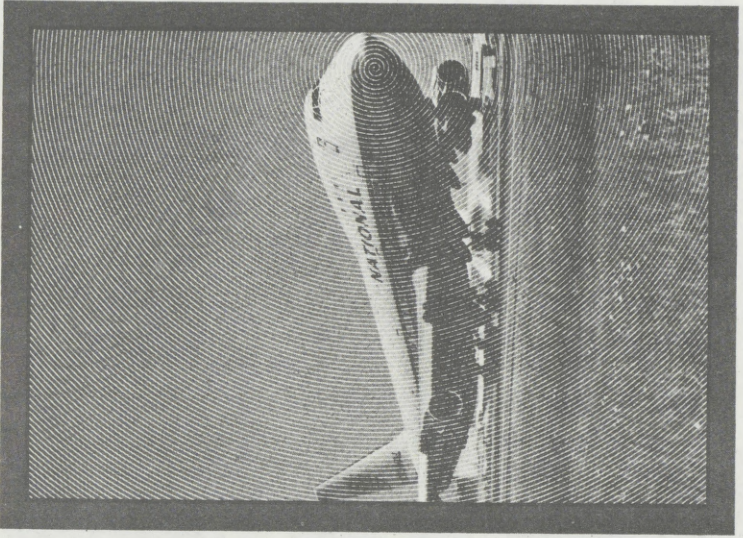
J. D. Thomas  
Academic Dean

JDT/rm

APR 1 1971

# Chronicles

American Association of Junior Colleges  
1970 Annual Report



Copyright: 1971  
American Association of Junior Colleges  
One Dupont Circle, N.W.  
Washington, D.C. 20036  
Printed in U.S.A.

# A Time of Change

We are pleased to present in the following pages the 1970 annual report of the American Association of Junior Colleges. As the report will indicate, the year was one which emphasized the need for change to meet new challenges, both in American society and beyond the borders of this country.

A report of this nature can only hope to cover the highlights, the more notable achievements — those things that make headlines. It concentrates on the collective actions and efforts of officers, commissions, staff, and member institutions, rather than the contributions of individuals. That would require another book, one which would have to list two and one-half million students, one hundred thousand faculty and staff, and legions of citizens who have supported the community junior college movement during the year. For they, in the final analysis, constitute the junior college movement.

We do want to single out members of the Board of Directors of this organization who set policies and provided direction. And we would be remiss

if we did not commend the members of the five Commissions for their participation in planning and development. At a time of tremendous stress and strain on college campuses, they donated time and energy to the task of leadership.

Whatever was finally accomplished during this fiftieth anniversary year we owe to member colleges. Their cooperation and support made it possible.

Charles E. Chapman  
*President*

William G. Shannon  
*Acting Executive Director*

# 50th Anniversary is Observed

Nineteen hundred and seventy was the year in which the American Association of Junior Colleges experienced its "golden anniversary." The national organization had reached the age of fifty. Attention was called to this fact in speeches, in publications, and at meetings. And the annual convention was labeled the "fiftieth anniversary meeting."

There was not a celebration in the usual sense. Though many achievements could be marked, using the normal measuring sticks of growth, expansion of programs, and involvement of greater numbers of people, 1970 was not a year for complacent contemplation of past and present progress. National events and issues, unrest and resistance, left little room or time for reflection on what had gone before.

If there was any celebration, it was in terms of renewed attempts to make the work and services of the American Association of Junior Colleges more relevant to grave national issues and concerns. In short, staff, officers, and members probed deeply into ways in which the community junior college could do its part in alleviating some of the problems which faced the country. The problems were reflected in single words and phrases that filled newspapers and air waves during the year. War. Unemployment. Recession. Polarity. Pollution. Campus unrest.

International confrontations. Inflation. Strikes. And others.

The program of the Association for 1970 took these issues and concerns into account, therefore, rather than concentrating on an observance of its fiftieth anniversary. Policies and organization were reviewed and brought into step with changing times and needs. The annual convention in March of 1970 set the tone for the year by focusing on "change." Certainly no organization representing educational interests could have ignored the cries for change on the part of students at all levels; community junior colleges were no exception. Thus, the program of the annual convention reflected their concerns. By the end of 1970, the voices of the students on two-year college campuses had totaled nearly two and one-half million; the number of colleges had reached 1,070.

So, if the fiftieth anniversary year could be characterized by anything, it would be that of concern on the part of the national organization with constructive change.

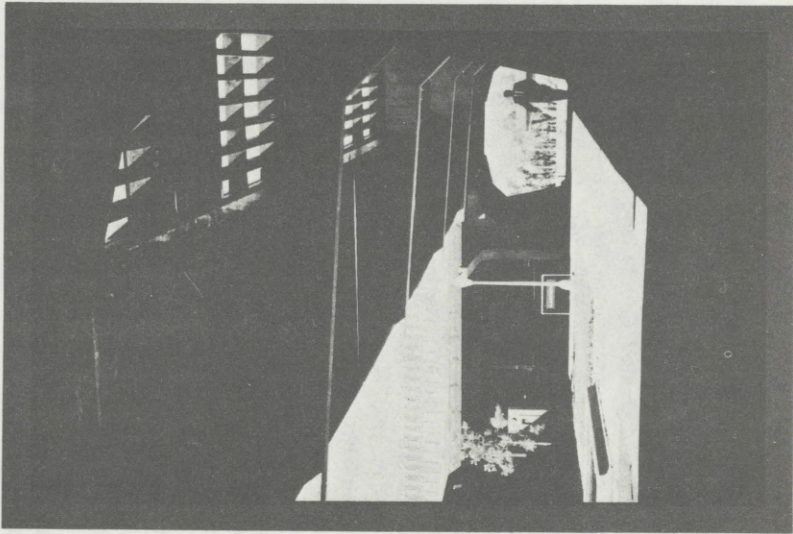
## Diversity is Key to Change Efforts

The membership of the American Association of Junior Colleges is marked by diversity. The institutions are diverse in size, in the kinds of programs offered, in location, in people served, in financial support. Big city. Suburban. Rural. Public and private. Large and small in terms of enrollments and physical facilities.

Thus, the Association, in the pursuit of desirable change, takes into account the diversity of the institutions it represents. In earlier years, AAJC gave considerable attention to insuring that both private and public institutions were fully represented on boards, commissions, and other arms of the organization. There was concern with proper geographic representation.

These continue to be important considerations for national planning and policy making. At the same time, AAJC has sought to express the diversity of its membership through insuring greater participation in the affairs of the organization by members of minority groups.

Social and economic needs of minorities have long been a concern of the Association, and were spelled out clearly in a policy statement issued in 1968. While there had been concentration on minority problems through publications, articles in the *Junior College Journal*, and in meetings prior to that time, the statement served to provide a more clear-cut guide to the commitment of the



Association in this area. AAJC had early helped to launch outreach projects funded by the Office of Economic Opportunity in several large cities. With support of the Ford Foundation, it conducted a demographic study to determine college-going interests and attitudes of Blacks. A technical report of the study, *People Who Need Colleges*, as well as a summary "reader's version," *Black Student Potential*, were published in 1970.

The Association sought to strengthen its commitments by increasing the numbers of minority representatives—Blacks, Mexican-Americans, and Indians. The president of a predominantly Negro college in Chicago was elected to the Board of Directors of the Association.

An office of Minority Group Programs was established in late 1969. Through workshops, a publications program, and staff contacts with individual colleges, the office has sought to bring about greater awareness of minority needs and to implement that awareness by encouraging solid program innovations at community colleges.

Typical of the work was a workshop held in Washington, D. C., which concentrated on bringing about better understanding of ethnic differences as a part of the educational process.

The Association has committed itself to working closely with the staff of Navajo Community College on the Navajo Reservation in Arizona.

AAJC will attempt to open national resources, provide consultation, and in every way possible lend encouragement to the development of the institution—the first of its kind. AAJC's Program with Developing Institutions, supported by the U. S. Office of Education, initiated a consortium of border colleges in Texas that serve large numbers of Mexican-American students. The consortium provides opportunity for interaction on curriculum development, staffing, and other aspects of the colleges' programs.

Towards the close of 1970, the Ford Foundation, after consultation and discussions with AAJC staff, launched a \$2 million scholarship program to aid associate degree graduates of community and junior colleges in further educational endeavors at four-year colleges and universities. The program is open to Black Americans, Puerto Ricans, Mexican-Americans, and American Indians.

## Varied Programs Meet Special Problems

Monticello College in 1970 announced it would cease to exist as an independent, privately supported two-year college. The 135-year-old institution referred in its announcement to continuing difficulty in obtaining the necessary financial support to enable continuance of the college as a private institution. Significantly, the campus and facilities were immediately acquired by a public junior college district, the Lewis and Clark Community College District.

The story has meaning for the work during 1970 of the American Association of Junior Colleges. There are some 240 privately supported colleges in the membership of AAJC, and the institutions have figured prominently in the 50-year history of the organization.

AAJC's commitment to diversity in types of institutions led to encouragement by the national organization of the establishment, by the institutions themselves, of a council of independently supported two-year colleges. Thus was born in 1969 the National Council of Independent Two-Year Colleges, with an office opened in AAJC headquarters in the spring of 1970.

The Council is engaged in plotting a course for private junior colleges during the 1970's and beyond. The member colleges will seek to open new channels of support, chart new program areas, and study ways in which the institutions



can combine resources in strengthening educational efforts. Issues and concerns have been pinpointed in conferences and workshops that have been held in 1970.

Many of the independent junior colleges, along with a number of public institutions, are also benefiting from the Program with Developing Institutions referred to previously in this report. Coordinated nationally by AAJC, the program is financed by funds from grants to colleges under Title III of the Federal Higher Education Act. The program consists of two main parts, one concerned with general planning and development and the other with faculty and instructional development, with 36 and 40 institutions respectively funded by the U. S. Office of Education. The program also involves several special groups—a Mexican-American border consortium, a Puerto Rican group, and National Teaching Fellow projects at 11 colleges.

Behind this important national program is a concern for providing colleges with unrealized potential the resources to improve their services and instructional programs, to innovate in programming and teaching, and to engage in long-range planning efforts. The national coordinators last year arranged for consultants, published a newsletter and several monographs, and helped to organize workshops and conferences where

strategies for change could be worked out.

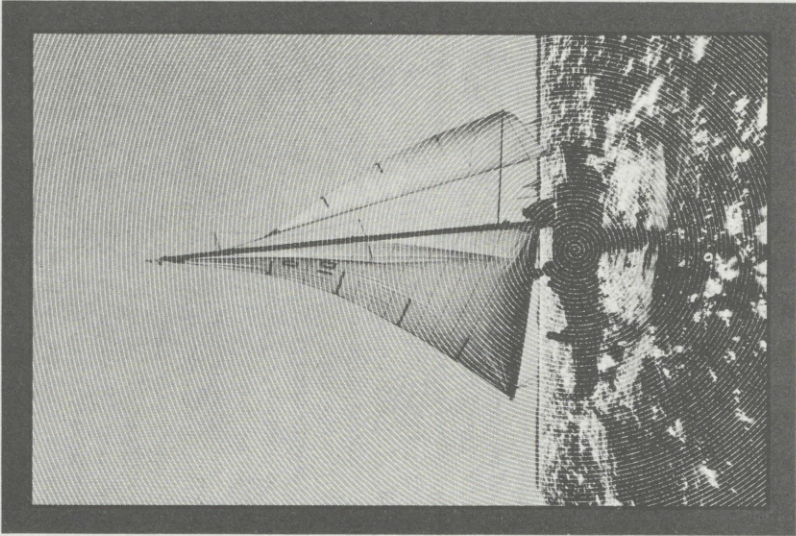
Again, the emphasis in this program, as with other AAJC efforts in 1970, was on the process of change that would help institutions involved in the program to solve their own problems. A similar but more diversified program is planned for 1971-72, if approved by the Division of College Support of the U. S. Office of Education. A side benefit of the program is that over 350 junior colleges have asked for "associate status" in the program, which brings such fringe benefits as publications and invitations to attend workshops.

AAJC engaged in a specialized program of assistance to still a third category of institutions in 1970: new institutions. Actually, work in 1970 was a continuation of a project started three years ago with support from the Danforth Foundation. The new institutions project was established in recognition of the fact that AAJC could bring national resources to bear on the problems of starting up new colleges. Public institutions were being established at the rate of from 40 to 60 per year. In 1970, 44 opened.

Through the New Institutions Project, AAJC during the year was able to provide written guidelines dealing with various aspects of planning, consulting, and other services to individual colleges, governmental bodies, and citizens groups engaged in planning new colleges. The director

worked closely with some 60 institutions and met with governmental officials in two states considering enabling legislation for development of state-wide systems of junior colleges.

Workshops have been conducted for in-service personnel. An experimental conference was held to consider various aspects of operating new colleges, in planning facilities, and in management. The project also gave considerable attention to orientation programs and development of materials to guide college trustees in policy making and planning. The interests and concerns of trustees were reflected in a number of sessions conducted by the project at the Association's annual meeting, and at other meetings in which the director cooperated.



## Veterans, Community Needs, Jobs are AAJC Concerns

Veterans figured significantly in the Association's program during 1970—and Vietnam. Jobs, or more accurately, job education, was on the list of priorities. And overall, the Association was concerned with the expansion of community and junior college service to greater numbers of people and in more diverse ways.

Three programs of the Association concentrate in these areas: the Occupational Education Project, the Program for Veterans and Servicemen, and the Community Services Project. These foundation-supported programs recognize special needs in the three areas.

The fiftieth anniversary year marked the conclusion of a wide-ranging five-year-old project to stimulate expansion of occupational education and training programs in two-year colleges. Concentrating on health, industry-engineering, public service, and business-related occupations, the program has succeeded in focusing attention and programming on the community college as a resource for new manpower development by government agencies, trade and professional agencies, city planners, and major industries. At the same time, there is considerable evidence that the project has stimulated community and junior colleges to give occupational education a high priority in meeting institutional objectives.

Typical of the importance attached to the com-

munity college as a resource for manpower development is a statement made by the Institute for Local Self-Government: "Projections are that by 1974, state and local governments' manpower requirements will rise 50 per cent above the 1965 level. . . . Where these people will be educated and trained is seldom discussed. The community college is a prime resource in this regard and one which must now be developed."

As the project neared its end in 1970, the staff, with assistance from the field, completed a number of publications. A sampling of subjects covered in publications during the final year were cooperative education, the computer and the junior college, urban planning, recreation programs, careers and the two-year college, agriculture and natural resources, health technology program planning, and resources in health education. A variety of studies were also under way, including a survey of occupational programs offered by two-year colleges, humanities courses offered in connection with occupational education, and health-related programs in junior and community colleges.

A number of conferences and workshops were conducted during the year to consider new developments in various occupational fields and to work out guidelines for additional programs. While the W. K. Kellogg Foundation-supported

project completed its course in 1970, AAJC will continue to give attention to occupational programming as a part of its overall planning activities.

At the 1970 convention of the American Association of Junior Colleges, delegates were urged to consider the two-year college as a community resource, a center for interaction among the people to be served. The concept of the community as the college was introduced as another way of viewing this kind of educational enterprise.

The concept is evident in the program of the Community Services Project at AAJC. Also supported by the Kellogg Foundation, the three-year-old effort has sought to build a solid foundation for expanding the community service dimension of the community junior college. During 1970, the project concentrated on mobilizing those responsible for coordinating and supervising community service programs at two-year colleges into an identifiable national force. The vehicle, growing out of the project, has been the National Council on Community Services. By 1970, the Council membership had grown to 300 from within and outside the junior college movement. National meetings were held at the annual convention of AAJC, where forums on community service were also conducted.

The project staff maintains contact with the field

through a newsletter, *Community Service Forum*, which has a circulation exceeding 4,000. The publication concentrates on in-service exchange. Other publications have been developed to provide professional assistance and direction in this growing field. Typical of these are working papers dealing with *Effective Organization and Administrative Practices and Mobilizing College and Community Resources*. A basic guide, *Community Service in the Community College* by Gunder Myran, has been issued. A *Directory of Community Services Leadership*, to be updated periodically, has also been published.

The staff is conducting community service workshops and cooperating with other projects and offices of AAJC in meetings and conferences. During 1970, AAJC implemented a program for veterans and military service personnel begun late in 1969. The program, supported by the Carnegie Corporation of New York, sought (1) to assist and counsel service personnel in regard to career and educational needs prior to separation from the military; (2) to explore the possibility of offering community college type educational programs to personnel while they are still in the services; and (3) to assist community and junior colleges in providing appropriate avenues to needed training and education at the community college level after separation.

During 1970, the project brought about establishment of regional field services throughout the country to bring college personnel together with military separation personnel and Veterans Administration officers in an effort to build better bridges to educational opportunities. In addition, the director worked with national government officers to create a necessary climate of awareness, understanding, and liaison for further development of the AAJC veterans program. The program concentrates particularly on service personnel with limited preservice educational backgrounds and those from minority groups.

In 1970 the project staff went as far as Vietnam to advance the cause of military men and women. At the invitation of General Creighton Abrams, Commander of the U. S. Military Assistance Command in South Vietnam, a junior college team went to the Far East to gather information on educational needs of service people, their interests and concerns, which should be represented in two-year college program planning.



## Hearings are Held on Williams Bill

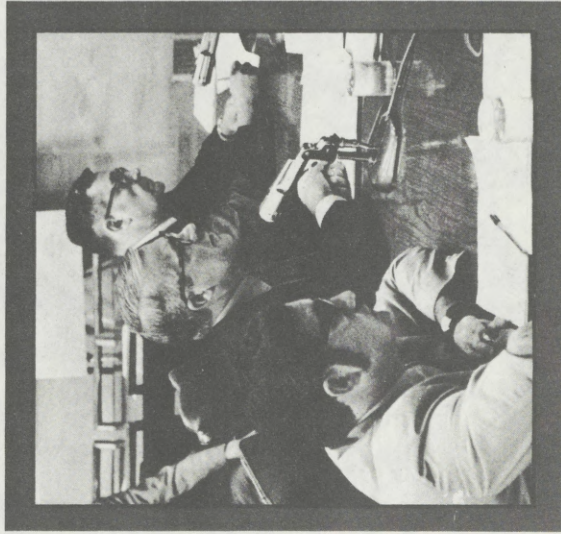
Last fall Senate Bill 1033 was brought up for hearings on Capitol Hill. More commonly known as the Williams Bill, so named because its author is Senator Harrison Williams of New Jersey, this piece of proposed legislation, if enacted into law, would provide federal support across the board for two-year colleges. Major stress would be on the guarantee of comprehensiveness in programming and community service expansion.

The bill now is moving through the Congressional process. But the significance of S. 1033 in regard to the work of AAJC during 1970 is that for the first time in history the mission of the community and junior college is clearly on the record in the halls of Congress. Hearings on the bill, which brought a number of two-year college leaders to Washington to provide testimony, also illustrate another aspect of the program of the Association—its work in federal and other levels of government affairs. The staff of the AAJC Federal Affairs Office provided necessary information upon request of Senator Williams' office, and suggested witnesses for the hearings.

Architects of another important piece of legislation which was signed into law in 1970 also drew on AAJC for information and support. Known as G. I. Bill, Public Law 91-219, the new law made possible for the first time a national, systematically organized effort to involve two-

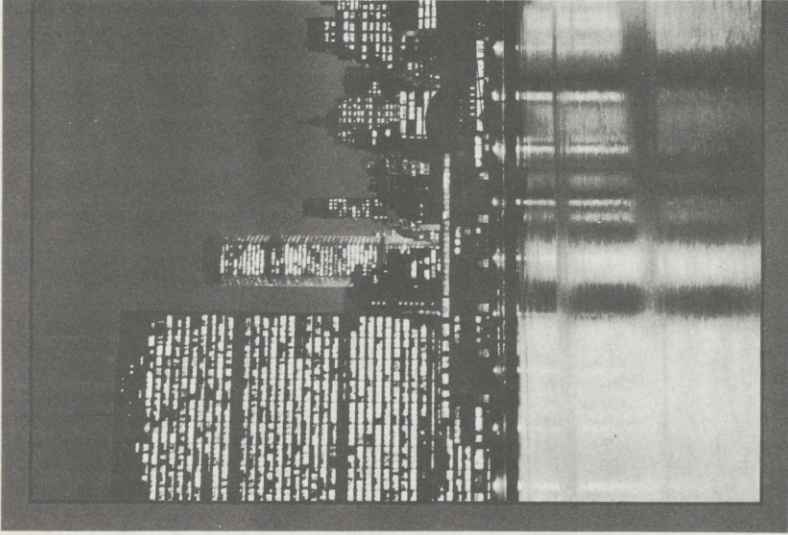
year colleges, other educational institutions, federal agencies, and the military services in advancing education of veterans and servicemen. (Programs under the bill will also relate closely to the AAJC veterans program described earlier in this report.)

In an "extra effort" for the fiftieth anniversary year, the Federal Affairs Office planned fifteen



regional workshops to acquaint junior college leaders with government educational aid programs and to assist them in planning and drafting proposals for support. Some 700 two-year college representatives took part in the workshops. In a related effort, the Association's Commission on Legislation in December conducted a national workshop on federal programs, with attendance surpassing 400. A wide range of topics and programs was considered, with input from government, college, and private organization experts. Some 40 agencies of government brought information to the conference on scores of educational aid programs.

AAJC continued to cooperate with other educational associations in the successful campaign for increased funding of federal programs on the books but for which necessary monies had not been made available. The director of the Federal Affairs Office served on the steering committee for the Emergency Committee for the Full Funding of Education Programs. The Association also cooperated with the American Vocational Association in a spring meeting to consider mutual concerns and interests.



## Change Beyond U.S. Gets Attention

Educational and social changes beyond the U.S. boundaries have long been of deep interest to the American Association of Junior Colleges. Over recent years, a bank of information and a roster of contacts in many other countries have been organized by staff and member colleges. Endeavors to find ways to interact internationally on the community junior college idea culminated in 1970 with plans to establish an office of international affairs.

Perhaps the greatest stimulus for creation of such an office and program came earlier in 1970 when the first International Assembly on the Junior College and Manpower Development was held in Honolulu. The meeting, which brought together education and government leaders from 18 Far and Middle Eastern countries with U.S. and Canadian representatives, concentrated on international exchange of ideas and information among the participating countries. There was general agreement among the representatives that the aspect of American junior college programming of most interest was that of middle-level manpower development.

Participants in the Assembly unanimously urged AAJC to establish a clearinghouse for the distribution of information relating to junior and community college-type education. A resolution stated: "A measure of the success of the



Assembly is the desire for some form of continuing collaboration between the participants from all the countries and AAJC to facilitate exchange of information on matters related to the community/junior college concept and education for manpower development."

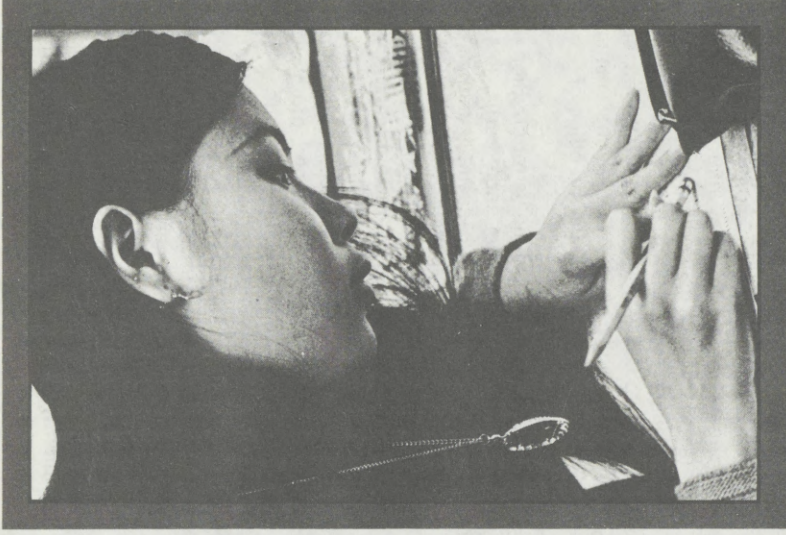
A second resolution provided a more specific charge for the proposed new office:

To develop correspondence between and among participants of this International Assembly and additional persons and agencies in other countries interested in such an exchange

To circulate to participants and others papers of interest concerning junior colleges and other educational matters

To encourage various approaches to strengthening communications, including visits to the interested countries, exchanges of curricular development materials, the facilitation of joint planning of regional or international projects, and the convening of future assemblies which may assist in the furtherance of the objectives of the 1970 meeting.

Countries represented at the meeting, in addition to Canada and the U.S., included Australia, Ceylon, Republic of China, Hong Kong, India, Indonesia, Iran, Japan, Korea, Lebanon, Pakistan, Philippines, Samoa, Singapore, Thailand, and South Vietnam.



# Communications is Key to Change Efforts

In 1970, the American Association of Junior Colleges had a membership of more than 800 institutions. The colleges are located in big cities, in suburbs, in rural areas in every state of the Union. Two-way communication with its far-flung constituents, therefore, was a major emphasis of the national office during the past year.

Effective programming for change required additional information about college programs and activities. Thus, it was important to provide opportunity for input from the members on the shape of the AAJC's pursuit of its national objectives. In addition, the Association sought to maintain contact and to create better understanding of the two-year college purpose among many audiences outside the periphery of the membership itself.

Among instrumentalities for communication were workshops and conferences, surveys and studies, a comprehensive publications program, research, cooperation with private and government agencies in the collection and analysis of pertinent data, and continued stress on a public information program. Most importantly, in terms of internal communication, AAJC sought to strengthen the roles of its five Commissions: Legislation, Student Personnel, Administration, Curriculum, and Instruction. The deliberations and considerations of the Commissions are

reflected in all aspects of AAJC's programs.

AAJC continued a major research project to determine the student acceptability and learning effectiveness of microform collections in community junior colleges. The project is supported by the U.S. Office of Education. Under a grant from the Esso Education Foundation, AAJC toward the end of the year participated in a survey of student personnel programs in two-year colleges to determine effective models. The program builds on earlier efforts to provide guidelines and direction for student personnel work in two-year institutions of higher education.

With a number of refinements and the collection of new information, AAJC completed work on the 1971 *Junior College Directory*. The Association also cooperated with the American Council on Education in gathering information for the eighth edition of *American Junior Colleges*. And the Association cooperated with the Clearinghouse for Junior College Information at the University of California, Los Angeles, on various research and publication projects.

AAJC engaged in two surveys dealing with occupational education. Under a U.S. Public Health Service grant, the Association surveyed health-related curriculum offerings in junior and community colleges. Results, now being analyzed, will assist in measuring gaps and in stimulating

support for technical education programs in the health fields at the two-year college level. Another survey, conducted in cooperation with Western Illinois University, resulted in a collection of information on all occupational curriculums offered by two-year colleges.

The Facilities Information Service of AAJC, supported by Educational Facilities Laboratories, Inc., brought together representatives of junior and community colleges with facilities planners for communication on various aspects of design and planning. Workshops were held in various parts of the country, and advice and counsel were provided to individual colleges. By the end of the year, plans were being developed for conferences on facilities planning for state directors of two-year college education.

In operation since 1965, the Facilities Information Service was phased out at the end of 1970. The very successful program drew on leading architects and planners for advice and counsel that has been of benefit to scores of two-year colleges. AAJC will continue to cover facilities needs and problems through other programs and services.

AAJC engaged in an ambitious publication program during 1970. Scores of booklets, brochures, and handbooks were published — with curriculum development and planning head-

ing the list of topics. The circulation of the Association magazine, the *Junior College Journal*, reached 50,000 copies per issue. Scores of experts in junior college education and in other areas conveyed ideas and information, facts and figures, to readers of the magazine.

Through its public information office, AAJC gathered and disseminated information on developments in the two-year college field. Articles were prepared for various publications, and information was supplied to national media seeking to cover the junior college story. The information office processed inquiries from hundreds of citizens, researchers, government offices, and high school students and parents of students.

AAJC carries on its program of service through support of member colleges and assistance from foundations, corporations, and government agencies. Contributors to the 1970 program included:

- W. K. Kellogg Foundation
- United States Steel Foundation, Inc.
- Carnegie Corporation of New York
- Esso Education Foundation
- Danforth Foundation
- Shell Companies Foundation Incorporated
- Educational Facilities Laboratories, Inc.
- Ford Foundation
- General Motors Corporation
- International Business Machines Corporation
- Ford Motor Company Fund
- Cities Service Foundation
- The JDR 3rd Fund
- American Telephone & Telegraph Company
- U.S. Office of Education
- U.S. Public Health Service
- Gulf Oil Corporation
- Olin Corporation
- Asia Foundation
- National Science Foundation

Here is a review of the Association's finances for 1970. Figures were projected prior to the close of the fiscal year. An audited financial report will be available at the 1971 annual convention.

<b>INCOME FOR 1970</b>	
Membership Dues .....	\$ 380,235
Unrestricted Contributions & Grants .....	45,500
Publications .....	374,012
Other Income .....	139,410
<b>Total .....</b>	<b>\$ 939,157</b>
<b>DISBURSEMENTS</b>	
General Fund .....	\$ 524,402
Publications Fund .....	369,145
<b>Total .....</b>	<b>\$ 893,547</b>
<b>SPECIAL PROJECTS</b>	
<b>DISBURSEMENT</b> (Restricted Funds) .....	<b>\$1,196,383</b>

## Project Focus: Strategies for Change

Perhaps the most significant "change" event that occurred in 1970 was the launching of a national study which cannot help but have far-reaching impact on the state and the future of the American Association of Junior Colleges. The study is called Project Focus: Strategies for Change. It is being led by Edmund J. Gleazer, Jr., executive director of AAJC, who commenced a one-year leave October 1 to direct Project Focus. Also on the study team are David Bushnell, former director of comprehensive and vocational education research for the U.S. Office of Education, and Francis Pray, a management and educational consultant.

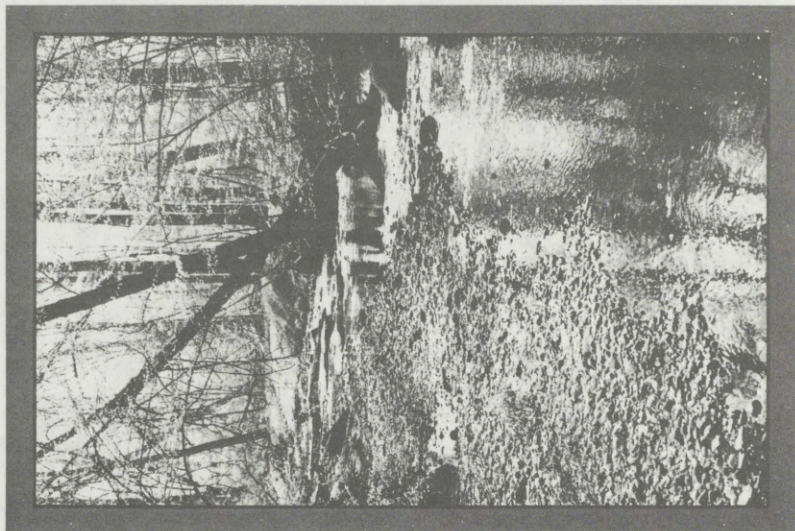
Put simply and succinctly, the purpose of Project Focus is to provide a clearer sense of direction — a clearer sense of mission — for the Association in the years immediately ahead. That direction, the architects of the effort believe, can only come out of a better perception of the needs of the field served by AAJC. Where the burgeoning community junior college program in the United States is headed and what student populations it will serve is already being shaped by social and economic forces now in motion.

By probing the views of students, trustees, community leaders, faculty members, and administrators; by assessing population and economic trends; and by synthesizing recent research

studies, the Project Focus staff will better understand the interplay of forces influencing the present and future direction of the movement and draw what empirically valid conclusions are warranted. The study was launched in the hope that it will aid those responsible for directing the nation's effort in achieving the unique purposes of this sector of postsecondary education. The extent to which community colleges reach out and involve a broad cross section of students through their open door policies, technical education programs, career guidance procedures, college transfer programs, and community service efforts will be carefully appraised so that desired changes will have been achieved ten years hence.

The project staff will make a first report on the findings of the study in September 1971, concentrating on long-range goals of community and junior colleges. It will suggest alternate strategies for meeting the objectives. And, at the same time, the report will deal with ways in which the American Association of Junior Colleges might alter its programs, services, and operations to better accommodate needs and concerns of the membership. Following the first report, approaches to implementing findings will be explored with a comprehensive plan to be announced in the summer of 1972. While it is

impossible to predict the outcome of the study at this point, there is little question but that the study will bring into clearer focus the picture for the American junior college in the months and years ahead.



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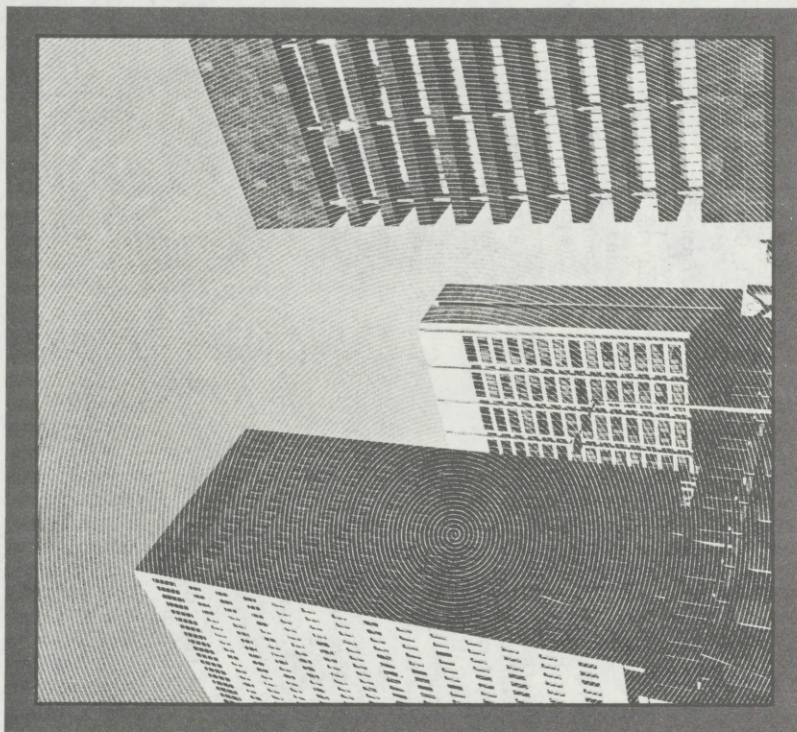
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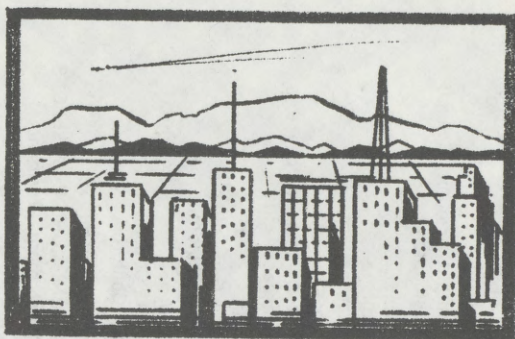
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# URBAN AWARENESS

A TOTAL SERVICE EDUCATIONAL  
APPROACH TOWARD PREPARING THE  
URBAN COMMUNITY COLLEGE DISTRICT  
FOR ITS ROLE IN THE NATION'S FUTURE

AN EDUCATIONAL SERVICES PROPOSAL  
PREPARED BY  
MARICOPA COUNTY JUNIOR COLLEGE DISTRICT



# Education

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A constant theme today is that "Education is the answer to our social ills". And yet, education must admit to failure in keeping in step with the needs of all students in an ever-changing technological society. The gap between the cultural and economic disadvantaged, the Nation's Industrial needs, and the higher education process must be re-examined and narrowed.

Might this not be the moment to evaluate the total service educational delivery system of the Community College District and its role in the national future?

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## PREAMBLE



## INTRODUCTION

Today when the national urban crisis demands that more and more minority and disadvantaged persons enter into the educational process of the community college, it is mandatory that the college seek better methods to insure that more students succeed without lowering educational standards necessary to maintain relevant learning experiences for effective work and citizenship.

And yet, the increasing demands of urbanized populations for academic and occupational educations have strained the fabric of the traditional higher education system.

Nowhere is this strain more crucial than in the community college system which must reconcile demands for university parallel programs, vocational-technical, and adult retraining programs for an ever expanding population, which by reason of finances, educational backgrounds, and real or culturally

induced aptitudinal deficiencies is unable to meet university standards.

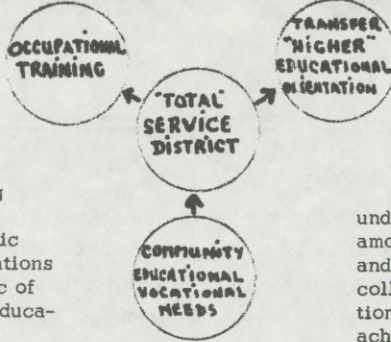
Certainly, the potential of education as a source of positive change cannot be denied. Nevertheless, education must admit to this failure to meet the needs of all students in an ever-changing society.

Part of this failure resides in the lack of close communication - of common

understanding - existing among administrators, faculty, and students in our community colleges. There is no question that colleges will not achieve improvement while these three groups remain

isolated within the educational system.

It is the purpose of this proposal, therefore, to create a Center for Special Educational Services, which will develop and operate a program of Educational and Urban Awareness.



## PRESENT EDUCATIONAL PROBLEM

The present problem in urban areas is caused by a communications breakdown between the three essentials of change - the innovators (education, research units); the coordinators (government, business); and the motivators (local community, urban leaders).

While meetings take place continuously to examine the emerging role of the community college, what has actually been accomplished in moving these colleges away from their traditional university oriented role?

The community college faculty are university trained, and often look to their alma mater as the standard for comparison.

The community college may initiate an "open-door" policy, but as long as the students are selectively retained on a real or imagined university standard, the policy is but a ploy.

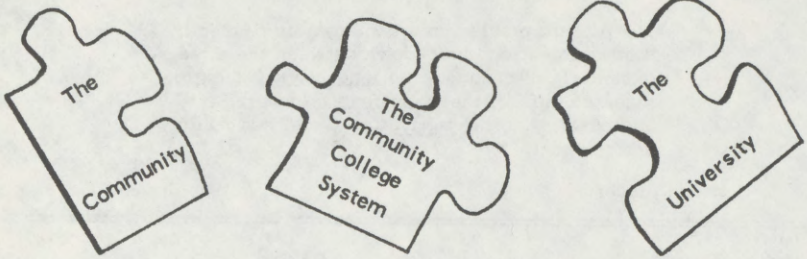
How often have faculty with traditional view-points toward the entering students shown a willingness to eliminate those with cultural, social, or economic differences and hang-ups at the first possible opportunity - all in the name of quality education?

Perhaps the problem lies within the

apparent inability of the community college to fully define its role, while maintaining the attitudes of the secondary school, with all of the university remoteness that attend it.

This is especially destructive in that meaningful projects are too often implemented without having been "fitted" into the operational philosophy of the total educational program. The obvious result is that there is no necessary "next step" to allow the best opportunity for success.

Therefore, if the pattern of initiating detached projects, each for its own sake, occurs often enough rather than for the impact on the total evaluation of the system, eventually the merit of very meaningful programs is reduced by the hesitation of educators to become involved in another project with



the obvious question: "What good did the last one do?"

Specifically, community college needs are to:

- A. More fully understand the needs and direction of the community in relation to National Urban Needs, and relate these to the college's capabilities.
- B. Develop the "missing link" concept of the community college district as related to:
  - a. the junior-senior graduate role of the university, and,
  - b. the career skill orientation of agencies such as OEO, HEW, labor, local industry, etc.
- C. Make the community college faculty and administration conscious of the urban student's needs and create an atmosphere conducive to meeting these needs.
- D. Develop a total-scope "educational delivery system" to maintain close contact with all students through the entire educational process from recruitment to placement, follow-up, and analysis.
- E. Involve community and human resource agencies in:
  - a. recruiting the "new" student to the community college.
  - b. provide the "human" support to the students necessary to increase their opportunity for success.

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- c. assisting the "new" students in overcoming emotional, cultural, and educational-placement problems.
  - d. aiding in placement procedure.
  - e. maintaining adequate follow-up with graduates on the job, and
  - f. assisting in evolving newer and better methods of instruction.
- F. Utilize commercial-industrial-union assistance in:
- a. making adequate positions available.
  - b. counseling prospective employees.
- c. making necessary resources, finances, and personnel available to prepare new employees, and
  - d. planning for future employment needs with corresponding curriculum changes.
- G. Develop a greater cooperative effort with the university structure to enable community college transfer students to make a smoother educational transition, and to assist in the identification and direction of "new" students with latent university potential.
- H. Develop success-oriented learning opportunities for all potential "new" students in the community.
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CENTER  
for  
SPECIAL EDUCATIONAL SERVICES

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While major programs are endeavoring to examine the educational needs of the urban minorities and disadvantaged, little, if anything, has been done to motivate faculty to the changing role of the community college in the Nation's future.

All too often change is not planned but follows the path of least resistance. The human element is ignored in favor of studies examining the material resources.

Community colleges often find their planning efforts focusing upon physical expansion, bond issues, and equipment development. Believing that attitudes and concerns for developing patterns around total educational opportunities for students are equally important to the healthy fulfillment of the community college, this project outlines (as a companion to physical planning) the dimensions for academic and social planning.

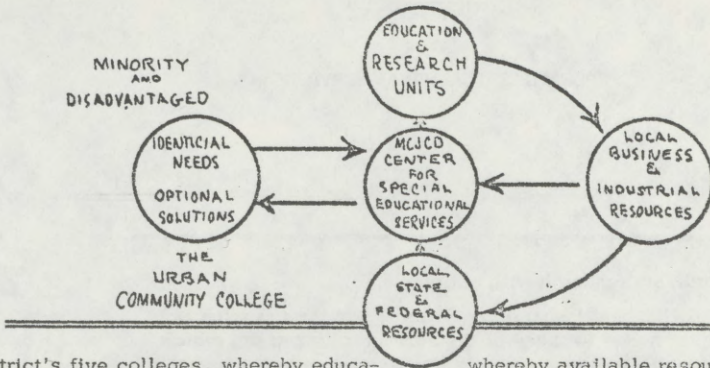
The framework for this development within the Maricopa County Junior College District (MCJCD) is the Center for Special Educational Services, which will design and operate an Urban Awareness concept. (See Section "Program Under Preparation").

One major thrust of the Center will be to establish a source for coordinating the educational problems and occupational needs of the community with the three facets of urban change now present, but ineffective: (1) the units of education and research; (2) the business and industrial resources; and (3) local, state, and federal government.

As an action component of the Maricopa County Junior College District's Division of Educational Services, the Center will conduct a multi-phase motivational operation, including:  
(a) consultative services to the Dis-

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trict's five colleges, whereby educational problems will be examined with options and priorities assigned; (b) liaison with the human resource agencies in recruiting and pre-enrollment orientation; (c) coordination of projects with local business and industrial resources; (d) grant design assistance if no local resources are available; (e) changing of faculty-student attitudes and communications through in-service training services and urban awareness workshops; and (f) development of a total-service educational delivery system with individual, inter-locking projects designed to increase success ratios for "new" students.

As an action program, therefore, the Center for Special Educational Services will act as Innovator, Coordinator, and Motivator, as illustrated in the above diagram.

As a research program, the Center will: (a) analyze the educational needs and problems facing the minority and educationally disadvantaged, with the setting of appropriate goals; (b) review alternative ways

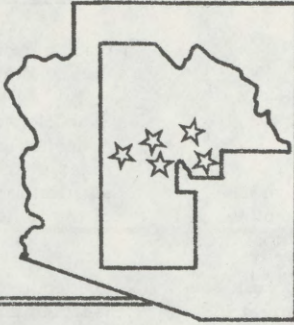
whereby available resources might be used most effectively; (c) conduct or sponsor pre- and post-evaluations; (d) monitor program activities to determine whether the adopted plan is being followed, whether it is producing the expected results, and whether there is a need to revise the plan and various programs to meet the unforeseen circumstances; (e) up-date and modify plans and programs to keep them in conformance with the realities of constantly emerging problems and opportunities; (f) evaluate the efforts to involve local resources and people, as well as the student-faculty response to the various projects; (g) log the success and failures of the attempts to solve problems and stimulate attitudes and educational change utilizing questionnaires, interviews, data processing equipment, etc.

Hopefully, the final results will include a Manual for Change, which will examine various methods for stimulating the urban community college in its emerging role in the national scene.

CENTER  
for  
SPECIAL EDUCATIONAL SERVICES

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1. To coordinate research with action.
  2. Examine economic, social, or cultural problems ranging from individual needs to those of the communities and the region, as they apply to the community college.
  3. Act as a vehicle for receiving, polishing, and testing ideas and concepts.
  4. Act as a channeling unit to direct people to educational business, or governmental organizations that can assist them with their needs.
  5. Act as a grantsman to assist educational units of the District in governmental assistance.
  6. Assist with promotional efforts to elevate the image of the community college as a "people's institution".
  7. Plan and carry out "people orientated" research in the community college - such as exploring social, cultural, and economic attitudes.
  8. Examine the impact of disadvantaged or minority peoples on the community college and the best possible total educational system to insure the greatest success.
  9. Act as a sub-level funding agency to "farm-out" its educational program needs to the District's colleges, who would fit their operations into the over-all research and action program of the Center.
  10. Conduct forums and symposiums to discuss urban needs and develop ideas for change among the faculty, administration and student body.
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MCJCD



A MODEL DISTRICT

Maricopa County, Arizona, and the Maricopa County Junior College District (MCJCD) are relatively unique in their human and physical make-ups - a feature which enhances the District's value in the evaluation and implementation of campus-to-community awareness.

Maricopa County with a population of approximately one million, has within its borders many of the problem areas faced elsewhere in the United States. The county contains a tremendously expanding population with a projected growth rate of 89,000 per year for the next fifteen years, an Indian Reservation, an emerging inner-city ghetto, a sizable Mexican-American community, an increasing Black population, an impressive number of low-income Caucasians, and approximately 22,000 chronic unemployed.

Likewise the county has the beginnings of over crowding, smog and

pollution problems, transportation congestion, drug abuse, etc.

Anticipating these growing problems, The Maricopa County Junior College District has been established in the best possible manner to address itself to these areas as follows:

1. Phoenix College - Total student population of 10,134 - located near the Phoenix inner-city.
2. Scottsdale Community College - Currently being built on the Pima Indian Reservation.
3. Glendale Community College - Total student population of 6,127 - situated in approximation to a Mexican-American residential area.
4. Mesa Community College - Total student population of 6,511 - enrollment of transfer students and ethnically-mixed

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vocational trainees.

5. Maricopa Technical College -  
Total student population of 3,432  
- located in the inner-city.
6. District Skill Center - Cooperative  
inner-city effort with the Employ-  
ment Security, Bureau of Work, etc.
7. Additional future community colleges  
in South Phoenix, the Litchfield In-  
dustrial area, and the inner-city  
have been advocated by the Phoenix  
Forward Task Force on Education to  
further meet the area's needs.

Physically, therefore, the Junior College  
District is ideally situated to apply it-  
self to an examination of the evolving  
role of a community college district as a  
full-service, people oriented operation.

Philosophically, the District is already  
committed to the emerging role of the  
community college as a primary source

of career educational aid for the  
disadvantaged.

Educationally, the efforts are already  
concentrated on modifying the atti-  
tudes of the 613 faculty and admini-  
stration from the traditional concept  
of the junior college as a mini-uni-  
versity interested primarily in the  
transfer student, toward a total  
academic-vocational review of the  
learning process which will include  
all student areas.

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## PROGRAM UNDER PREPARATION

A major thrust of the Center will be the following conceptual orchestration of educational delivery services entitled URBAN AWARENESS based upon five (5) major areas of effort:

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- A. Institutional Preparation:
1. Faculty Capability Profile
  2. Community Educational Needs Analysis
  3. Secondary School Survey of Minority Disadvantaged Youth
- B. Educational Attitude Preparation (In-Reach):
1. Pre-test Institutional Evaluation: "The Community College & the 'New' Students"
  2. Teacher Attitude Change Techniques (TACT) Program:
    - a. Identify and train college change agents
  3. Urban Awareness Forum:
    - a. Total faculty examination of the changing urban scene
  4. Ethnic Cultures Seminar for Faculty
  5. Counselor In-Service Training
- C. Community Involvement (Out-Reach):
1. Family Development Center
  2. Inner-City Educational Workshops
  3. Inter-Agency Recruitment Coordination Program
  4. Community Placement Planning Orientation
    - a. Cooperative effort with Labor, Industry, Education, Employment Security
- D. Institutional Assistance Program (In-House):
1. Community orientation to college with neighborhood registration
  2. Career Planning Center
  3. Day Care Centers for enrolled parents
  4. Adequate financial assistance
  5. Student Counselor Aides
    - a. Secondary School and College
  6. Pre-Enrollment Preparation (PEP) Program
  7. Para-professional Tutoring
  8. Student Transportation Centers in low-income areas
  9. Innovative curricula
- E. Graduate Placement, Evaluation and Educational Program Upgrading:
1. Higher Education Transfer Assistance
  2. Job Placement Assistance
  3. Student follow-up
  4. Educational Program Efficiency Evaluation
  5. Review of Successes and Failures followed by a Manual for Change examining future role of community college in a multi-cultural society

# CHANGE

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"In the last analysis the good life can only be realized as men change their minds ... Total commitment to a point of view has been always the way of greatness. There is nothing in our history to contradict this proposition ... The time would seem to be right for significant mutational change ..."\*

We firmly believe that this project will produce invaluable insights into the present and future aspects of the community college and will be important to those currently working for growth of the community college from within, as well as those examining the role of the community college in the Nation's future.

\*"Leadership and Community Formation", Roy C. Buck, Associate Director of Social Sciences, Center for Continuing Liberal Education, Pennsylvania State University.

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## CONCLUSION

Senator PELL. This hearing is in recess until 10 a.m., tomorrow. (Thereupon, at 11 a.m., the hearing recessed to reconvene at 10 a.m., Friday, April 23, 1971.)

## EDUCATION AMENDMENTS OF 1971

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FRIDAY, APRIL 23, 1971

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

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

Present: Senators Pell and Mondale.

Committee staff members present: Stephen J. Wexler, subcommittee counsel; and Richard D. Smith, associate counsel.

Senator PELL. The Subcommittee on Education hearings on the Education Amendments of 1971 will come to order.

There are two subjects to be discussed today. First a panel of witnesses from Minnesota will discuss higher education about which the Senator from Minnesota is particularly interested. Then we are going to have panels of witnesses testifying on vocational education.

Because both Senator Mondale and I have to be on the floor at 11:35, we must ask everybody to be as brief as possible.

I would like of this very distinguished panel, if possible, to limit itself to 30 or 35 minutes.

Would the Minnesota panel please come forward; Mr. Carlson, Mr. Van Tries, Mr. Hawk, Mr. Helland, Mr. Mitau, and Mr. Smith.

We welcome you here. Before proceeding further, Senator Mondale has a comment.

Senator MONDALE. Mr. Chairman, first of all I wish to thank you for making it possible to have this distinguished panel of Minnesota educators testify before the Education Subcommittee.

I would like to particularly welcome each of you to this committee to help us better understand the problems which higher education faces and the relationship of those problems to the pending legislation.

I am delighted that we have with us Richard Hawk, from the Minnesota Higher Education Coordinating Commission; Robert Van Tries, assistant commissioner of education; Mr. Donald Smith, vice president for administration, University of Minnesota; Phillip Helland, chancellor, State Junior College Board; Theodore Mitau, chancellor of State College Board—and retired professor of political science, who gave up after trying to teach me—and Dr. Edgar Carlson, executive director, Minnesota Private College Council.

I think this hearing and the testimony we will receive will be extremely useful, and I think unique. First, this panel like many panels will provide us with suggestions and recommendations concerning the higher education legislation before us; second, it will give us an

opportunity in one hearing to see how the different segments of our post secondary education structure fit together. It will, in short, give us a chance to see the extent to which the needs of junior colleges, vocational education, State colleges, private colleges, and the major State university are similar and consistent; and finally, by providing a case study of higher education in the State of Minnesota, this hearing will give the committee an opportunity to see how these different segments of higher education structure work together and relate in a single State.

I think this would be unique testimony from that standpoint for this committee to hear.

For the reasons I have mentioned, this hearing will be extremely helpful to our committee, as we consider the higher education legislation before us, and I am deeply grateful to the chairman for making it possible.

Let me also say that Senator Humphrey wishes to express his welcome as well. Unfortunately he is chairing a hearing of the Rural Development Subcommittee this morning and could not be with us.

Senator PELL. Thank you.

May I add that if you gentlemen contribute half as much to the testimony as your Senator contributes to the work of this subcommittee on the broad field of education over the United States, it will be a very generous contribution on your part.

I think he is the most active and strongest Senator on this subject, and he really helps carry the whole load of the work of the subcommittee.

Please proceed as you will.

**STATEMENT OF RICHARD C. HAWK, EXECUTIVE DIRECTOR, MINNESOTA HIGHER EDUCATION COORDINATING COMMISSION, ST. PAUL, MINN.; ACCOMPANIED BY EDGAR M. CARLSON, EXECUTIVE DIRECTOR, MINNESOTA PRIVATE COLLEGE COUNCIL, ST. PAUL, MINN.; ROBERT P. VAN TRIES, ASSISTANT COMMISSIONER, DIVISION OF VOCATIONAL-TECHNICAL EDUCATION, MINNESOTA STATE DEPARTMENT OF EDUCATION; PHILLIP C. HELLAND, CHANCELLOR, STATE JUNIOR COLLEGE BOARD; G. THEODORE MITAU, CHANCELLOR, STATE COLLEGE BOARD; AND DONALD K. SMITH, VICE PRESIDENT FOR ADMINISTRATION, UNIVERSITY OF MINNESOTA, MINNEAPOLIS, MINN.**

Dr. HAWK. If I may lead off, Mr. Chairman.

Senator PELL. All of the statements will be printed in full in the record at the end of your testimony.

Dr. HAWK. I want to express appreciation, Chairman Pell, and Senator Mondale, for this opportunity to express our views and to suggest that we too are indeed proud to be represented by Senator Mondale and we particularly appreciate his efforts in the area of education.

I would like to say a few words about Minnesota higher education and the implications of the problems which we face for Federal legislation. Each of my colleagues, who represent the several com-

ponents of postsecondary education in Minnesota, will talk about some of these in more detail.

I would like to point out to you, if I may, Mr. Chairman, that Minnesota is a State that attaches high value to higher education. The commitment of the State of Minnesota to postsecondary education is a long one, beginning with the establishment of the University of Minnesota and several of our private institutions prior to the time that Minnesota actually became a State.

Minnesota has four very strong public systems of postsecondary education at the present time, and we are richly endowed with a variety of private institutions, some of the most distinguished in the Nation.

I would be remiss, Mr. Chairman and Senator Mondale, if I did not report that the expansion of postsecondary education in Minnesota to meet the demands for new opportunities has been difficult. It has placed a serious burden on the taxpayer, the capacity of many of our institutions has been seriously strained, and often we have had to sacrifice improvement of quality in the interest of expanding quantitatively.

There is a variety of problems which face postsecondary education in Minnesota as well as the Nation during the next decade. I shall mention just a few.

First of all, we have to make postsecondary education more financially accessible to the residents of our State, if we are to continue the progress in meeting needs.

Second, we need to extend the benefits of postsecondary education more effectively to members of the disadvantaged segments of the Minnesota population.

Third, we need to continue with the expansion of postsecondary education capacity in order that we can accommodate a 43-percent increase in enrollments during the balance of this decade.

Fourth, we need to take steps to utilize more effectively the potential contributions of private colleges and universities.

Fifth, we need to increase the production of professional and para-professional personnel in critical areas of short supply, such as medicine and health.

Sixth, we need to improve the quality of postsecondary education and to make up for some of the deficiencies which have occurred during the past decade in which we have been so heavily concerned with quantitative expansion of postsecondary education.

Seventh, we need desperately to engage in a massive effort to improve educational practices, including the testing and implementation of new approaches to providing educational experiences.

In view of the time limitations, Mr. Chairman, I think I shall, with your permission, turn to Dr. Smith, who is vice president of the University of Minnesota.

Dr. SMITH. Mr. Chairman and Senator Mondale, we do appreciate the opportunity to appear before this committee. Let me concentrate my attention on two areas relating to the types of needs that Mr. Hawk has discussed, and do so specifically in relationship to the University of Minnesota.

The university enrolls more than 50,000 students in the entire system. I want to say something about the condition of those students.

About 75 percent of them work in order to finance higher education. Last year we spent about—or we provided about \$5½ million in student assistance. I want to emphasize that of that sum, 80 percent took the form of self-help. That is to say it was financing through work, work-study, or loan programs.

Now, the educational opportunities of several thousand Minnesotians, both those who are in school at the present time, and those who wish to enter the higher education stream, is clearly hazarded unless we have a major expansion of our capabilities for providing student assistance. Specifically this means the requirement that we must have additional funding for educational opportunity grants-in-aid, work-study, and improvements in the loan program.

We have a commitment in Minnesota to equal educational opportunity, and we think this is a long-standing national commitment. We think there is no higher item on the national agenda than providing the funding which will make that commitment possible.

We believe that the legislation which you are considering does address itself to this question. We think there are important principles in the legislation that increased funding in educational opportunity grants-in-aid should be provided. There should be provision for reciprocal grants to institutions in relationship to the grant-in-aid program, because part of the problem of providing opportunity is increasing the capability of institutions to bring disadvantaged students into the educational mainstream.

I think there should be attention to the differential costs for students in attending public and private institutions so that the opportunity of the student to choose is increased. Also attention should be paid to the balance of the program, that is to the relationships between grants-in-aid, work-study and loan programs.

Now, the university is also the major center of postbaccalaureate professional and graduate education in Minnesota. It is clear that the great centers of postbaccalaureate education are a national resource. And the developments of these centers was made possible only by the strong commitment of the Federal Government to graduate education and research. I think it is demonstrable that no investment by the National Government in the last two decades for the future of this Nation has paid off more clearly and dramatically than the development of postbaccalaureate educational activities, both in graduate programs and professional areas.

It would be tragic if this investment were not continued and expanded. A move at this time to place a greater burden on the States for the provision of this kind of educational resource has overtones of disaster. It simply is the case that this takes a national resource and attempts to segment it in terms of an already overburdened tax economy.

I think the broad and well conceived rededication which is present in Senator Pell's bill S. 659 recognizes the role of the Federal Government in building postbaccalaureate education and the research capability of this Nation.

I want to say that it does involve things ranging from graduate facility support, research library support, institutional support in critical areas, such as international programs and language studies, and fellowship support linked to institutional support to make the capability of the institution expand also.

I think Senator Mondale's bill 1161, which extends the principal of the opportunity grant, the educational opportunity grants, to post-baccalaureate education is well conceived. Because the entire system of higher education, I think, must be conceived of as a unity.

Now, in my written testimony I have commented on a number of other aspects of the legislation specifically, but because of the limitations of time, I think we should continue on with the next statement.

(The prepared statements of Dr. Hawk and Dr. Smith follow:)

STATEMENT BY RICHARD C. HAWK, EXECUTIVE DIRECTOR  
MINNESOTA HIGHER EDUCATION COORDINATING COMMISSION

PREPARED FOR THE UNITED STATES SENATE EDUCATION SUBCOMMITTEE

April 23, 1971

That Minnesota post-secondary education must become more efficient in meeting the state's needs is evident. Even with improved efficiency, it is becoming painfully apparent that the state will have great difficulty increasing its investment in post-secondary education at a rate sufficient to keep pace with expanding needs and rising costs.

Accordingly, I am especially pleased to appear before you at this time. As I understand the purpose of this session, my colleagues and I are to (1) provide you with a kind of "case study" of one state (Minnesota) including an assessment of the status, problems, and current and projected needs of post-secondary education in our state and (2) offer our views on Federal legislation as it may affect post-secondary education in our state.

Since anticipating the future requires understanding of the past and present, I shall begin with a brief description of Minnesota's progress in meeting post-secondary education needs. This will be followed by an enumeration of some of the problems to be faced in the future. Finally, I propose to relate the present status and future needs to issues concerning the role of the Federal government, particularly Federal legislation.

Past Progress

Minnesota has participated fully in the nation's rapid expansion of post-secondary education. During the past decade, student enrollment in Minnesota post-secondary education institutions has more than doubled. While 18 states exceed Minnesota in total population, only 15 states report larger post-secondary enrollments than Minnesota.

The marked expansion of post-secondary education enrollments in Minnesota reflects the rising aspirations of Minnesota residents for advanced education. It also reflects a strong commitment by the state to provide its residents with adequate post-secondary opportunities.

Minnesota's commitment to post-secondary education has been continuous. The University of Minnesota, which has achieved prominence as one of the nation's outstanding universities, and the first of Minnesota's private colleges were founded before Minnesota became a state. State normal schools, which now have become comprehensive state colleges, were established early in the history of the state. Local junior colleges, which subsequently were integrated into a state junior college system, came next beginning in 1914, and the most recent arrival on the scene, the area vocational-technical school has rounded out the total pattern of post-secondary institutions designed to serve a variety of students and to meet a variety of state needs.

At present, responsibility for post-secondary education is shared by four public systems, private colleges and universities, and private vocational and technical schools. The Twin Cities' campus of the University of Minnesota, which combines great strength in graduate education and research with the service traditions of a land-grant university, has grown to an enrollment of 43,545, and the University system now includes two additional four-year

Institutions and two two-year technical colleges, which accommodate an additional 7,702 students. The state college system now includes six comprehensive four-year teaching institutions, which also offer graduate programs leading to master's and specialist's degrees, with a combined enrollment of 39,746. The state junior college system now includes 18 institutions providing convenient initial entry of both terminal and transfer programs for commuting students with a combined enrollment of 19,949. Minnesota's private colleges and universities, which include some of the nation's most distinguished private institutions accommodate 30,089 students. Fall (1970) enrollment in the 28 area vocational-technical schools was 15,969, an increase over the previous year of almost 16 per cent. Thus, a total of 87 post-secondary institutions, of which 54 are public, and 33 are private, accommodate a combined enrollment of 157,000. An additional 4,629 students attend private vocational and trade schools in Minnesota bringing the total of post-secondary enrollments to 161,629.

Of equal significance to the total number of institutions is the rapid rate at which Minnesota has established new institutions in order to meet growing needs. During the last decade, 25 new public post-secondary institutions and one private college opened their doors. Nine additional public post-secondary institutions which already have been authorized will open during the next two years.

The rapid expansion of Minnesota post-secondary education has not been easily accomplished. State appropriations for post-secondary education have more than tripled in ten years.

While part of the necessary growth in state appropriations for post-secondary education is the result of rising costs, much of the increase is

directly attributable to the need for increasing the quantity and variety of post-secondary education opportunities. At one time, the bulk of the state's appropriation for higher education went to the University of Minnesota. As the need for a larger number and greater variety of institutions became apparent, an increasingly higher percentage of the higher education appropriation has gone to the other three public systems.

The problem of providing funds necessary to develop strong systems of state colleges, state junior colleges, and area vocational-technical schools, while attempting to provide an increasing investment necessary to maintain a strong state university, has been difficult. In addition, an increasingly larger proportion of total post-secondary enrollments has had to be accommodated in public institutions. While private colleges and universities have experienced some increase in enrollment, the proportion of total post-secondary enrollments accommodated by private colleges and universities has declined steadily to less than 20 per cent in the fall of 1970.

Increasing the state's investment in post-secondary education has placed a heavy burden on the taxpayer. Moreover, the capacities of some institutions have been severely strained and improvement in quality often has been curtailed in order to provide increased quantity of service.

Rapid expansion in numbers of students accommodated during the past decade has coincided with increased effort to meet the needs of the state and nation for expansion of the research and public service functions of higher education. It is little wonder that higher education has been susceptible to the charge of not devoting enough effort to changing curriculum and improving methods of instruction.

In summary, Minnesota entered the decade of the 1970's with a long history

of commitment to and support for a strong system of post-secondary education and with a rich variety of both public and private institutions. Although continuous improvement has been apparent, the strains of rapid expansion to meet growing needs are visible. That two of Minnesota's most prestigious institutions (University of Minnesota and Carleton College) were cited in the recent Carnegie Commission report titled "The New Depression in Higher Education" as being headed for financial difficulties reflects the increasing difficulties of providing the investment necessary for quality post-secondary education in Minnesota.

#### Future Problems and Needs

Among the many complex problems and needs to which larger efforts should be devoted during the remainder of the 1970's are the following:

1. Making post-secondary education financially more accessible to Minnesota residents. Although we take some pride in the fact that 70 per cent of Minnesota high school graduates enter some form of post-secondary education, we are concerned about the 30 per cent who do not receive education beyond the high school. In order to achieve continuing progress toward universal post-secondary education, we have established a goal of increasing the number of students being educated at a rate sufficient that post-secondary enrollments will equal 85 per cent of high school graduates in the 18-21 age group. This is not to suggest that we view post-secondary education as serving only students under 22 years of age. Quite the contrary, we see an increasing need for continuing post-secondary education for adults. Relating post-secondary enrollments to high school graduates in the 18-21 age group simply provides a convenient reference for assessing progress in extending the benefits of post-secondary education to a larger proportion of Minnesota's

population.

Many factors will contribute to our success or failure in achieving the above goal, but making post-secondary education financially more accessible to Minnesota residents is essential to achieving the goal. To this end, the Higher Education Coordinating Commission has requested an appropriation for state scholarships and state grants-in-aid of \$11.3 million for next biennium, an increase of more than 400 per cent over the appropriation for the present biennium. I am happy to report that Governor Anderson included the full \$11.3 million in the budget recommendations which he presented to the 1971 Legislature and that legislators have been receptive to the proposal in spite of great pressure to hold the line on taxes.

Even with the substantial increase in appropriation for state scholarships and grants-in-aid, we will fall far short of the needs of Minnesota residents for financial assistance to pursue post-secondary education. We conservatively calculate the need of each new high school graduating class to be \$24 million per year of attendance in an institution of post-secondary education. The fact that student costs of attending post-secondary institutions continue to rise, having increased 20 per cent during the past two years, probably makes \$24 million a definite underestimation.

2. Extending the Benefits of Post-Secondary Education to Minnesota's Disadvantaged Population. Extending post-secondary education to a larger proportion of Minnesota's population represents a significant challenge, since doing so requires that the disadvantaged segments of Minnesota's

population be reached and served effectively. While the urban disadvantaged are most easily identified because of their concentration, we are equally concerned about the rural disadvantaged. While disadvantaged students of minority races are most easily identified, we are fully aware that Minnesota's disadvantaged populations includes families from all racial and ethnic origins.

Adequate student financial aid is a prime requisite for meeting the needs of disadvantaged students. Of equal importance, however, is the need for (1) sufficient programs of recruitment and counseling which can stimulate and direct disadvantaged students to the right kinds of institutions and programs, and (2) compensatory and supporting efforts in post-secondary institutions adequate to assure that opportunities for disadvantaged students are opportunities to succeed rather than opportunities to fail. Effectively meeting the needs of Minnesota's disadvantaged population will be a difficult and costly undertaking.

3. Expanding the Capacity of Post-Secondary Education. The above discussion of the numbers of new institutions which have been established during the past decade could lead to the erroneous impression that the job of expanding post-secondary education capacity has been completed. If the need for expansion had been fully met, all efforts could now be focused on improving effectiveness. Such is not the case. Reaching Minnesota's goal of extending the benefits of post-secondary education to an increasingly larger proportion of the population will require the accommodation of 70,000 more students than the 161,629 being educated this year by 1985; an increase of more than 43 per cent. The nine new institutions which

already have been authorized to open their doors during the next two years represents partial, but not complete, response to the need for expanding the capacity of post-secondary education in Minnesota. The Higher Education Coordinating Commission has recommendations before the 1971 Legislature in favor of legislative authorization for four additional state junior colleges and two senior institutions. In addition, we are faced with the need for continuing improvement in the physical plants of existing institutions. While we can anticipate relief from the pressure of increasing enrollments during the 1980's, no such relief will occur during the 1970's.

4. Achieving Greater Utilization of Private Colleges: As indicated above, the proportion of total enrollments which are accommodated in private colleges and universities has declined steadily in recent years and now represents less than 20 per cent of total post-secondary education enrollments in Minnesota. Through a comprehensive study of private higher education in Minnesota conducted during the past year, we have determined that private institutions of higher education have both the capacity and the willingness to accommodate larger numbers of Minnesota residents. We also have determined that financial difficulties comprise the greatest barrier to increased service from private colleges and universities. Accordingly, the Higher Education Coordinating Commission has placed several recommendations for changes in state policy on private colleges before the 1971 Legislature. Perhaps the most significant of these proposals is the one which would authorize the Commission to make payments of \$500 per student for each additional Minnesota resident educated by a private college over the number being educated by the college in the autumn of 1970. I am pleased to be able to report that the Minnesota State

House of Representatives Higher Education Committee has passed the bill implementing this recommendation without a dissenting vote and that the State Senate Higher Education Committee will consider the Commission's bill in the near future.

5. Increasing Production of Professional and Para-Professional Personnel In Critical Areas of Short Supply.

While the needs of Minnesota residents for improved health care at reasonable cost will require progress on several fronts, increasing the supply of physicians and other health workers is essential. As you may know, the availability of Federal funds facilitated a beginning class of 227 at the University of Minnesota medical school - an increase of about 40 per cent over last year. While this expansion represents a major step toward increasing the production of physicians, it will not be sufficient to meet the needs of Minnesota, the surrounding region and the nation. The projected need for health care services provided the basis for the Higher Education Coordinating Commission's recommendation to the 1971 Legislature for developing sufficient capacity for 315 beginning medical students in the state by 1976. Preliminary steps already have been taken for establishing a new two-year medical school at the Duluth campus of the University of Minnesota with the hope that this school ultimately may be extended to provide a complete program leading to the M.D. degree. In addition, the Commission has recommended that the legislature provide partial support for a new private undergraduate medical school to be operated by the Mayo Clinic and Foundation in Rochester. Proposed legislation, which would provide \$8,000 for each

Minnesota resident enrolled in the Mayo medical school, is pending in the 1971 Legislature. Increasing the capacity for medical students will require a corresponding increase in capacity for clinical experience in affiliated hospitals. Increases in the rate of production of physicians will require corresponding increases in production of other health personnel.

6. Improving the Quality of Post-Secondary Education. Although the quality of post-secondary education in Minnesota generally has improved, improvement of quality lags well behind the need. As indicated above, quantitative increases in post-secondary education often has demanded priority over improvement in the quality of post-secondary education services. Continuing deference of qualitative improvement can lead to serious shortcomings and a general weakening of Minnesota post-secondary education.

7. Re-Tooling to Provide Better Approaches to the Instructional Processes. That Minnesota post-secondary education needs to re-tool or gear-up for changes in educational practices, is not to be disputed. However, testing and implementing innovative practices is a costly endeavor for any institution including higher education. There is general acceptance of the proposition that large expenditures by industry for re-tooling to obtain a more favorable cost-benefit ratio through either reduction of production costs or improvement of the product represents a sound investment. Post-secondary education seriously needs a similar kind of massive investment for implementing improved educational practices.

The Federal Role

In keeping with its continuing commitment to meeting post-secondary education needs, the State of Minnesota can be expected to make a concerted effort to provide the resources necessary for effectively addressing attention to the problems enumerated above and to a variety of additional problems. Several significant new steps which the state is taking have been indicated.

Unfortunately, practical considerations severely limit the effort which the state can devote to post-secondary education. Rising costs in other areas of state government services, together with growing resistance to additional state tax increases, are combining to constrict the states ability to increase its investment in post-secondary education rapidly enough to meet needs. The magnitude of post-secondary needs to be met, the complexity of the problems to be resolved and the limitations to be overcome in generating additional tax revenue at the state level indicate critical difficulties for post-secondary education during the remainder of the 1970's.

All relevant projections suggest that federal assistance for post-secondary education has never been more important to continuing progress than it is now. Positive legislation in this committee extending and increasing authorization for federal assistance for post-secondary education is a source of encouragement for us at the state level, and we urge you to continue your efforts to achieve the best possible legislation in this area.

From my perspective federal assistance can be most effective and will have the greatest impact when the following conditions prevail:

1. Continuity and Reasonable Stability. While continuous modification to improve federal programs is necessary, losses in both efficiency and effectiveness occur with frequent abrupt changes in federal policies. Serious dislocations result from shifting federal emphasis among support areas.

2. Sustained Commitment and Advanced Funding. Late funding and fluctuating funding of federal programs create uncertainties at the state and institutional levels of operation and reduce the impact of federal assistance.

3. Flexibility. Federal programs should recognize variations in the patterns of post-secondary education among the states. Program structure designed to fit the organizational pattern of post-secondary education in one state may not be compatible with the pattern of organization in another state. Similarly, the strengths and weaknesses of post-secondary education will vary from one state to another.

4. Coordination With State Planning. Attempting to engage in systematic planning of post-secondary education at the state level without knowing the nature, magnitude, and conditions of federal funds which will be available or to which institutions they will be awarded is something like attempting to put together a jig-saw puzzle in which the shape of a few key pieces is unknown. Lack of coordinated planning at the state and federal levels inhibits the accomplishment of goals of both, and reduces economy of effort. You may wish to seek advice on coordinating federal and state planning for post-secondary education from the Education Commission of the States. Since the states assume the major share of responsibility and funding for post-secondary education, the simplest means of coordinating federal and state planning may be found in contracting federal programs in such a manner as to delegate considerable responsibility for implementation to the states with broad federal guidelines.

5. Balance. Although there are sound reasons for giving special emphasis to student assistance in order to equalize opportunities and to provide access to post-secondary education for the total population, a reasonable share of federal assistance should be allocated to strengthening post-secondary institutions and programs. Physical plants need to be improved and expanded; the supply of

library resources and instructional equipment must be continuously increased and improved. Support for testing and implementing new educational practices on a broad scale is desperately needed. The potential benefits of continuing adult education and community service activities are far from being achieved. The critical function of extending knowledge through research is expensive, but essential to continuing progress in all areas of human endeavor.

6. Responsibility for National Needs. Generally, the states must assume primary responsibility for planning, conducting, and financing post-secondary education with assistance from the federal government. However, some areas of need are so pervasive and so costly to meet as to require that the federal government assume a larger than usual share of the responsibility. Medical education is a good example. About half of the physicians produced by the University of Minnesota medical school have entered practice in states other than Minnesota during recent years. Minnesota's plans for a second state medical school and state assistance for a new private medical school at the Mayo Clinic and Foundation are discussed above. These efforts will represent a substantial and costly contribution to necessary increases in the supply of physicians regionally and nationally. Hopefully, an increasingly larger share of the responsibility for this contribution can be assumed by the federal government in keeping with the critical national interest in improving health care.

BACKGROUND INFORMATION ON THE  
MINNESOTA HIGHER EDUCATION COORDINATING COMMISSION

Richard C. Hawk  
Executive Director

Purpose and Primary Responsibility.- The Minnesota Higher Education Coordinating Commission, which was established by the 1965 Minnesota State Legislature, has general responsibility for planning and coordination of post-secondary education, both public and private, in Minnesota. The Commission reports to both the Governor and the Legislature and is concerned primarily with advising the Governor and the Legislature on matters of public policy on higher education and state action necessary for meeting the needs of Minnesota residents for post-secondary education with reasonable economy of effort. Accordingly, the Commission is conducting a systematic program of long-range comprehensive planning. As part of its coordinating function, the Commission reviews proposals for new instructional programs to be established in Minnesota post-secondary institutions and makes a recommendation as to whether or not each proposed program is consistent with the Commission's guidelines for establishing new programs. The Commission also exercises statutory authority for entering into higher education reciprocity agreements with neighboring states.

Secondary Responsibility.- In addition to the primary responsibility for planning and coordination, the Commission has been assigned responsibility for administration of some statewide higher education programs, including (1) a state scholarship program, (2) a state program of grants-in-aid, (3) a state interinstitutional television program, (4) the Federal facilities program under Title I of P.L. 88-204, (5) the Federal Community Services and Continuing Education Program under Title I of P.L. 89-329, and (6) the Federal Instructional Equipment Program under Title VI, Part A, of P.L. 89-329.

Commission Membership. - The Commission consists of 18 members appointed by the Governor: one from each Congressional District, two from each of the four boards which govern public post-secondary institutions, and two private college presidents.

Commission Staff. - The Commission has a professional staff of 14 and an equal number of secretarial and clerical personnel.

Commission Budget. - The Commission's budget for the current fiscal year is \$571,744, of which \$333,000 was appropriated by the State Legislature, \$111,000 was provided by the U. S. Office of Education for administration of Federal programs, and \$127,744 came from grants from private foundations and other sources for support of special projects.

Remarks by Donald K. Smith, Vice President, Administration, University of Minnesota

Prepared for the Senate Education Subcommittee, April 23, 1971

Mr. Chairman and Members of the Committee:

Thank you for this opportunity to appear before you this morning. I particularly value the opportunity to discuss briefly some urgent national goals in higher education which could be realized through the various bills before your committee, I shall try to avoid dwelling on the simple but obvious fact that institutions of higher learning are in serious financial straits and that we badly need a massive renewal and extension of federal participation in our problems if we are to keep faith with our students and with this nation's commitment to educational opportunity. Our situation is bleak; the situation of our students is bleak; and the general situation is likely to remain bleak without significant new legislation from Congress.

But I think this general fact is well known, and I want to confine my testimony today to a series of propositions about some national goals which I think should be sought through new legislation. In doing this I shall limit myself\*primarily to the following topics: student financial assistance, institutional aid related to such assistance; the special problem faced by private institutions with high student costs; and the special concerns of graduate education. I would also like to make a few comments on the importance of the proposals for a National Foundation for Higher Education.

These limitations in my comments do not imply lack of interest in or importance to other provisions of the several bills before you. For example, I think the proposals in Senator Pell's bill, S. 659, for facility construction assistance is of urgent importance, and his Graduate Facility Grant proposal is a serious effort to reaffirm by the Congress the long term national interest in maintaining centers of graduate education and research. Expanded aid for

library development as recommended in his bill also responds to a need to which every college or university administrator or faculty member could testify. But limitations of time suggest that I should focus my comments today on certain urgent new directions charted in the legislation you are considering.

Let me organize my remarks by asserting some six principles which I think should underlie new legislation, and then commenting on the relationship of these principles to our situation in Minnesota, and to certain features of the legislation you are considering.

The first principle is that this nation ought to make good on its long standing commitment to see to it that no student is blocked from access to post high school education, appropriate to his capacities and interests, by reason of economic or educational disadvantage. It should be unthinkable for this nation to continue to impose an economic barrier to higher education for the poor -- or increasingly for students of modest means. It should be equally unthinkable to deny access to those who have accumulated an educational disadvantage by reason of the circumstances to which they were born, and in which they grew up and received their early education.

Removing the economic barrier should be an urgent national goal, but achieving that goal requires a strong infusion of educational opportunity grants-in-aid by the Federal government, joined to improved work-study, and loan programs.

Let me describe very briefly the massive nature of the problem we face at the University of Minnesota. We have more than 50,000 students attending the University. For the most part they do not have available family support sufficient to pay for the costs of their education. Last year, approximately 75% of our students were employed, either on or off campus, in any given quarter.

We provided for these students approximately 5½ million dollars in financial assistance through loans, work-study, and scholarships and grant-in-aid. Of the aid we have provided in the last three years, some 80% has taken the form of self-help by the student -- that is, loans, work, and work-study. Only 20% has been available in the form of grants or scholarships. The average indebtedness of our students has been increasing steadily. We are looking at students carrying heavy and increasing debt loads, seeking self-help through work in the face of inadequate resources for such programs, facing increasing costs for tuition, books, and board and room. And we see no real way of keeping opportunity open for these students without quick and generous participation by the federal government.

We have initiated in recent years a broad spectrum of outreach programs designed to identify and bring into a successful experience in higher education many talented and motivated students facing economic and educational barriers. Our early identification programs, our work with area schools and agencies, and the special guidance and tutorial programs which have been developed have succeeded. Students for whom a university education was once wholly beyond possibility are moving successfully in our programs. But at this moment we face the desperate problem of knowing that simply to maintain our programs for the disadvantaged at their present levels will require an additional 3½ million dollars in the next biennium, the sources of which are not apparent. Maintenance is the lowest goal to which we should aspire, but even this is hazarded unless there is strong federal expansion of educational opportunity grant programs, and work-study programs.

The most important piece of unfinished business before higher education and this nation seems to me that of opening fully the door of equal educational

opportunity to our people, and this I take to be a central emphasis in Senator Mondale's Bill, S. 1161, and a section of Senator Pell's bill, S. 659.

The second principle I would propose is that expanded programs of student assistance should be accompanied by a forthright recognition of the institutional costs associated with efforts to expand educational opportunity. Student tuition and fees do not pay fully the costs of providing education, and if students are to be given assistance in meeting their costs, institutions also need assistance in meeting fully their obligations to their students. The problem of institutional costs becomes particularly acute as more students facing economic and educational disadvantage are brought to our campuses. At the University of Minnesota our work with such students has involved developing additional guidance and tutorial programs, some new curricula, and a new appreciation of the fact that by properly marshalling our resources we could open the door of educational opportunity to students for whom such opportunity was previously unavailable.

Both Senator Pell's bill, and Senator Mondale's bill address the question of institutional aid as a reciprocal of student assistance, and this approach seems to me an enormously important recognition of the expanding costs faced by institutions with a commitment to opening the doors of opportunity. I was also impressed by the principle in Senator Mondale's bill that the proportion of institutional aid should increase in terms of the level of the student's education. This is a significant recognition of the fact that educational costs rise as students progress to more advanced levels of study. The recognition would give healthy impetus to the efforts of colleges and universities to secure better information on the full costs of education at various levels, and in various programs.

A third principle which seems important to me is that of providing aid to students in a form which will broaden the student's capacity to choose among several institutions which might be available to him. Across the board limitations on the aid packages which can be provided for students tend to force students into public institutions where tuition levels are comparatively low. This, in turn, simply increases pressure on these institutions to seek expanded tax support at the State level to meet costs resulting from increasing numbers. Senator Mondale's bill has an interesting and useful approach to this problem by providing a sliding scale of grants related to student costs at a given institution. The formula balances nicely the goal of providing greater support to students who choose higher cost institutions, but providing a decreasing percentage of total cost as the cost of the institution rises. This balance would have the effect, I believe, of increasing the opportunity of students to choose higher cost institutions, while at the same time discouraging a sharp or sudden tendency on the part of students uniformly to prefer high cost institutions.

A fourth principle which should be recognized is that of maintaining a proper balance among grant-in-aid programs, work-study programs, and loan programs in the total approach to student aid.

We do not believe at the University of Minnesota that students should receive the full cost of their education through grants-in-aid. As I indicated earlier, some 80% of the aid now being received by our students is in the form of self-help--work, work-study, or loans. Under optimal conditions of funding we would want that percentage to decline, but we would continue to expect and insist that economically disadvantaged students carry the major share of the costs of their education through self-help.

The best approach to the problem of aid is that of preparing aid packages

for individual students based on a candid appraisal of the package most likely to help the student succeed in his educational objectives, and most likely to motivate him to assume personally as much of the burden of aid as is possible. In general we follow the practice of seeking full aid assistance without loan indebtedness for disadvantaged students starting their educational careers. The student's risk of failure is highest at this point; the psychological commitment he must make is highest; his need to give full and undivided attention to his studies is highest. As the student experiences success, and as the probability that he will fulfill his educational objectives increases, it is appropriate that he carry increasing levels of self-help, through loans, and employment, while grant-in-aid resources are husbanded to help new students enter the educational stream successfully.

At the moment our major problem in maintaining an aid program which is psychologically and educationally wise is hazarded by the absolute shortage of adequate funds for grant-in-aid, and for work-study. Infusions are needed here. But we do not expect these infusions to be so massive as to eliminate the importance of expanding loan programs.

I am intrigued by the possibility that federal legislation dealing fully with the problem of student assistance could recognize the interaction of grant-in-aid, work study, and loan funds, perhaps possibly by specifying the maximum percentage of total support that could be provided through grants-in-aid by the end of the student's second year, or fourth year of undergraduate instruction. Most institutions are managing their aid packages in this way, but recognition of the principle would assure general use of the principle. I should also like to call your attention to a specific section in S. 1123, introduced by Senator Prouty. Section 414 of his bill lifts the 80% limit on federal contribution to work-study programs in the presence of a finding that the limit will block a desirable program. This change is important.

If we are to use the work-study system imaginatively (and our students seek work-study opportunities well beyond our available resources), the 80% will have to be more flexible. The off campus public service jobs which students are seeking, will only be in plentiful enough supply if the 80% ceiling limit is lifted. The University of Minnesota was involved in the early development of the Urban Corps program in Minneapolis and had there been no 80% limit, the city of Minneapolis could have absorbed three times the number of Urban Corps students who in fact worked for the city. There are exciting possibilities for community service work using the work-study mechanism, and I urge you favorable consideration for this change.

A fifth principle I should like to address is that of making adequate provision for maintaining and expanding the strength of our great national centers of graduate education, research, and post baccalaureate professional study. The current fiscal woes of higher education, and the nation, should not be permitted to become the occasion for dismantling the capability of our graduate universities to maintain and expand the supply of highly educated men and women available to this nation. The costs of graduate and post baccalaureate professional education are high. The cost to the nation of depressing the capability and productivity of these institutions would be enormously higher. No one giving serious thought to the matter could assume that this nation will need fewer, rather than more graduate scholars, scientists, and professionals in the next few decades. Yet we shall have fewer, rather than more unless the programs which support students and support the teaching and research capability of our universities are enacted and funded.

Much has been made in the last year of the alleged oversupply of doctoral students in certain academic disciplines, and the plight of highly educated professionals who have found themselves unemployed through dislocations or changes

in priorities in the nation's economy. The larger truth is that unemployment among Ph.D.s in this nation is largely a myth if it is implied that such unemployment is of major proportions, or is general to all fields. For example, the unemployment rate for 1969 doctorates in the natural and social sciences, engineering and mathematics, was 1.1% as compared with 3.5% for the nation's work force generally. The range was from 0.6% in biochemistry, to 1.8% in engineering. The rate undoubtedly increased in 1970 as general unemployment levels went to 6.2% in December, and remained at 6.0% in January of 1971. The point is not that unemployment is non-existent, but that all studies show that today, as in the past, unemployment is lowest for the most highly educated, and least likely to persist for this same group. Moreover, gloomy forecasts concerning the employability of the highly educated typically take no accounting of the rapid expansion of demand for qualified people in the health sciences, and in the multitude of professionals needed for national efforts concerning environmental defense and improvement.

Support for graduate education and research obviously involves a wide spectrum of federal legislation, agencies, and programs. But in relation to the legislation before this Committee, I was pleased to see the extension of the availability of student opportunity grants, in Senator Mondale's bill, to post baccalaureate students, and the provisions both for graduate fellowships and for institutional costs of instruction grants related to those fellowships. I also noted the far reaching attention given to graduate programs in Senator Pell's bill. This included, support for research libraries, for graduate academic facilities, for continuation of the education professions development authorization, for institutional support in developing stronger and better graduate programs, for graduate fellowships, and for extension of Titles IV and VI of the National Defense Education Act of 1958 and of the International

in priorities in the nation's economy. The larger truth is that unemployment among Ph.D.s in this nation is largely a myth if it is implied that such unemployment is of major proportions, or is general to all fields. For example, the unemployment rate for 1969 doctorates in the natural and social sciences, engineering and mathematics, was 1.1% as compared with 3.5% for the nation's work force generally. The range was from 0.6% in biochemistry, to 1.8% in engineering. The rate undoubtedly increased in 1970 as general unemployment levels went to 6.2% in December, and remained at 6.0% in January of 1971. The point is not that unemployment is non-existent, but that all studies show that today, as in the past, unemployment is lowest for the most highly educated, and least likely to persist for this same group. Moreover, gloomy forecasts concerning the employability of the highly educated typically take no accounting of the rapid expansion of demand for qualified people in the health sciences, and in the multitude of professionals needed for national efforts concerning environmental defense and improvement.

I do not wish to minimize the reality of marketplace changes for many of the traditional areas of doctoral study. Allan Cartter's studies indicate the probability that oversupply for some fields may be more than a transient phenomenon. What I am saying is that this phenomenon does not argue for curtailment rather than expansion of post baccalaureate professional and graduate education. The phenomenon does argue the constraint in certain fields, expansion in others, and development of new areas of specialization and competence tuned to the requirements of our society.

Support for graduate education and research obviously involves a wide spectrum of federal legislation, agencies, and programs. But in relation to the legislation before this Committee, I was pleased to see the extension of the availability of student opportunity grants, in Senator Mondale's bill, to post-baccalaureate students, and the provisions both for graduate fellowships and for

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Education Act. This broad spectrum of programs would help ensure continued health for an enterprise which is so clearly national in its purposes and its contributions as to require a focused and judicious concern in federal legislation.

The sixth, and final principle I should like to present is that as we seek to meet the costs of expanding opportunity for students, and maintaining health for our institutions, we should also be adventuresome in our search for new and better ways of providing higher education. Innovations are needed, in curricula, in instructional practice, and in the governance and management of the higher education enterprise. A significant fraction of our effort, therefore, should be in the area of educational research and development for post secondary school education.

The proposals by Senator Pell and Senator Javits for establishing a National Foundation for Higher Education should be confirmed. We face awesome tasks as we seek to reconstruct our educational systems, to bring the fruits of knowledge about learning systems to bear, to extend appropriate opportunity to men and women of all ages and occupations, and to improve our understanding of the costs and consequences of our learning systems with resultant improvements in the efficiency of our work. These tasks will not be performed well or quickly by faculties wholly caught up in the task of maintaining present programs, nor by institutions caught up in a desperate struggle for survival. They will not be performed simply through reliance on the private sector of our economy, despite its important and substantial contributions. We need to build a commitment to educational research and development into the fabric of the federal support system, and this I take to be the objective of the proposed National Foundation.

In this connection you may be interested in the fact that the faculty of the University of Minneōsta last year committed itself to investing up to 3% of its instructional budget to educational development projects managed at the departmental and collegiate level. Initiation of this massive program of

self help cannot be quickly achieved with current budgets scarcely adequate to meet current teaching obligations. However, a National Foundation could well provide our institution, and others, with the seed money to build our capability for creative innovation. I mention the action of our faculty only to emphasize that there is a willingness to change, indeed an eagerness to change, now observable in our institutions. We need a national commitment to support the tasks we want to undertake.

UNIVERSITY OF *Minnesota*

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OFFICE OF THE VICE PRESIDENT FOR ADMINISTRATION

MORRILL HALL - MINNEAPOLIS, MINNESOTA 55455

April 19, 1971

Witness;

Donald K. Smith, Vice President, Administration  
University of Minnesota, 200 Morrill Hall  
Minneapolis, Minnesota, 55455  
(612) 373-4911

The University of Minnesota is located on five campuses offering a full range of post secondary educational offerings for undergraduate to PhD study.

Its principal campus - the Twin City Campus - is home for 41,000 students and is the largest single campus site in the nation. The University also has a campus in Duluth which is moving towards a full graduate program in addition to its undergraduate offerings. At Morris, the University has a small undergraduate campus which we are building as a model of public undergraduate liberal arts institution.

At Crookston and Waseca we house two year Agricultural Technical Schools preparing people for careers in various agriculturally related professions.

Dr. HAWK. Mr. Chairman and Senator Mondale, with your permission, we would like to turn to Chancellor Mitau of the State College Board.

Dr. MITAU. First of all I would like to be permitted a word of personal tribute to the distinguished senior Senator from Minnesota, Mr. Mondale, a former student of mine who succeeded well and is making a significant contribution to the cause of higher education and the many other areas in which he has shown such competence and imagination.

I would also like to add that I have an additional sense of pride in that the junior Senator from Minnesota was also a colleague of mine at Macalester—

Senator PELL. We call him the senior junior Senator.

Dr. MITAU. Briefly, Mr. Chairman, there is no need for me to go over all the aspects of the testimony so far given on behalf of higher education, but I would like to emphasize a few particular areas.

First, a word about the system that I represent. The Minnesota State College system comprises six institutions, ranging in size from approximately 3,000 students to 15,000 students.

The system originally was a State normal school system. In 1921 it became State teachers colleges and in 1957 our colleges became multipurpose institutions.

Today these institutions with their 40,000 students comprise a very significant aspect of the posthigh school education spectrum in our State.

Nearly 60 percent of the teachers of Minnesota are the products of our institutions. Minnesota, which has the lowest dropout rate in the Nation for its students in the elementary and secondary system, takes some pride in that particular statistic.

I should also indicate that Minnesota, as you already have heard, continues to make a great contribution in terms of its fiscal resources to the cause of higher education; the State ranks 19th in terms of per capita income, but ranks 13th in the Nation in terms of spending for its colleges and universities.

First of all, we wish to stress the need for Federal assistance for our students.

You might be interested to know that 44 percent of the freshmen in our system in 1969 came from families with an annual income of less than \$7,500. Sixty-seven percent of our students came from families with an annual income of less than \$10,000.

Senator PELL. I think those are wonderful figures. Where do you rank in the United States?

Dr. MITAU. I do not know. Except, Mr. Chairman, let me emphasize that although we may rank comparatively well, our students find it very difficult to continue their education in the face of rising costs for textbooks and tuition and housing.

The feature that I would like to emphasize for the moment is the second major need in our State for Federal assistance, and that is money for innovation improvements in teaching and learning. For all too long education has been somewhat provincial and has tended to ignore the needs of the larger community; also we have often been attacked for not being more innovative and more relevant. Frankly, the financial resources required for such a posture were simply not

available. In State appropriations funds for education and money for innovation for new programs is often given a very low priority. Budgets are based on that which exists rather than upon that which is new.

This leads me to a request to emphasize the need for institutional grants. All too frequently grants grew out of proposals that required an inordinate amount of staff time devoted to their preparation of proposals for a variety of often unrelated projects.

Proposal writers sometimes are unduly influenced by the projects which are popular at a given moment, sometimes actually to the detriment of institutions and even departmental goals and objectives. All too often programs have been oriented to research institutions, and funds have been given for important, but narrow faculty research specialties that neither benefited the teaching nor learning process, and neither were they particularly suitable nor effective to bring about needed educational change.

Indeed the effect has been to reinforce at times the traditional research-oriented academic values of the university at the expense of student oriented and student centered teaching innovations. Moreover, the project approach to Federal funding actually militates against comprehensive institutional planning.

A college is not really free to adapt and change as an institution, because resources are obtained in a fragmented manner without regard to a coordinated plan. Thus, for the purpose of stimulating change and innovation, Mr. Chairman, grants might be more appropriately made to an institution or to a system, not in terms of highly specialized projects, but in response to ideas for a more general and far-reaching dramatic innovation.

In this connection perhaps let me indicate that very often we also find that Federal programs of financial aids to students have a tendency to be excessively rigid. We would like to emphasize the need to provide maximum flexibility to financial aid officers which would enable them to combine various program ingredients—economic opportunity grants, loans, and work study programs—in a way that would best meet the needs of particular students.

A peculiar, and we think very significant innovation in our State colleges has been what we call our Minnesota State College common market approach. In a State which has to be very careful in allocating its fiscal resources under increasingly competitive demands, we have developed a program that will stimulate the sharing of scarce resources. The common-market program that we are supporting has three major components. One is a student exchange program where students can avail themselves of the educational opportunities of the entire six-college system.

Second, a program that will heighten the opportunity for student internship opportunities in industry, hospitals, law offices, legislatures, social service agencies, and other private and Public settings of an educational nature.

Third, within our common market program we constantly are seeking new ways of providing opportunities in the metropolitan area for our out-State college students to tap urban and core-city teaching opportunities which colleges in rural Minnesota could not otherwise make available to them.

These types of innovative and stimulating programs, Mr. Chairman, require the kind of funding that is simply not presently available from regular State sources.

To conclude, and time is short, I should reemphasize that higher education at this moment faces a critical phase in its development and history. Much Federal assistance is required if we are to move from the educational needs of an earlier age to meet the challenge of the present and of the future. Money alone will not accomplish the objectives that we must set. Vision, creativity, and imaginative leadership are necessary prerequisites.

The bills before the Senate Committee on Labor and Public Welfare, however, could contribute greatly to assist students to attend college and to make possible new and exciting patterns of education.

This, Mr. Chairman, is absolutely essential as our colleges find themselves presently in a most serious financial squeeze.

Thank you, sir.

(The prepared statement of Dr. Mitau follows:)

Statement by

G. Theodore Mitau  
Chancellor  
Minnesota State College System

for

The Senate Committee on Labor and Public Welfare

April 23, 1971

As Chancellor of the Minnesota State College System, I welcome the opportunity to share some comments about our system, a few of its programs, and some of its needs.

The Minnesota State College System is composed of six regional colleges ranging in size from 3,100 to 12,488 and located at Bemidji, Mankato, Moorhead, St. Cloud, Winona, and Marshall; total on-campus enrollment in the fall, 1970, was 39,405. The first five colleges (Winona, 1860; Mankato, 1868; St. Cloud, 1869; Moorhead, 1888; and Bemidji, 1919) were created as two-year Normal Schools to prepare elementary school teachers. By 1921 the institutions had become state teachers colleges, authorized to grant the baccalaureate degree in Education, and in 1953 received legislative authorization to offer a fifth year of teacher education leading to a Master of Science degree. The student demand in Minnesota for programs in addition to teacher preparation led, in 1957, to the state colleges becoming multi-purpose institutions. Since that time strong liberal arts programs and additional professional programs – including graduate studies leading to the M.A., M.S., and, in one college, the Specialist degrees – have been developed. In 1967, the newest of the colleges, Southwest State College at Marshall, accepted its first class.

Each college operates, with considerable autonomy, under the supervision of a nine-member Board. The Chancellor serves as the chief executive officer of the System and has the responsibility of leadership and coordination in such areas as curriculum development, campus planning and development, and budget allocations and management systems.

A unique characteristic of the Minnesota State College System is the Common Market Program that seeks to offer students the full resources of all the colleges and to facilitate various educational experiences which can be handled more effectively through cooperative arrangements.

Coordinated in the Office of the Chancellor, the Common Market Program is currently divided into four areas. A Student Exchange Program enables a student to move easily from his home campus to one that might offer a program otherwise unavailable to him or unjustifiably expensive to duplicate at his college. The Internship Program is designed to supplement the classroom by permitting the students to be involved in a work experience related to their academic interests and for which they earn credit. The Urban Clinical Experiences Program supplements the teacher education experience by permitting fifty students per quarter to spend a term in a metropolitan school, thus

affording students from rural areas an opportunity to receive training in an urban setting. The Community Resources for Higher Education Program, developed in cooperation with the St. Paul Council of Arts and Sciences, makes the personnel and resources of theatre companies, art museums, and musical ensembles available to state college students through performances, displays, and short-term workshops. A faculty member, an administrator, and a student from each of the six colleges and two members of the Chancellor's staff comprise an Advisory Council with responsibility for making policy recommendations on the various programs and for maintaining a communications network among the various program directors on each campus, faculty and student senates, the college administrations, the Chancellor's Office, and the Board.

This model for cooperative programs among the colleges and between the colleges and organizations and agencies within government, business, the arts, and the social services is, we feel, the way of the future in higher education. The time is quickly passing – if not already passed – when single institutions can provide, effectively and economically, the variety of learning experiences necessary for the kind of education required by our society.

My remarks will be limited to the two areas which seem most in need of federal assistance – student financial assistance and resources to stimulate and to implement significant innovations in teaching and learning.

#### Student Financial Assistance

There is a pressing need for financial assistance for students. Within the Minnesota State College System, 44% of the freshmen in the fall of 1969 came from families with an annual income of less than \$7,500; 67% were from families with an annual income of less than \$10,000. Rising costs, coupled with the difficulty students have in finding jobs, have combined to create a situation where families formerly considered financially comfortable are now having a difficult time providing educational funds for their children. While there must be more aid provided for minorities and the economically disadvantaged, assistance must also be increased for those considered middle-class.

Loan programs are good, but in these times of inflation questions might be raised about requiring students – particularly those from lower economic backgrounds – to borrow large amounts of money with which they are burdened for years after graduation. Grant programs must be available to students in sufficient amounts so they can attend college with a small loan plus that which can be earned during the summer and from part-time jobs during the academic year.

In making funds available, two major revisions in existing programs would be helpful. First, the work-study program, while sound, has limitations that make it less effective than it might be. Income level requirements are so low that many students in need of assistance in these times of inflation cannot qualify. Furthermore, restrictions placed on the type of jobs for which a work-study student is eligible limits the opportunities available and creates a shortage of positions.

Secondly, a forgiveness clause, similar to that for NSDL recipients who go into teaching, might be considered for other occupations. The result would perhaps be to encourage students to enter those areas where there is currently a shortage.

Funds continue to be needed for the purpose of identifying and then preparing talented but disadvantaged students for meaningful education. Furthermore, funds must be available to provide on-going programs. A great injustice is done when students are granted enough assistance to enter college but are then left alone to adjust to a new and alien culture.

Forward funding would immeasurably assist the equitable distribution of aid. For the last few years the financial aid officers in the colleges have not had any idea how much money would be available to them until after the school year had started. If this information could be known six months earlier, colleges would be able to inform students at the time of application whether or not money would be available. Undoubtedly students with great financial need do not even apply when financial aid officers cannot give them any indication about the likely availability of funds.

#### Resources for Innovations in Teaching and Learning

The second major need of perhaps most educational institutions, and certainly those of the Minnesota State College System, is for money for innovative improvements in teaching and learning. These terms are used in the broadest sense; I am speaking not simply about new ways of teaching traditional material but of a new kind of learning process. For too long all of education has been overly provincial and has tended to ignore both the needs of the larger community as well as its resources. There are unlimited opportunities for partnerships between institutions of higher education and other agencies of society such as business, industry, government, and the arts which could result in more meaningful education and in new services to society.

On the other hand, while education has frequently been attacked for not being more innovative and relevant, the financial resources required are not available. In the

appropriation of funds for education, money for innovation and for new programs has the lowest priority. Budgets are based on that which exists rather than upon what is new. This is particularly true in times of fiscal austerity; state legislatures fund the known and those programs viewed as the "essentials" while cutting requests for the innovative, the different, and the untried.

It is in this area that federal government, through financial assistance and agencies such as the proposed National Foundation for Higher Education, could act to stimulate change and to encourage innovation. It is virtually impossible for a college to make major innovative changes without funds. Often the amount of money required is not substantial, but is beyond that which has been appropriated by the state for operating expenditures. The federal government, through grants for certain kinds of programs, can expand the resources necessary for change.

Care must be taken, however, that federal money is appropriated in a manner that accomplishes this desired end. In the past, federal programs have been created with the best of intentions, but effectiveness has occasionally been lessened because of particular features or because of the manner in which money was allocated. For purposes of illustration, I will comment upon two areas of concern.

Money has most often been appropriated to a particular project in response to a specific application. The problems inherent in this approach are multiple. The new academic activity known as "grantsmanship" has resulted in a variety of difficulties: proposals of questionable value have appeared in voluminous number as a result of the prestige value of obtaining a grant; inordinate amounts of staff time are devoted to preparing proposals for a variety of unrelated projects; proposal writers are sometimes unduly influenced by projects popular at the time, often to the detriment of institutional and even departmental goals and objectives. All too often programs have been oriented to research institutions and funds have been given for important but narrow faculty research specialities and have neither benefited the teaching-learning process nor stimulated change. Indeed, the effect has been to re-enforce the traditional, research-oriented academic values of the university at the expense of student-centered teaching. Moreover, the project approach to federal funding militates against comprehensive institutional planning; a college is not really free to adapt and change as an institution because resources are obtained in a fragmented manner without regard to a coordinated plan. The problem is magnified on a system basis such as in Minnesota. In an effort to avoid duplication and to encourage

cooperative programs a system plan might envision the development of a particular program on only two campuses, but a project is funded on a third. Thus, for the purpose of stimulating change and innovation, grants might more appropriately be made to an institution or to a system, not for a highly specialized project but in response to ideas for more general, far-reaching programmatic innovations. An institution should then be periodically evaluated to determine if resources are being used effectively and in a manner designed to accomplish the stated objectives.

A related concern is that some grants are given only to certain types of institutions without enough consideration to the fact that programs for which the appropriation is intended are not limited to that particular type of school or college. For example, in Minnesota vocational programs are not exclusively found in the area vocational-technical schools. In some geographic areas a state college serves the role of a junior college or a vocational school. Even in some regions where there are vocational schools a state college, through agreement between the two institutions, develops a vocational-technical program. Therefore, I would urge that grants for vocational education be given not by type of institution but according to specific programmatic needs. Thus, funds might be made available for a program located in a vocational-technical school in one area of the state, a junior college in another area, and a state college in a third region. In this manner students in vocational-technical programs are not penalized for attending a particular kind of institution. State plans or agencies – for example, the Minnesota Higher Education Coordinating Commission – can assure that federal funds not be granted for identical vocational programs in the same immediate area, thus avoiding the subsidization of unnecessary duplication.

Assuming that grants for the improvement of teaching and learning could be made to institutions or systems rather than for specific projects, I offer, for purpose of illustration, some examples of programs that could benefit students, institutions of higher education, and, in many cases, the region in which the college is located.

In the fall, 1970, the institutions of higher education in Minnesota and Wisconsin were invited, through the Minnesota State College Common Market Program, to participate in an interstate ecology conference concerning needs and problems related to areas along the boundary waters. Out of this conference there emerged a steering committee charged with the responsibility for identifying needs and proposing studies that could be used

by public agencies in making policy decisions. Funding, however, will be needed to undertake these studies.

This is but one example of the kind of program that has broad and significant implications for education and society. Each of the Minnesota state colleges serves a particular region of the state. While needs and problems vary, all regions face in common the need to respond to the challenges of technological and social change. There exists a great opportunity for cooperative efforts involving institutions of higher education and various other segments of society. The academic resources of the college, including faculty expertise, can be focused upon problems of real relevance for the community. The community benefits as a result of having objective studies upon which to make decisions and practical solutions to critical problems.

A major handicap for colleges in attempting to apply its resources to problems of the community is that of faculty time. There is a recognized need for faculty members to relate their academic disciplines to the problems of society, but there exists, also, the very real restraints caused by limited time and staff. Ideally, faculty members should take leaves from teaching to work in areas complementary to their specialities: a chemist might work on a pollution problem in industry, a political scientist might serve on the staff of a senator or representative, or a management professor might spend a term in a business. In these cases both the professor and the organization in which he takes an internship profits.

The Minnesota State College System is formulating a pilot program called Community Fellowships for Faculty. Developed cooperatively under the Common Market, this program would place faculty members from the six colleges in field experiences related to their teaching areas. The purpose is two-fold: to enrich the faculty member's experience and, hence, make him a more effective teacher, and to make the faculty member's theoretical knowledge available to the practitioners in the field. Because no funds are available, participation is limited to the summer and to those who can afford to be involved in this kind of experience without financial remuneration. Thus, there is a need for funds to use as grants to faculty members so this kind of program can be extended.

Equally important is the involvement of students in off-campus internship programs. Educators are coming to realize that in this society at this time, learning cannot realistically be confined to the classroom and to the campus. The recent Carnegie Commission report, Less Time, More Options, recommends that more service and employment opportunities

be created for "stop-out" periods between high school and college and during the college years so that students may be involved in short-term jobs and apprentice programs. Under the Minnesota State College Common Market, students are placed with various governmental, cultural, business, and social service agencies. Currently various students are spending their spring quarter working in the offices of Senators Mondale and Humphrey, the Defense Contract Administration, the Soil Conservation Service, the St. Paul Arts and Science Center, the Minnesota Historical Society, and mental hospitals, to mention the experiences of only a few. The student's work is coordinated with his academic program so that he receives credit but, more important, acquires insights, sees new relationships, and brings the theoretical and the practical together in a way impossible to achieve on a campus. Presently the student must bear all expenses of relocating and of living in an area that is frequently more expensive than his college community. The absence of a subsidy to defray expenses and to provide a stipend definitely limits this opportunity to those students who come from families with considerable financial resources. At the same time, the office or agency that accepts an intern is required to devote staff time to the supervision of the student, but is not compensated. Many agencies and offices contribute this time gladly, but there is a limit to the number of interns that can be placed with volunteer supervisors. Thus, without funds, a program that contributes immeasurably to the learning process — and one that could not be duplicated at any cost on a campus — is severely restricted. With funds colleges can enter into cooperative arrangements with other institutions of society to provide new and better learning experiences.

Just as it is necessary to bring the resources of education and those of the community together for the mutual benefit of each, it is also imperative that educators improve their own profession and adapt it to the new needs of society. Increasing urbanization has created a demand for a new type of teacher, one who understands the culture of the residents of the inner-city. In an effort to provide better training, the Minnesota State College Common Market Urban Clinical Experiences Program operates in the Minneapolis-St. Paul area for the benefit of students from the outstate colleges. In this program students acquire experience working and studying in various kinds of urban schools. Again, the scope of the program is limited by the amount of funds which each college can contribute to the program.

Related also to teacher education is the need for new programs to train

para-professionals for positions as teacher aids in elementary and secondary schools and for various positions in child day care centers.

Of critical importance is the need to provide funds for the re-training of teachers who find themselves in fields where there is a surplus. The most desirable solution would be to use this period in which teachers are available to redress large student-faculty ratios that have come to be considered "normal." Actually, the term "surplus" is a misnomer. In the absence of funds for this purpose, however, teachers need the opportunity to acquire the additional training necessary to enter some of the areas of education where there is still a serious shortage. These are educated people who need only a little additional specialized training. To do nothing for them is to experience a great waste of talent.

The opportunity for the creation of new career-ladder programs through cooperative efforts between area vocational-technical schools and multipurpose state colleges needs to be developed. Increasing numbers of students are attending the vocational-technical schools, yet many will not desire to terminate their education after two years of technical training. To advance into supervisory and managerial positions, additional education -- special and general -- will be required. Institutional grants could be used, in part, to develop and to support these cooperative programs.

Another major area into which educational institutions must also invest considerable resources is that of continuing education. Not only are more adults seeking education for self-improvement, but many whose current skills are no longer in demand require re-training in preparation for a career change. To achieve meaningful continuing education will require the development of experiences and curricula for new careers -- vocations for which there is no established course of study. This development must occur while present programs are being maintained by existing budgets which leave no monies for such innovation and research.

In the area of graduate education there is a need for the development of new patterns and new programs that respond, at the advanced level, to the realities of modern society. Rather than to traditional research-oriented programs, which have produced an oversupply of graduates, grants should be made available for the development of advanced studies in public service areas. In making money available for this purpose it should not be assumed that the current producers of Ph.D.'s will necessarily be best suited to develop new programs. By tradition and character many of these institutions are oriented to theoretical research rather than to practical application. Care will need to be exercised

to make certain that state master plans do not perpetuate current practice by simply assuming that new patterns of advanced study should be developed by current Ph.D. granting universities. In Minnesota, the six state colleges have not only a long heritage of career-oriented education but, employing the Common Market concept, abundant human resources for offering advanced study for the practitioner. Through the cooperative use of six state college faculties, graduate study in the areas of public service could be economically and effectively developed. However, funds not now available through state appropriations will be required.

In view of the over supply in many areas, the development of new careers and the re-training of adults will be essential. However, students cannot be advised realistically until more sophisticated means of manpower projections are available. There is at this time no really good manpower study; current projections still indicate demand in areas known to be crowded. A real service to students and to colleges would be the development by some national agency, such as the proposed National Institute of Education, of a reliable system of manpower projections.

Higher education is at a critical place in its history; much is required if we are to move from the educational needs of an earlier age to meet the challenge of the present and the future. Money alone will not accomplish the objectives we must set; vision, creativity, and imaginative leadership are necessary prerequisites. The bills before the Senate Committee on Labor and Public Welfare, however, could contribute greatly in assisting students to attend college and in making new, innovative patterns of education possible.

Dr. HAWK. Mr. Chairman, with your permission, we will turn to Dr. Edgar Carlson, executive director, Minnesota Private College Council.

Dr. CARLSON. Mr. Chairman and Senator Mondale, the Private College Council represents sixteen 4-year liberal arts colleges in Minnesota, and in a sense I think I may speak also for a broader private sector.

Four of the 16 colleges received Ford Foundation incentive grants; I think a proportion far above the average.

I have been a college president since 1944. During that time I have had occasion to witness the effect of Federal programs on college education in this country ever since those days—now long gone—when the original, World War II, G.I. bill became a law. I would like to pay tribute to the people who initiated and carried through those programs, the G.I. bills, the housing program, the war surplus, the various loan and grant programs for students, for facilities, the Humanities and Arts Foundation, the National Science Foundation.

Mr. Chairman, you would not have had any occasion to be aware of it, but you and I were together in the White House for the signing of your bill on the National Foundation of the Humanities and the Arts. As a member of the Commission on the Humanities, I had the privilege of participating in the development of that legislation. It must be of great satisfaction to you to see it has developed in the way that it has, and now making a tremendously important contribution to this country.

Senator PELL. Thank you very much. It does give me huge satisfaction, but I cannot resist the opportunity to say how much I regret the White House's inaction—is it a year now—almost a year since Barnaby Keeney was not reappointed as chairman of the National Council of Humanities and the White House has not filled the job. I would hope they would appoint a man to this important post. If anybody from the administration is following these hearings, I hope they would bring our unhappiness in this regard back to the White House.

Dr. CARLSON. Thank you. We share your concern.

One of the reasons the Federal program has been so important to private colleges is that it has tended to concentrate on consumer subsidies, in the form of student assistance such as that provided by the G.I. bill and its successors. It has also provided grants and loans for facilities which have been extremely important. It would be very easy to point out the coincidence between specific Federal programs and the development of education generally, but private higher education particularly.

I must say that in spite of great growth in the sixties, the private colleges are extremely concerned about their present situation and future development.

This grows primarily out of two considerations. One is that the disparity between costs at public and private institutions has become so great as to make it virtually impossible—if not impossible, imprudent—for the student to choose the private institution. I had occasion recently to compare some statistics provided by the American Council on Education for 20 large public universities, over a period of years, with comparable costs in the colleges which I represent.

In 1947-48 it cost \$166 a year more to attend one of our institutions than a public institution.

In 1959-60 it cost \$283.

In 1967-68 it cost \$779 more.

And, in 1969-70 it cost \$1,233 more.

So that now it would appear a person must be ready to spend \$5,000 more for a college education if he wishes to exercise the option of going to a private college.

This is not because these colleges have become inordinately expensive, but because education has become inordinately expensive. The student must carry, in our institutions, about two-thirds of the cost.

Senator PELL. Not to interrupt, but I am also a product of a private college, and agree with you on the value and merit and need in that system. Yet, is it not the responsibility of the public taxpayer's dollar to provide a floor of education? In secondary schools, the floor is provided through the public high school. But there is no pressure on the Federal Government to support the great private high schools, such as Exeter and Andover, Choate and Groton. Would the same not apply to colleges, the function of the taxpayer's dollar is to support public institutions, to provide the floor?

Dr. CARLSON. One has to remember that when he talks about the taxpayer, he is talking about the same person, whether he is talking at the Federal or State level. Consequently, if you speak of the most economical way of using the Federal tax dollars, and it implies the most expensive way of using State tax dollars, then the conclusion is not necessarily valid, I think. That is the Federal Government and the State government must bear in mind the total cost to the taxpayer. If, by making it possible merely to attend at a minimum cost a public institution, you thereby determine in advance that that is where the student is going to go, and then the State is going to have to carry the cost of \$1,000 or \$1,500 of whatever the costs may be for that student, plus providing him facilities, then it would seem to be not an economical use of the taxpayer's dollar. It might indeed be more economical to give him \$500 more to enable him to attend a private institution where those additional taxpayer dollars would not have to be spent.

The second real concern is our financial viability. Fourteen of the 16 colleges I represent had deficits last year. However, if you take the student aid which they themselves contributed out of their own budgets, it was between two and three times as much as their deficits.

Consequently, the increase in deficits is considerably less than the increase in financial aid. I think the two bills, S. 659 and S. 1161 are both commendable in that they do provide some flexibility in the amount of aid available related to costs, and this we think is extremely desirable.

There are three things I think we must ask that a Federal program do or that some program do if the private college is to continue as a viable part of the total. The public must take over the financial problem of the students. There is no reason why the private dispenser of public services should be saddled with the responsibility of solving the financial problem of its clients any more than any other dispenser of public services. We have doubled our investment in financial aid every 4 years. It is now \$4.5 million. Will it be \$9 million 4 years from now? Will it be \$18 million 8 years from now?

If so, we cannot continue. There must be public provision for the financial problems of the students.

The second is: There must be some way of bringing this widening gap between public and private costs together again—not necessarily by substantial increases in the public sector, but there must be another source of income which will make it unnecessary for the institution to rely to the same degree on student income. Because when a public service is low cost, it can be easily carried by voluntary gifts or by the dedication of the people involved in it. But when it becomes high cost, it cannot be carried that way any more than medical services could be carried by the willingness of dispensers to write off the bills of the indigent or by charity beds in hospitals. There must be some standard and more general provision for it.

The third thing that we are concerned about is the capacity to expand, that is to meet our needs with regard to facilities. We express great satisfaction, Mr. Chairman, that your bill both provides for facilities, grants and loans, and for such very important services as libraries and other activities of the institution.

This has been very helpful to us, and we are happy to endorse it. Thank you.

(The prepared statement of Dr. Carlson follows:)

Testimony before The Education Subcommittee of Labor and Public Welfare  
U.S. Senate April 23, 1971

Mr. Chairman and Members of the Sub-committee. I am Edgar M. Carlson, Executive Director of the Minnesota Private College Council. This organization specifically represents the sixteen private four-year fully-accredited liberal arts colleges in the State of Minnesota and more generally represents the needs and interests of the private sector. The Council seeks to foster and implement cooperation among member institutions for the improvement of higher education services and opportunities, to provide a unified voice for independent higher education in the state, and to cooperate with institutions of higher education, governmental agencies and other interested groups in developing policies and programs for the advancement of higher education.

Having been president of one of the member institutions from 1944-1968, it has been my privilege to be closely identified with the problems and the achievements of higher education-particularly as reflected in the experience of the private sector but also in the broader dimensions - since those days when the federal presence on our campuses took the form of V-12 and other military units during World War II. Even though those days now seem far removed, I would like to pay tribute to the national leadership which initiated and has since carried through such far-reaching programs of assistance as the GI Bill, the war-surplus programs, the housing loans, the massive program of student loans in various forms, the academic facilities grants and loans, grants for needy students and the many other programs which have done so much to open the doors of higher education to vastly larger numbers of students and to train the persons and to erect the plants to care for them. Higher education would be much less than it is today if the federal government had not participated at the scale and in the manner which it has - most especially private higher education would be much less than it is today without this federal involvement. Unlike the state appropriations, federal grants have generally been equally available to public and private institutions.

As I review the historical development of higher education in Minnesota I am impressed by the fact that the periods of greatest growth in the private sector have coincided with specific federal programs of assistance. In the period between 1931 and 1939 the proportion of Minnesota students in the private sector increased from

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23.2% of the total enrollment to 25.4%. These were the years of the NYA program of financial assistance to students. In the years immediately after WW II the enrollment pattern shifted further toward the private sector. Between 1939 and 1947 the shift nationally was from 47% private to 51% private and private enrollment predominated until 1952; in Minnesota it was from 25.4% private to 30.3%, and it continued to increase as a proportion of the total until 1954 when it reached 34.1%. There is no question that the major factor in opening up the option of attending private institutions was the original GI Bill. The shift in the other direction coincides almost exactly with the change in the GI Bill in 1952 to a blanket grant for all purposes instead of providing a separate amount for tuition and fees plus a subsistence allowance. The effect of this change was dramatized for me recently by comparing the veteran enrollment at the College of St. Thomas in St. Paul now and in 1948. Then 1800 out of about 2000 students were veterans, now 80 out of 2400 students are veterans. There is probably no other member college at present with as many veterans as St. Thomas.

In many respects the 60's were a time of great growth in Minnesota's private colleges, even though the public sector grew at a much faster rate. The Higher Education Coordinating Commission conducted a comprehensive study of these institutions in 1970. It found that between 1960 and 1970 enrollment grew by 60%, representing a total of more than 11,000 additional students, equal to the combined enrollment of three existing state colleges, two and a half University branches, or the total enrollment in metropolitan area junior colleges at the end of the decade. Their total assets increased by more than \$200 million, their endowments by \$86 million. They expended \$120 million for plant during the decade and paid approximately 60% of it in cash. Of the nearly \$50 million borrowed, \$30 million came from the federal government. It is significant that at the end of the decade these colleges were raising money from private sources for capital purposes at three times the rate (approximately \$12 million a year) at which they were raising money at the beginning of the decade. They nearly doubled their library holdings from 1,200,000 to 2,137,954.

Since the Higher Education Facilities Act became operational in 1964 through 1970, 25 projects have been funded at Minnesota's four year private colleges for a total

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of \$10,502,867 and these colleges have received \$661,440 in matching grants under Title VI A of the Higher Education Act of 1965. It is clear that the growth of these institutions in the sixties is in considerable part the consequence of favorable federal policy.

In view of this impressive record in the 60's what are we concerned about?

First, we are concerned that the disparity between public and private costs to the student has now become so great as to effectively remove the option of freely choosing a private college for the vast majority of students and making it a dubious if not imprudent choice even for those who could afford to do so. Tuition charges at Minnesota's private colleges are relatively modest (ranging from \$1210 to \$2289) but when the average total cost of attendance at these institutions is compared with the average total cost of attendance at twenty large public universities (ACE A Fact Book on Higher Education, 1970) the difference is \$1223 a year or nearly \$5000 for four years. In 1967-68 the difference was \$799; in 1959-60 it was \$263; in 1947-48 it was \$166. Clearly the student does not now face the same kind of alternative with respect to choices which he did in any one of the earlier years.

Although private college enrollment increased by about 60% during the decade, it is significant that the rate of growth has now dropped to less than 1% a year. In 1968 it was 3%, in 1969 it was 2%, in 1970 it was .6%. Nine of twenty-two four year institutions declined in total enrollment in 1970 and ten declined in freshman enrollment. Since 1954 the colleges of the state have projected their enrollments in five year intervals. The private college projection for 1960 was exceeded by 1500, the projection for 1965 was barely reached, the 1970 projection was missed by about 1000. The colleges have indicated their intention of growing by another 11,000 students by 1980 but under existing state and federal programs it is doubtful that they can expect to do more than hold their own and may need to anticipate actual reductions in number as well as in the proportion of the total enrollment.

In attempting to maintain their enrollments and to provide access to their institutions on the part of persons who could not absorb the increasing differential in costs, the colleges have assumed heavier and heavier responsibility for financial aid to

students. Ten years ago the total of loans, grants and scholarships from all sources was \$2,321,572; in 1964-65 it was \$4,959,740; in 1969-70 it was \$10,964,111. During that time direct appropriations from institutional budgets to financial aid increased from \$1,188,822 in 1960-61 to \$4,588,021. In the latter year the colleges were investing 10% of their Educational and General Budget in financial aid. The amount was one-fourth the cost of instruction and departmental research, twice as much as library expenditures, and more than plant operation and maintenance. Federal grants in 1969-70 supplemented the institutional efforts by nearly two million dollars and federal loans and work study programs have been a very great factor in enabling the colleges to put together a package of grants, work, and loans which would be realistic for the student. Approximately 50% of the students attending private colleges are receiving some form of financial assistance and for entering classes the ratio is higher than that. For minority students it is very much higher (between 85% and 95%).

The colleges are caught in a dilemma: they want their institutions to be available to all economic and social levels of our population but under existing funding policies they must ask the student to carry the additional cost of attending their kind of institution. If he cannot, someone must provide the means. If no one else does the institution must do so. This means still higher costs for those who can afford to pay and still higher aid grants for those who cannot. The financial aid contribution from college budgets has doubled every four years during the past decade. For these colleges it is now \$4.5 million. Will it be \$9 million four years from now and \$18 million eight years from now? Already financial aid from institutional budgets equals nearly \$200 per student enrolled. In other words, without the burden of financial aid, tuitions could now be nearly \$200 less than they are.

Second, we are concerned about our financial resources. The figures on financial aid to students may be related to the deficit problems of private institutions. Again, I shall cite findings of the Minnesota private college study.

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In 1960-61, five Minnesota colleges ran deficits totalling \$101,687 but total revenues in all the private colleges exceeded expenditures by \$1,219,163.

In 1964-65, seven Minnesota colleges ran deficits totalling \$375,150 but total revenues in all the private colleges exceeded expenditures by \$685,265.

In 1968-69, eight Minnesota colleges ran deficits totalling \$583,865 but total revenues in all the private colleges exceeded expenditures by \$444,610.

In 1969-70, fourteen of sixteen colleges ran deficits totalling \$2,641,158 and total expenditures exceeded revenues by \$2,608,993. (If one excludes one institution which was atypical both figures are reduced by \$1 million)

An examination of these figures reveals clearly that the present crisis has been in the making for some time and can hardly be construed as a temporary miscalculation on the part of erring administrators. However, if one relates it to the financial aid burden which has fallen to the private colleges, not by their own choice but by force of circumstances which they could not control, the college performance appears quite creditable. Even if one takes the larger deficit figure for the last year it is hardly more than half of the financial aid provided out of institutional budgets during that year. Without that burden they would actually have shown a surplus of about \$2 million.

Minnesota has now enacted a state scholarship and grant program with modest funding. It is hoped that it will increase to a point where it can become a significant factor in meeting the financial aid needs of Minnesota students. The federal government has been our major ally in meeting this need. We believe that it must continue, in partnership with state and private sources, to meet this growing need.

The private sector in higher education in Minnesota differs from that in many other states in that it has no large private university. To the extent that federal programs have been oriented toward the university and graduate level the private sector in Minnesota has not shared in federal support to the extent that has been the case in many states. However, its colleges could well claim to be better than average in the quality of their programs, facilities, staff, and graduates. Indeed, they include some of the very distinguished liberal arts colleges by any standard of measurement. Four of the sixteen member colleges received the highly coveted Ford Foundation incentive grants, a proportion far above that in the nation as a whole. None of them, at least

those who are members of the Council, are likely to close their doors this year or next year or even the year after that. But they know that the present odds against them will become insuperable at some point in the future, for some sooner than for others, unless ways are found to adapt public policies and programs to the new conditions under which they live and work.

Those new conditions are epitomized in the escalation of college costs, though this is by no means the only change. A public service such as education can be subsidized voluntarily when it is inexpensive -- a few dedicated teachers in simple facilities, and a group of people who believe in what they are doing enough to provide modest gifts. When medical and hospital services were inexpensive it was enough to have doctors willing to forget to bill their poor patients and to have "charity beds" in hospitals. Those days are long gone. A whole range of consumer subsidies (medicare, welfare payments, etc.) along with insurance coverages have enabled both public and private dispensers to exist side by side, and subsidies for buildings and equipment have been available from public sources on approximately equal terms. If public hospitals were charging one-fourth to one-third the cost of their services, while private hospitals charged the full cost less whatever they could raise in gifts, I think it is doubtful whether there would be any private hospitals anywhere.

There are at least three things that must be done if private colleges and universities are to continue as a viable part of this country's program of higher education.

1. The student's financial problem must be solved through public programs. This is as true for the student who wishes to attend a private college as for the student who wishes to attend a public institution. It is no more logical to expect the private college to shoulder the financial problems of its students than it is for the private hospital or any other dispenser of a public service. We are greatly heartened by the apparent agreement among the various proposals before this Committee on the high priority that must be given to financial aid for students. Our colleges have been helped by EOGs

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and by work-study programs because a significant number of their students do come from low-income homes. They have, however, had to add very substantial grants from their own resources in order to enable them to attend. We take some pride in the fact that we have proportionately more minority students in these institutions than our share of the total enrollment. In part, it is our desire to make our facilities available to minority and other low-income students which has accelerated our own investment in student aid so rapidly. The provision in S659 for supplementary grants of up to one-half the total aid awarded up to \$1000 in addition to the basic grant offers commendable flexibility for those students who qualify, as does the variable but diminishing proportion of costs carried under S1161. To some extent this is true in S1123 but it is regrettable that the student who wishes to attend an institution which does not already have a public subsidy, and where consequently the student must carry a larger share of the cost, must depend on loans only for this additional cost.

In this connection it would be well if both national and state law makers in their concern for the most economical use of the taxpayers money would bear in mind that they are talking about the same taxpayers. Thus, if in order to make federal tax payments go as far as possible they pursue policies which inevitably add to the state's tax burden they are acting with less wisdom and concern than one might reasonably expect of them. If we allow just enough financial aid at the federal level to enable one to attend an institution where three-fourths of the cost must be carried by the state we will certainly not be surprised if that is where he goes, thus assuring that the state will have to pay an additional amount equal to 70-75% of the cost of his education plus buildings and equipment. It does not improve the choice greatly if we tell him that if he will obligate the state in that amount he will get a grant without strings attached, but if he wishes to relieve the state of that obligation he will have to return the difference at a future date. Is it not a better stewardship of tax funds to invest a little more at the federal level if thereby one saves a good deal more at the state level?

2. The second thing that must be done to keep the private sector viable in the years ahead is to halt and indeed reduce the growing disparity in costs to the student

between public and private institutions. Even if student aid programs based on need should be adequate and adequately funded, escalating costs will at some point effectively discourage students who cannot establish need from choosing a private college. Theoretically, we could create a situation where a disproportionate number of affluent students were concentrated in the public sector because students with need could choose private colleges with little or no penalty whereas those without need could not. While there may be some upward movement in public costs, it would be unrealistic to expect the problem to be resolved in this way. Moreover, private college resources would not necessarily increase because public charges were raised. What is needed is another source of income which will make the private college less dependent on student income and hence reduce the pressure toward higher and higher tuition rates.

Two of the bills before this committee have specific provisions for payments to institutions in the form of "cost of instruction allowances" or "cost of education supplements." Since the lowest tuition charged this year among the colleges which are members of the Minnesota Private College Council is \$1210, the provision in \$659 for \$1200 less any tuition charged would regrettably be of no help in its present form. At this point we must be pardoned if we have a distinct preference for the provisions in S1161. We welcome also proposals that would reimburse the colleges to a degree for the public service which they perform, assuming in effect a contractual relation between these institutions and government which corresponds to relationships between many other agencies performing public services and the government. This might be either on the basis of enrollment or on the basis of graduates. While we believe that institutional stipends tied to needy students would have an important benefit in the added inducement it gives to seek out such students, we are also aware of the importance of establishing the principle of reimbursement for the public service which we perform independent of such special cases as are represented by a specific group of needy students.

3. The third thing which must be done if private colleges are to continue to make the contribution of which they are capable is to provide a portion of the means needed for facilities and equipment. Facilities grants and loans had an effect on the expansion of facilities during the sixties far beyond the amount which they represented.

It would be too much to claim that the just over \$10 million in facilities grants produced the rest of the \$71 million raised for capital expansion, but with the \$30 million in federal loans it certainly had a very great impact on that growth.

The private college study found that 18.5% of the buildings on our campuses were rated "poor" by the presidents and will need to be replaced in the next few years. It is both an indication of tightening budgets and a warning of future deterioration to learn that estimated deferred maintenance would cost \$26 million. Even to provide adequately for their current enrollment the institutions estimated needs of 2 million square feet of new space and to grow as intended more than 3 million.

We therefore commend Senator Pell for including both grants and loans for this purpose. We wish also to acknowledge the importance of the college library program and urge strongly that it be continued along the lines proposed in S659.

We find the proposal of Senator Javits in S1074 for allocations to the states for student aid on the basis of the state's effort to provide student assistance very attractive. It is quite a different matter these days to be operating a college in a state where students bring their own financial aid with them, sometimes in amounts of a half million dollars or more, by virtue of a strong and well-funded state program of financial assistance to students, than it is to be operating a comparable college in a state with little or no financial assistance provided where the college must raise a like amount for its students. It seems to be an entirely appropriate use of federal funds to encourage such state programs through matching arrangements in this field as it has done in many others. It would, moreover, help to equalize educational opportunities throughout the country. There would seem to be no good reason why the same principle could not be followed with regard to any form of general institutional grants whether these are tied to low-income students, total enrollment or number of graduates.

Our colleges concur in the purposes of the National Foundation for Higher Education and the National Institute for Higher Education. We are pleased to note the national concern for new directions and programs and wish to make ourselves available for these purposes in whatever ways are appropriate. We believe firmly in the continuing growth and the increasing importance of the educational enterprise because we believe

in the importance of learning for the present and the future. We must continue to explore and search out and teach in all places and in all ways, but most especially, in the future as in the past, through committed academic communities where men are given the time, the means, and the motives for serious intellectual inquiry and for highly competent training.

Although the above comments focus on the private sector, they are generally applicable to public institutions as well. Financial aid for students, aid to institutions, and the means for growth represent critical needs for both public and private institutions. The public interest is best served when ways of support are devised which enable both public and private institutions as common partners in a joint enterprise to serve students effectively and thus contribute to the well-being of all.

## Minnesota Private College Council

## Background Information

The Minnesota Private College Council is comprised of the sixteen fully-accredited private four-year liberal arts colleges in the state. The oldest among them was founded in 1854 and the youngest in 1912. Seven are located in the metropolitan area, of which six are in St. Paul. Two are in Winona, two in St. Cloud, two in Northfield, one in Moorhead, one in St. Peter, and one in Duluth. In addition to those institutions which are members of the Council there are sixteen other private institutions of higher education, of which four are theological seminaries, five are junior colleges, three are Bible colleges, two are four year colleges, one is a college of law and one is a college of art and design.

The enrollment in all private institutions in 1970-71 is 30,089; in all four year institutions 27,288, in junior colleges 1,205 and in professional schools 1,596. The smallest of the four-year colleges enrolls 736 students and the largest has an enrollment of 2,674.

The private colleges of Minnesota awarded 5310 degrees in 1970, of which 5036 were Bachelors degrees, 34 were Associate degrees and 240 were Masters degrees. Their physical plant has a book value of \$229,752,035 and an estimated replacement value of \$325 million; their endowment funds total \$86,128,096; their library holdings are in excess of 2 million volumes.

The member colleges have received federal facilities grants of about \$10 million and facilities loans of about \$30 million. Their students are beneficiaries of approximately \$2 million annually in federal grants and work-study stipends and the colleges receive another \$1.5 million annually from federal agencies for other operating programs.

Only two of the colleges offer graduate degrees, and these are offered only in limited fields.

The Council has been in existence for more than forty years and is the organization through which the member colleges coordinate their activities. It seeks to foster and implement cooperation among member institutions for the improvement of higher education services and opportunities, to provide a unified voice for independent higher education in the state, and to cooperate with institutions of higher education, governmental agencies and other interested groups in developing policies and programs for the advancement of higher education. In 1968 the Council engaged a full-time Executive Director in the person of Dr. Edgar M. Carlson, President of Gustavus Adolphus College from 1944-1968. He serves as a member of the Board of the National Council of Independent Colleges and Universities.

Senator PELL. The State of Minnesota has taken on a very large commitment, it seems to me, in underwriting the total cost of community colleges.

Dr. HAWK. Mr. Chairman, with your permission, we shall call upon Dr. Phillip Helland, chancellor, State junior college board.

Dr. HELLAND. Mr. Chairman and Senator Mondale. Junior colleges, as you know, are generally thought of as local institutions. Minnesota, however, in 1963 moved away from the concept of local institutions and established a system of State-operated junior colleges.

The intent of the system is to operate colleges which are funded by the State, but are responsive to the needs of local communities. This is a difficult assignment.

Senator MONDALE. I drafted that bill when I was attorney general, and I think we got our first money from a tax on oleomargarine. Some progress does come from strange sources.

Dr. HELLAND. We are now operating 18 State junior colleges, six in the Minneapolis-St. Paul metropolitan area and 12 at out-State locations. Two more out-State locations have been authorized by our legislature, and we expect they will open in the fall of 1973.

The State of Minnesota has taken on a very large commitment, it seems to me, in underwriting the total cost of community colleges. I have been chancellor of the system since its inception, and have seen the problem grow from year to year. The number of students is growing rapidly. We now enroll about 17,000. We expect about 20,000 next year, and we expect about 27,000 by 1975.

The Minnesota junior college system enrolls more freshmen than any other system in the State. This is a change—it has happened very suddenly, and obviously is a concern to those of us who are involved with the administration of these institutions.

While the State underwrites the cost of the junior colleges, it does impose upon us the responsibility to charge tuition of the students who enroll in junior colleges. This is not true in all States, as you know. Our commitment to our legislature is that the State will provide about 70 percent of the cost of instruction, and the student will provide about 30 percent of the cost of instruction. We enroll at the present time about three-fourths of our students in programs preparing for baccalaureate degrees and about one-fourth of our students in occupational programs preparing for job entry.

Mr. Van Tries, who will speak next, will describe Minnesota's system of vocational technical education, which enrolls all of its students in occupational programs.

The reason I mention this is that when you combine the students in the junior colleges with the students in the vocational technical schools, you find the percentage of students in Minnesota's 2-year institutions who are enrolled in occupational programs is considerably higher than you would find, I think, in any other State in the Union.

In charging students the fees that we do, we run into certain problems. We have participated in Federal programs as they have been available to us. We do participate in the national defense student loan program. We participate in the guaranteed loan program. We have a small amount of privately donated scholarship money available. I would say, as Don Smith said, most of our students work, and many of them work full time.

I discussed with Senator Mondale on previous occasions, and I would like to comment again now, that while I think the State of Minnesota has done very well by the middle-class group that attends State junior colleges, and provides the opportunity at relatively low cost to them, we are extremely disappointed in the fact that we have not reached more of the disadvantaged population, particularly in our large cities.

I am pleased, Senator Mondale, that one of our bright young men is serving in your office at the present time as an intern.

I should point out that even though our tuition is relatively small, that our students pay about \$350 for the academic year, if they are residents of Minnesota. They pay about twice that amount if they are not residents of Minnesota. This charge becomes a serious obstacle to disadvantaged students.

Senator PELL. What does it cost?

Dr. HELLAND. That figure is about 30 percent of the cost of instruction.

Since our system started in 1965, we have erected about \$75 million worth of facilities. We have used all the Federal aid available to junior colleges. That represents about 13 percent of the money that has been spent on junior college facilities in Minnesota. That means about \$10 million from Federal sources and about \$65 million from State sources.

As you know, the percentage from Federal sources has been decreasing, and this puts an increasing burden on our State government. That obviously then is one of our concerns—that Federal money for facilities continues to be available and hopefully at an increased rate from what it has been in the last year or two.

We are concerned as I mentioned earlier about the problem of providing for our disadvantaged students. We are concerned that as our system grows, the underwriting of the institutional costs by the State of Minnesota will become more and more of a problem. We are in a legislative session now where even though we seem to be popular in the legislature, we are facing cuts in appropriations.

So we would favor a system of Federal help which would underwrite us with institutional grants, but beyond that give special concern to problems of the disadvantaged.

We are finding, as Dr. Mitau has pointed out for a State college system, that since our institutions are generally rather small, that we do not have people within our institutions who are able in the area of applying for and receiving Federal or State grants for categorical areas.

We are concerned, since we are one of the later entries in the field of higher education, that Federal funds as made available be tied to some kind of State planning. We are concerned that the dollars that come to Minnesota and are available not be left for argument entirely at the Minnesota level, but there be some decision in Minnesota plans as to what percentage should go to vocational schools, what percentage to junior colleges, and so on.

We are concerned about money for innovation and concerned particularly about money for community services. I have mentioned that our aim is to make our local junior colleges responsive to the needs of their communities.

We have disadvantaged population in Minneapolis and St. Paul, obviously. We also have other areas of the State where we have disadvantaged population. We have some very small colleges in the northern part of our State on the Iron Range which are endeavoring to be of service to communities and helping in community development.

It is very difficult for us to find funds for community service in a line item budget which talks about dollars following credits. We must find ways to support the kind of activity which can build up students in a disadvantaged area so they can take part in our regular programs.

We are concerned about funds that would continue to help us with the development of our libraries. One of the difficulties of a system such as ours is that we are committed to institutions at a large number of geographical locations. It would be much cheaper for the State of Minnesota if it could enroll the same number of students in one, two or three locations, with one exceptionally good library.

We are committed to 18 or 20 libraries. We have profited greatly from the library funds that have been available through the Federal Government. We hope that program can be continued.

I do not think I will repeat the things that others have said. But I would say that the concerns we have are primarily aid for the disadvantaged, continuation of facilities grants, money which is available without the necessity for applying for small grants, with a great deal of administrative effort and so on, money for continuation of the library program, and hopefully funds for innovation.

I am encouraged by the discussion of the National Center for Educational Research. We are a small system. We find it almost impossible to do research on our own. We would be helped greatly by a center that could do this, and with which we could have contact.

Thank you.

(The prepared statement of Dr. Helland follows:)

TESTIMONY BEFORE EDUCATION SUBCOMMITTEE

UNITED STATES SENATE

APRIL 23, 1971, 10:00 A.M.

BY PHILIP C. HELLAND, CHANCELLOR  
MINNESOTA STATE JUNIOR COLLEGE SYSTEM

MISTER CHAIRMAN, MEMBERS OF THE COMMITTEE

My name is Philip C. Helland, and I serve as Chancellor of the Minnesota State Junior College System

Minnesota was one of the first states to eliminate the need for local support for its junior colleges and to make them state institutions. We now have a system of eighteen state junior colleges -- six in the Minneapolis-St. Paul metropolitan area and twelve at outstate locations. Two more outstate locations have been authorized and we are planning to open colleges at these locations in the fall of 1973. This year we have about seventeen thousand full-time-equivalent students enrolled with about half of them in the metropolitan area and half of them at outstate locations. Our colleges are operated by a five member State Junior College Board, appointed by the Governor. The mission which we have been assigned by the Minnesota Higher Education Coordinating Commission is as follows:

"The state junior colleges should continue to provide comprehensive commuting opportunities and to offer two years of work applicable to the baccalaureate degree, technical programs leading to the associate degree, general studies programs leading to the associate degree, vocational programs leading to the vocational certificate, continuing education for adults, and community service programs. Efforts of the state junior colleges should be aimed at providing, within the commuting area of each college, approximately equal distribution between terminal occupational programs (including both those leading to an associate degree and those leading to a certificate) and programs which provide the first two years of study which may be applied to meeting requirements for a baccalaureate degree in a four-year institution.

"As commuter institutions, junior colleges should develop general admissions policies which give priority to high school graduates whose place of residence is within 35 miles of the junior college."

About one-fourth of our students are enrolled in occupational or career programs. Three-fourths are enrolled in programs which will apply toward baccalaureate degrees after transfer.

I have mentioned that the need for local funding has been removed in our system. The state now provides about seventy percent of our operating funds and we raise the remaining thirty percent through tuition charges to students. We do not charge tuition for vocational certificate programs, but we do charge for all associate degree programs, whether occupational or transfer. The charge to a Minnesota resident who is a full-time student for this academic year is \$292.50. The charge to a student from outside of Minnesota is twice that amount. The student is also charged an "activity fee" of fifteen dollars per quarter, so the total charge to a Minnesota resident, exclusive of books and incidental expenses, is \$337.50 for an academic year.

Our facilities are provided by a combination of state funds and federal funds. We have used all of the federal dollars available to Minnesota since the federal program began in 1965 -- about ten million dollars, and have received about sixty-five million dollars from the State of Minnesota during the same period. This means that federal funds have supplied about thirteen percent of the seventy-five million dollars we have spent on facilities, and state funds have supplied about eighty-seven percent. The number of federal dollars has been decreasing each year, and the number of state dollars has been increasing.

So much for background about our system. If you would like additional information, I will be happy to answer questions later. I would like to turn now to problems which I see ahead and suggest areas in which we need federal help.

Our State legislature has treated us very well. Our budget requests have been met in most instances. I feel that we are doing a good job of providing quality education at relatively low cost for the middle class in Minnesota. I am disappointed in our performance in reaching disadvantaged students and in providing an adequate program of community services.

Our tuition charge, though relatively low, is an obstacle to economically disadvantaged students. We have very little available in the way of student aids. We are using the National Defense Student Loan program, the Guaranteed Loan program, and the Work-Study Program, and we receive money from the state which can be used to employ students to help with clerical and custodial work on our campuses, but we have almost no funds available for direct grants to help disadvantaged students. I concur with the others who are appearing here today in the hope that a high priority in federal legislation will be given to the matter of grants to disadvantaged students.

The appropriation which we receive from the Minnesota legislature is based largely upon the number of college credits that will be generated by courses taught. We need help in the provision of non-credit community services and hope for federal seed money which could be used to stimulate our own legislature in this regard.

We hope that federal money for facilities and equipment, including libraries, will continue to be available. The stimulation of federal funds has helped us in securing state funds for these areas.

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Since our institutions are small, we have a hard time finding staff to prepare proposals that will qualify under categorical grants. We would be best served by a combination of direct grants to institutions and additional grants for service to the disadvantaged.

Minnesota's system of state junior colleges is a relatively young system and we are trying to be innovative in our approach to instruction. I am encouraged by the proposals for a national foundation for educational research and hope that they will be supported.

In most states, junior or community colleges now have visibility in state government through a separate board or department and a state director. The state directors as a group have taken the position that desirable federal legislation from the point of view of junior colleges should provide for the establishment of an agency within the Office of Education at the bureau level so that junior colleges could have the same visibility at the federal level.

State directors have taken the position that desirable federal legislation should also require that a comprehensive state plan should be developed by one group representing all concerned agencies in the state. I support this position.

In summary, I would like to state that Minnesota's state junior colleges have already been helped a great deal by federal support and that we appreciate the stimulation federal funds have given to additional state support. We have a tremendous task before us as we endeavor to equalize educational opportunity in Minnesota. We look forward to working with the federal government as partners in this endeavor.

BACKGROUND INFORMATION ON  
PUBLIC JUNIOR COLLEGES IN MINNESOTA

Number of institutions in 1970-71 - 18

Number of full-time-equivalent students in 1970-71 - 17,153

General mission of the institutions

"The state junior colleges should continue to provide comprehensive commuting opportunities and to offer two years of work applicable to the baccalaureate degree, technical programs leading to the associate degree, general studies programs leading to the associate degree, vocational programs leading to the vocational certificate, continuing education for adults, and community service programs. Efforts of the state junior colleges should be aimed at providing, within the commuting area of each college, approximately equal distribution between terminal occupational programs (including both those leading to an associate degree and those leading to a certificate) and programs which provide the first two years of study which may be applied to meeting requirements for a baccalaureate degree in a four-year institution. As commuter institutions, junior colleges should develop general admissions policies which give priority to high school graduates whose place of residence is within 35 miles of the junior college." \*

History of the State Junior Colleges

The first public junior college in Minnesota was opened in 1914 at Cloquet. Two others, Rochester and Faribault, opened the following year and Rochester is still in operation. It is interesting to note that in 1915-16 Minnesota had three of the nineteen existing public junior colleges in the United States. A later table will list the opening dates of existing colleges. A number of them opened and closed in the past. They were: Cloquet, 1914-18; Faribault, 1915-18; Jackson, 1916-18; Pipestone, 1919-23; Duluth, 1927-50; Tracy, 1936-48; Crosby-Ironton, 1937-48; and Albert Lea, 1938-43.

The establishment of these institutions was originally encouraged by President Vincent of the University of Minnesota, who was instrumental in getting the University Senate to pass regulations in 1914 for accrediting these new colleges and to establish in 1915 a standing committee on "Relations of the University with Other Institutions of Learning" which performed such functions. Permissive legislation allowing the establishment of public junior colleges was not passed by the legislature until 1925, by which time ten junior colleges had already been opened (four of which had already closed).

The junior colleges were operated by the public school districts until 1964. Until 1957, the colleges were supported entirely from local resources and student tuition. The 1957 Legislature provided the first state aid in the amount of \$200 per full-time equivalent student. The aid was increased to

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\*Excerpt from Minnesota Higher Education Coordinating Commission, Proposal for Progress, January, 1969.

\$250 in 1959, \$300 in 1961, and \$350 in 1963. The 1963 Legislature also passed the law establishing the Minnesota Junior College Board and giving it authority to set up a system of State Junior Colleges with complete state support.

As mentioned above, the Minnesota Junior College Board was established in 1963. It is a five member board appointed by the governor for seven year terms of office with the advice and consent of the Senate. The school boards operating the eleven existing junior colleges were given the option under the new law to transfer operation of the colleges to the new State Board by mutual agreement. All junior colleges were so transferred in the summer of 1964. In the case of Eveleth and Virginia, it was understood that the two colleges would eventually be combined in a new facility. The law provided for a total of fifteen colleges, with three to be in the metropolitan area and consideration to be given to the needs of northwestern Minnesota.

The 1965 Legislature approved changes in the law to permit five junior colleges in the metropolitan area and the designation of International Falls as a new site. The first phase of a building program was also approved by the 1965 Legislature.

The 1967 Legislature approved a sixth metropolitan location, in Minneapolis, and allowed for a step-up in the building program.

The 1969 Legislature provided for continued expansion of facilities for existing colleges as well as planning money for two new campuses to be located at Cambridge and Fairmont.

The following summary indicates the activity which has taken place since establishment of the State Junior College System in 1964:

#### 1964-65

- \* 4,581 Full-Time Equivalent Students Enrolled
- \* State System Established
- \* Eleven Colleges Taken Over From Local School Districts
  - Austin State Junior College - Austin
  - Brainerd State Junior College - Brainerd
  - Eveleth State Junior College - Eveleth
  - Fergus Falls State Junior College - Fergus Falls
  - Hibbing State Junior College - Hibbing
  - Itasca State Junior College - Coleraine
  - Rochester State Junior College - Rochester
  - Vermilion State Junior College - Ely
  - Virginia State Junior College - Virginia
  - Willmar State Junior College - Willmar
  - Worthington State Junior College - Worthington
- \* One New Campus Occupied
  - Brainerd State Junior College - Brainerd

## 1965-66

- \* 6,992 Full-Time Equivalent Students Enrolled
- \* Three New Colleges Opened
  - Anoka-Ramsey State Junior College - Circle Pines
  - Metropolitan State Junior College - Minneapolis
  - Northland State Junior College - Thief River Falls

## 1966-67

- \* 8,466 Full-Time Equivalent Students Enrolled
- \* One New College Opened
  - North Hennepin State Junior College - Osseo
- \* Three New Campuses Occupied
  - Austin State Junior College - Austin
  - Itasca State Junior College - Grand Rapids
  - Worthington State Junior College - Worthington
- \* Two Colleges Merged
  - Virginia State Junior College and Eveleth State Junior College became Mesabi State Junior College - Virginia

## 1967-68

- \* 10,529 Full-Time Equivalent Students Enrolled
- \* Two New Colleges Opened
  - Lakewood State Junior College - White Bear Lake
  - Rainy River State Junior College - International Falls
- \* Two New Campuses Occupied
  - Anoka-Ramsey State Junior College - Coon Rapids
  - Metropolitan State Junior College - Minneapolis

## 1968-69

- \* 13,169 Full-Time Equivalent Students Enrolled
- \* One New College Opened
  - Normandale State Junior College - Bloomington
- \* Five New Campuses Occupied
  - Fergus Falls State Junior College - Fergus Falls
  - Hibbing State Junior College - Hibbing
  - Mesabi State Junior College - Virginia
  - Normandale State Junior College - Bloomington
  - Rochester State Junior College - Rochester

## 1969-70

- \* 15,016 Full-Time Equivalent Students Enrolled
- \* Three New Campuses Occupied
  - North Hennepin State Junior College - Brooklyn Park
  - Northland State Junior College - Thief River Falls
  - Willmar State Junior College - Willmar

## 1970-71

- \* 17,153 Full-Time Equivalent Students Enrolled
- \* One New College Opened
  - Inver Hills State Junior College - Inver Grove Heights
- \* Three New Campuses Occupied
  - Inver Hills State Junior College - Inver Grove Heights
  - Rainy River State Junior College - International Falls
  - Vermilion State Junior College - Ely
- \* System Consists of Eighteen Operating Colleges All On New Campuses

## 1971-72

- \* 19,490 Full-Time Equivalent Students Expected
- \* Programs and Campuses Being Planned for Cambridge and Fairmont

Curriculum

Minnesota junior colleges have had a long history of providing transfer education for those students seeking the baccalaureate degree. In recent years there has been increasing emphasis on the development of general and technical-vocational education programs.

Distribution of students in 1970-71 is approximately as follows:

Foundation Courses	2%
Vocational Certificate Programs	6%
Semi-Professional and A.D. Technical Programs	19%
General Studies and Transfer Programs	73%

## Enrollment

## MINNESOTA STATE JUNIOR COLLEGES, OPENING DATES, ENROLLMENT FIGURES AND FUTURE ESTIMATES

State Junior College	Opening Year	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1974-75
									Est.
1. Pocheater	1915	881	1,044	1,316	1,532	1,558	1,695	1,874	3,000
2. Hibbing	1916	547	594	745	698	638	728	746	970
* Eveleth	1918	118	150	178	-	-	-	-	-
* Virginia	1921	435	486	512	-	-	-	-	-
3. Vermillion (Ely)	1922	158	182	273	263	239	251	232	400
4. Itasca (Grand Rapids)	1922	268	309	412	402	541	535	543	750
5. Northington	1936	385	481	584	590	660	623	660	750
6. Brainerd	1938	233	266	359	390	440	461	500	650
7. Austin	1940	490	532	697	820	903	896	829	1,150
8. Fergus Falls	1960	234	266	372	424	492	495	541	750
9. Willmar	1962	192	271	409	500	575	611	701	750
10. Ancker-Ramsey (Ocon Rapids)	1965	-	-	529	894	1,190	1,507	1,700	3,000
11. Metropolitan (Minneapolis)	1965	-	-	453	623	817	835	898	2,250
12. Northland (Thief River Falls)	1965	-	-	155	256	291	303	323	400
13. Mesabi (Virginia)	1966	-	-	-	673	642	719	749	970
14. North Hennepin (Brooklyn Park)	1966	-	-	-	401	955	1,122	1,379	2,750
15. Rainy River (Int'l. Falls)	1967	-	-	-	-	151	236	318	400
16. Lakewood (White Bear Lake)	1967	-	-	-	-	492	966	921	2,500
17. Corvendale (Bloomington)	1968	-	-	-	-	-	1,186	2,112	3,000
18. Inver Hills (Inver Grove Heights)	1970	-	-	-	-	-	-	-	2,000
Cambridge	1973								400
Fairmont	1973								400
TOTALS		3,941	4,561	6,994	8,466	10,529	13,169	15,016	27,240
Percent Enrollment Increase Over Previous Year.		6.6%	16.2%	52.7%	21.0%	24.4%	25.1%	14.0%	81.4%
Percentage Increase Over 1963-64		-	16.2%	77.5%	114.8%	167.2%	234.2%	281.0%	591.2%

\*Eveleth and Virginia were combined in 1966 to form Mesabi State Junior College.

Senator PELL. Thank you very much. I think there is one more member of the panel to speak.

Dr. MITAU. With your permission might I add one very brief thought to this, and underscore the need for funds for regional services. The point that the distinguished chancellor of junior colleges has made is that these smaller institutions have to provide service to immediate surrounding, and it is of great significance to our colleges as well. The kinds of services that they are rendering towards problem-solving in matters of pollution control, in the area of improving ecology, small town government, and better community planning are the kinds of services that cannot readily be provided with traditional patterns of resource allocations through line item budgets. Our colleges find very much like junior colleges that the immediate surrounding communities are looking to them increasingly for practical problem-solving kinds of studies, and we would very much like to join them in that emphasis.

Dr. HAWK. Mr. Chairman, the last but not the least, of the components represented today is the area of vocational technical school, represented by Robert Van Tries, assistant commissioner for vocational-technical education.

Mr. VAN TRIES. Mr. Chairman and Senator Mondale, I think I should explain that I am substituting for the commissioner, because there was a very serious accident in his family and he was unable to be here.

The Minnesota area vocational schools take care of about 18,000 full-time, job preparatory students and in excess of 80,000 part-time, adult supplementary students.

The people who make use of these institutions have found that they offer the best choice of training for transition from a formal education situation to the world of work. They also offer front line resources for the retraining of the unemployed and effective support for those in business and labor seeking to continue their education.

Now, we are concerned about the overall educational legislation. We are moving to the point where we are providing educational services from the sand box to the pine box. We think this whole thing has to be coordinated. You cannot necessarily put all segments of it and develop these without relationship to other segments.

In my prepared testimony I pointed out some of our concerns. I would like to review them with you. One thing is the advisory councils. We have had experience with advisory councils through the Vocational Act of 1968, Public Law 90-576. And I am concerned that the Federal Government may be getting into the position of creating so many advisory councils that these advisory councils in and of themselves contribute to the confusion.

I think that any advisory councils that are created have to be coordinated with full understanding of what the others are contributing. They have to be organized with the intent of maximizing the productivity of the councils, and legislation to some of this effect has been introduced in the House by Representative Green and Representative Quie. I think the Congress should ensure the intent of this legislation while protecting the right of the State to deliver those services without laborious reporting procedures. I think this is another problem we have with our present Federal legislature. There is a lot of reporting procedures which we see no reason for.

I think that any education, as mentioned already, should be designed to provide services to the people, not services to institutions.

In my prepared testimony I made reference to planning. I think here Congress itself is open for some criticism. Any legislation requiring planning by the States should provide similar obligations to the Federal offices and to the Congress itself.

In the past, Congress has told the States to plan and then has ignored a similar obligation on its own part. Plans have been massive accumulations of data no one uses.

I think another very serious thing that needs some attention is overview—review of the functions, missions and goals of the U.S. Office of Education. Right now it lacks any definition. There have been so many reorganizations over the past 8 years that even the telephone numbers are uncertain from day to day, and lack of leadership and low moral of the office seems to be designed rather than accidental.

Congress has the responsibility to take a look at the effectiveness of the U.S. Office of Education, because no other organization has authority or the willingness to determine whether it is capable of carrying out the mandates of the people as expressed by the Congress.

I am also concerned about reliance placed on accreditation. A seeming hallmark of a good institution of higher education is its ability to achieve accreditation by regional accreditation agency. I do not want to depreciate the value of accreditation, but I think everyone should be aware of the fact that accreditation does not imply quality programs, and that there are other measurements of quality which may be better than accreditation alone.

The State plan as required by many Federal programs is a good idea. In the case of our plans, they are subject to public hearing, and I would suggest that with education, particularly higher education becoming more and more removed from the people, that public hearings of State plans and yearly plans for operations is reasonable, and one way to get public participation closer to the higher education programs.

From the standpoint of the area vocational schools itself, our biggest single problem is the problem of construction. Over the next few years, 5 years, we could efficiently and effectively spend over \$22 million of funds for construction alone. Thirty-nine percent of the graduating seniors have indicated they would seek services from this type of institution, and when graduating seniors from Minnesota attempt to get these services from this type of institutions, they are not going to be served because we do not have the facilities in which to serve them.

(The prepared statement of Dr. Van Tries follows:)

P R E S E N T A T I O N

T O

SELECT COMMITTEE ON EQUAL EDUCATIONAL OPPORTUNITY

B Y

Robert P. Van Tries, Assistant Commissioner  
Division of Vocational-Technical Education  
Minnesota State Department of Education

April 23, 1971

MINNESOTA'S POST SECONDARY SYSTEM -  
AREA VOCATIONAL-TECHNICAL SCHOOLS

Minnesota has a comprehensive post secondary system of education consisting of University of Minnesota campuses, state colleges, private colleges, junior colleges and 28 area vocational-technical schools, with 4 additional institutions designated and building.

My concern is that the impact of the 32 area vocational-technical schools, offering programs of two years or less, be considered in any legislation providing assistance to institutions and students. These institutions serve over 18,000 full-time, job preparatory students and in excess of 80,000 part-time, adult supplementary students. For the persons served, these institutions offer their choice of the best training for transition from formal education to careers in the world of work. They also offer a front line resource for the retraining of unemployed, and effective support for those in business and labor seeking continuing education.

These institutions are effectively articulated to provide alternative avenues of education for those students who are motivated by relevant learning experiences. The avenues are open to all individuals regardless of past educational success or economic or social status, thus offering an upward mobility to persons otherwise refused access to, or success in, institutions of higher education.

As a citizen of the state of Minnesota, as well as a representative of the Minnesota State Department of Education, I am concerned that federal legislation take into consideration the same kind of articulation between secondary and post secondary education which currently exists between secondary education, adult, and the operating post secondary area vocational-technical schools. An ultimate goal for priorities may be K - 16. At the present time, however, we believe a more realistic immediate goal is K - 14.

This committee may be primarily concerned with higher education but the orderly educational progression from birth to death without traumatic interludes experienced by dropouts, delays and artificial barriers must be considered in drafting higher education legislation.

Future legislation should not only be directed at the maintenance of an existing educational structure but should also have an impact on the delivery of services to those persons seeking such services.

Minnesota is an interesting study of what students think post secondary experiences should constitute. For over 30 years, the Bureau of Testing at the University of Minnesota has gathered data on the post secondary aspirations of high school students. Until two years ago, a great majority of students planned to attend institutions offering traditional kinds of degree-oriented education. Since 1969, the data collected shows that of those indicating an intention of continuing their learning experience, 36 percent desired to pursue educational opportunities reflecting a career-oriented experience such as that provided in the area vocational-technical schools. From conversations with my counterparts in other states, I am led to believe this development is not peculiar to Minnesota.

Any legislation providing assistance to higher education must be meaningful from the standpoint of student needs rather than the traditional structures of institutions.

#### Advisory Councils

The vocational acts, dating from 1917, have required advisory councils in varying degrees of sophistication. The 1968 Vocational Amendments (Public Law 90-576) requires planning and public hearings annually. As education, at all levels, becomes further removed from the people, this type of arrangement provides for input from interested and concerned users of the service. This has been a strength of that Act.

The formation of additional advisory councils should be clearly defined as to relationship with existing councils, which have responsibilities for all levels of occupational training, with the intent of maximizing the productivity of both groups, such as legislation introduced in the House by Representative Green and Representative Quie.

Congress should insure the intent of legislation while protecting the right of the state to deliver those services without laborious reporting procedures. Congress should not dictate to the states the delivery system to be used.....it should set a goal for providing services to people and leave the nature of attainment of the goal to the state.

### Planning

Any legislation requiring planning by the states should provide similar obligation to the federal offices and the Congress itself. In the past, Congress has told the states to plan and then has ignored a similar obligation on its own part. Plans have been massive accumulations of data no one uses, expending resources that could be better used for other purposes. One redeeming feature of the plan required under Public Law 90-576 is that it requires a public hearing and thereby makes provision for participation of the public in the planning process. The fact that this participation has been disappointing does not diminish the advisability of the provision.

Functions, missions and goals of the United States Office of Education itself lack any definition. There have been so many reorganizations over the past eight years that even telephone numbers are uncertain from day to day. The lack of leadership and low morale of the office appear to be by design rather than accidental.

Congress has a responsibility to take a look at the effectiveness of the U. S. Office of Education because no other organization has the authority or willingness to determine whether it is capable of carrying out the mandates of the people as expressed by the Congress.

### Accreditation

A seeming hallmark of a good institution of higher education is its ability to achieve accreditation by a regional accreditation agency. I am not sure that federal legislation should give credence to these agencies by building them into the framework of legislation. These agencies have historically perpetuated themselves and the accredited institutions. They become a club. If you belong to the club, everything is fine.....you have a status symbol. That is all you have.....you have very little assurance, if any, that the program is better than a nonaccredited program. Legislation under consideration should be cognizant of the fact that regional institutional accreditation does not guarantee quality, and other quality indicators should be permitted to substitute for such agencies.

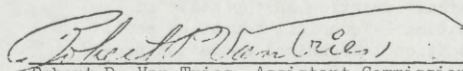
The State Plan, as required by many federal programs, indicates efforts and priorities set by state legislatures composed of elected officials, state boards composed of individuals appointed by elected authorities and public hearings at which citizens have an opportunity to express themselves

To interpose regional or national accreditation requirements in federal legislation provides a tool by which the institutional responsibility to respond to people needs can be effectively abdicated.

#### Construction

If the post secondary delivery system is to serve these heavy demands in the occupational areas, a massive effort must be mounted, and mounted immediately, to provide the bricks and mortar to house such programs. The most critical problem in Minnesota today in area vocational-technical school post secondary education is construction.

Facilities must be provided if students are to be served. Conservatively speaking, Minnesota could efficiently and effectively expend 20 to 22 million dollars per year for the next five years on construction. A large share of these dollars will have to come from sources other than state and local resources. We must look to the federal government for this assistance; therefore, any legislation intended to assist students in their pursuit of post secondary educational opportunities must take this great need into consideration.

  
Robert P. Van Tries, Assistant Commissioner  
DIVISION OF VOCATIONAL-TECHNICAL EDUCATION

April 21, 1971

MISSION OF VOCATIONAL-TECHNICAL SCHOOLS

The mission of the Area Vocational-Technical Schools in Minnesota is to provide quality education and training as general orientation, specific preparation, retraining and upgrading. Education and training is provided for employment in occupations in all fields and levels other than the professions or those requiring a baccalaureate degree.

The area vocational-technical schools were established as a part of the Minnesota System of Public Education in 1945 to equalize educational opportunities for the people of the state.

The area vocational schools provide education in trades, industrial and technical occupations, distributive occupations, health occupations, office occupations, agriculture occupations, personal services occupations, and home-making occupations.

It is the primary concern of Vocational Education that the youth and adults throughout the state of Minnesota will have ready access to vocational-technical education which is of high quality and which is suited to their needs, interests and abilities.

To facilitate the mission of Area Vocational-Technical Schools, state assisted vocational-technical education programs should conform to the following well-established standards and principles if they are to provide efficient and effective training:

The State Board for Vocational Education shall be the administrative authority for all vocational-technical education in the state of Minnesota. The State Plan for Vocational-Technical Education shall be the instrument through which vocational-technical education programs are defined and structured.

Vocational-technical education shall provide adequate and timely instruction in both preparatory and supplementary training which will reflect occupational trends, meet the changing needs of job requirements and encourage effective citizenship.

The primary purpose of the curriculum shall be to prepare students for occupational entry or advancement, with the exception of those students enrolled in vocational classes in the secondary schools where the training is directed toward competence in useful skills and the knowledge of the world of work.

The content of the curriculum shall be based on the skills and knowledge required in the occupations and will be developed and conducted in consultation with persons actively engaged in the occupations.

The instructional staff shall be composed of persons who are occupationally and professionally competent.

The staff serving vocational-technical programs shall include competent personnel responsible for and capable of insuring a sound program of assistance to students in selection, enrollment, placement and follow-up.

The staff, through proper coordination with industry, shall accept the responsibility for the placement of students.

Instructional facilities and equipment shall be comparable to those acceptable in the occupation.

Senator PELL. Thank you very much indeed.

Before turning the questioning over to the senior Senator from Minnesota, I wanted to be sure I understood the panel correctly. Who is the spokesman for the group?

Dr. HAWK. I will be.

#### SUPPORT OF COMMITTEE BILL

Senator PELL. Which bill do you support as a group, the administration bill, S. 1123, or the committee bill, S. 659, if you had to choose between the two?

Dr. HAWK. If we have to choose between the two, we would clearly choose the committee bill.

Senator PELL. Thank you very much.

The Senator from Minnesota.

Senator MONDALE. If you could add S. 1161, you would not mind that, would you?

Mr. HAWK. Indeed, Senator Mondale, we would not. I might add in candor, the comprehensive bill introduced by Senator Pell amended to incorporate the very visionary provisions by your bill, Senator Mondale, would provide excellent legislation to this Congress.

Senator PELL. May I add that it is not my bill. It is a composite bill including Senator Mondale's and other Senators' ideas, the eventual choice will probably be somewhere along these lines.

Senator MONDALE. I think in the light of the shortage of time, I will limit myself to one area of questioning.

There seems to be a growing acceptance in this committee that there has to be some kind of new assistance to higher education institutions. The questions are, should we have it, would it be a new feature, and if so, what should be the definition of that kind of cost of educational allowance?

I gather everyone of the panel here speaks in support of that approach, is that correct?

Dr. MITAU. Mr. Chairman and Senator Mondale, what is needed most, aside from additional Federal funding for student aids, are Federal resources which could allow greater program flexibility at the college level—which would enable colleges to innovate more effectively. There has been a tremendous amount of rhetoric about the needed change in higher education. As all of you no doubt realize, it is very difficult to implement changes in higher education without the kind of Federal financing that will provide the college with funds to do its own planning. In order to move ahead toward accelerated academic programs, toward more individualized instruction, wider community service, and new career opportunities for graduates of the vocational schools we need additional resources and there has not been the kind of State funding for the changes that many of us talk about and that nearly everybody would like higher education to consider or adopt.

Senator MONDALE. Would it not be the case, Dr. Smith, that particularly in graduate schools, and I think it is true in higher education generally, that the tremendous—almost cruel—local pressures for revenues are placing tremendous pressures on education institutions, particularly at the graduate school level?

There is growing reluctance on the part of the State legislatures to give adequate support to graduate schools on the grounds that they

are really national schools—that is, the students come—are dispersed nationally.

Dr. SMITH. That is right, Senator Mondale. I think the principles appear in the bills that when you approach the problem of aid to students, you approach simultaneously the fact that a reciprocal grant to the institution is essential. The fact is that there are reciprocal costs involved, and the institutions are not—they do not create the kind of capacity that is needed to really provide educational opportunity for the students unless there is a recognition of the fact that taking on the students involves types of incremental costs and types of innovative developments which ought to be financed at the graduate level.

This is extremely important, it has been recognized in some of the institutional grant relationships, the different fellowships. It is clearly the case that we build centers of excellence in graduate post baccalaureate education as a national commitment.

It would be simply tragic to back away from that commitment at this time, and there will not be funding to fill the void if that occurs.

Senator MONDALE. I would like to ask one final question of Dr. Carlson.

I think there is a growing consensus on the committee that there should be a new cost of education or institutional grant approach. The grant would reflect realistic understanding of the increased cost of quality in private education, because private higher education does not have the State subsidies which State higher educational institutions enjoy.

Would you answer again why you think it is a justified expenditure for the Federal Government to provide for a grant which reflects these higher costs, such as that suggested in my bill?

Dr. CARLSON. Mr. Chairman, it seems to me, as I said before, we are talking about total tax liability, and that for the Federal Government to expend money in ways which obligate or mandate further expenditures on the part of the State seems not to be a wise procedure if it could spend it in ways which would not have that effect. This may be done by increasing the freedom of the student to choose institutions where the State is not required to make comparable additional investments.

I do not believe that any government ought ever to pay private institutions more than the total cost of education at a public institution. I think therefore that the provision for diminishing scales is a very reasonable one.

On the other hand, we will have to be pardoned I think at this point for having very distinct preference with regard to the two proposed cost to education allowances here, for that in S. 1161, which does take into account this variation, \$1,200 less tuition, since the lowest tuition in our State, in the private sector is \$1,210, would not be helpful to us.

Senator MONDALE. Would you say we are getting at the point where the future role of quality of private education is in jeopardy unless some such support is available—and that we are already at the point where quality private education is beyond the reach of hundreds of thousands of able, but poor students?

Dr. CARLSON. Yes. I think it could be pointed out by the fact that in the 1960's we grew about 60 percent. In 1968 we grew 3 percent; 1969, 2 percent, and this past year six-tenths of 1 percent.

Senator MONDALE. Actually some good schools have vacancies this year?

Dr. CARLSON. There are 5,000 vacancies in private institutions in Minnesota.

Senator MONDALE. Because of the financial variable we are pushing ahead to expand facilities at the public college and vocational level, which we must do, but some of those slots could be taken up even for less money if we would fill the slots available in private colleges—

Dr. CARLSON. I think there is no question about it.

Senator MONDALE. If we look at the cost-benefit ratio, it may be a good bargain.

Mr. Chairman, I wish to express my gratitude to the panel and to you for permitting what is really a unique presentation.

I think this is the first time that this committee has had a panel representative of the full spectrum of post high school education within a State, representing public as well as private, vocational education as well as the other facets of State college systems, central universities, junior colleges and our whole coordinating commission system.

I think it has been a unique presentation. I think it is also eloquent testimony, and I am not sure you could have paneled such a group 10 years ago. It is eloquent testimony, not only the unity shared by our higher education in our State, but the tremendous need and the tremendous unfulfilled role which the Federal Government must assume if we are going to deliver our children decent education.

Senator PELL. Thank you very much indeed, gentlemen, and thank you, Senator Mondale, for bringing such an interesting panel before this subcommittee.

The next panel is a group representing the American Vocational Association: Mr. Burkett, Dr. Olivo, Dr. Crabtree, and Mr. Berryman. Come forward and introduce yourselves.

**STATEMENT OF LOWELL A. BURKETT, EXECUTIVE DIRECTOR,  
AMERICAN VOCATIONAL ASSOCIATION, WASHINGTON, D.C.;  
ACCOMPANIED BY DAVID BERRYMAN, DIRECTOR, VOCATIONL  
AND INDUSTRIAL EDUCATION, SPRINGFIELD PUBLIC SCHOOLS,  
MISSOURI; DR. MYRNA CRABTREE, DIRECTOR, HOME ECONOMICS  
AND CONSUMER EDUCATION, NEW JERSEY STATE DEPARTMENT  
OF EDUCATION; AND C. THOMAS OLIVO, PHILADELPHIA, PA.,  
PRESIDENT, AMERICAN VOCATIONAL ASSOCIATION**

Mr. BURKETT. It is indeed a privilege for representatives of the American Vocational Association to come before you this morning. We are here to present to you some of our views in regard to the expansion and extension of the vocational educational amendments of 1968. We believe these amendments have helped to create many outstanding programs of vocational education, and we commend the Congress for having enacted this legislation.

We have with us this morning a panel of three people, Dr. C. Thomas Olivo, president of the American Vocational Association, Dr. Myrna Crabtree from the New Jersey State Department of Education, and Mr. David Berryman, director of vocational education in Springfield, Mo.

Dr. Olivo will be our first witness.

Senator PELL. All statements will be put in the record in full at the end of each testimony.

Dr. OLIVO. The prepared statement for the record reflects the American Vocational Association's appreciation to appear before the subcommittee in support of the provisions of the Vocational Education Act Amendments of 1968, as being a workable vehicle that will accomplish much needed educational reform, provided it is updated and given the adequate tools with which to implement it.

We commend the education subcommittee for S. 659, which strengthens the provisions of sections identified in my written testimony beyond their current expiration to July 1, 1975, to further carry out the intent of equalizing educational opportunity.

Anyone critically analyzing human and societal needs and our educational system and the rate of societal change recognizes there is no one who can predict with any accuracy the date when essential education reform will be accomplished.

The educational systems of the United States, I trust you recognize, are still designed for the elite minority. Curriculums were never developed based on honest analyses and educational hurdles and concepts were and still are dominated by liberal cultural elitists who impose an education for nonoccupational bound youth on the majority of our youth, who do not seek such academic preparation or want, or need it. And this is a sharp contrast with vocational curriculums which are based on occupational analyses, manpower, and human needs for employment bound youth and adults.

You may ask about seed moneys through 54 years of Federal funding and what have they helped to do? Materially they have helped to produce much of this Nation's skills and productive capability and productivity.

Importantly, the Federal dollars and legislation have developed a national manpower training capability through vocational education that reaches most people in all communities throughout the Nation.

In a very few moments Mr. Berryman will relate to the impact of these seed moneys on one of the geographical programs.

Effectiveness of vocational education qualitatively and quantitatively has been restricted by limited dollars, and lack of manpower coordination, Federal leadership, and accountability, organizational structure, among others.

The written testimony that you have for the record suggests that we will never, no, never, achieve equality of educational opportunity until Congress places top priority on maximizing the development of its greatest wealth and resource, which are its people . . . every one in this Nation.

To be specific in relation to S. 659, top priority, means commitment of adequate legislation, adequate accountability, adequate leadership, adequate financial resources, and, importantly, through permanent legislation for part B, which relates to the grants to States, and part C; part D that you have identified as exemplary programs; part E relating

to residential vocation educational facilities. And the written testimony, Mr. Chairman, identifies the need, the significant need, for investment in the residential facilities in each of the States.

Part G you will recognize as cooperative educational programs; part H, the work study for vocational students; and part I, curriculum development in vocational and technical education.

May I caution the committee that safeguards should be provided in (part I) curriculum development activity so that no commissioner may take the money and use it for purposes other than that for which it was intended in vocational and technical education.

Dr. Crabtree will talk with respect to part F on consumer and home economic education.

Mr. Chairman, we recommend that Part F of the Education Professions Development Act be extended to fiscal year 1977 at an authorized level of \$50 million to help prepare, in the one area in education that needs more teachers, the 17,000 new teachers (additional teachers) that are needed in the program to provide essential services.

Now, may I return to the top priority of national leadership and accountability. We would suggest that you include in the bill a part which relates to accountability and administrative structure and organization.

Ironically, Congress entrusts the functions of accountability and leadership to the Office of Education, whose activities, organization and commitment have reflected a lack of priority, and who have reduced vocation education and the practical arts to subservient positions to all other forms and levels of general and higher education.

Mr. Chairman, we will never have equality of educational opportunity unless Congress protects the people through safeguards which assure that vocational education and manpower training are equal partners in the total educational enterprise.

We will never have equality of educational opportunity unless Congress creates in legislation an administrative framework with personnel and organizational structure at high enough levels to impact on educational change.

What I am talking about is an educational revolution within HEW, and within OE . . . We see a need, if a complete revolution which requires complete recycling. We see a need, if vocational education is to be relevant, for a higher position as assistant secretary reporting to the Secretary of the Department of Health, Education, and Welfare.

We see a need for a level of position commensurate with deputy commissioner, directly accountable to the commissioner of education, and a bureau with levels of position and depth of positions to truly function and be accountable.

Now, to return the statistics and comparison that are contained in the written testimony—you may want to review these at a time when each may concentrate in depth on what they reveal.

Mr. Chairman, in summary, and very quickly, may I say, that I have talked to the establishment of an accountability unit, created by law, either inside or outside of HEW and OE.

I have talked to the point of financial resources needed to develop occupationally competent teachers that will be needed in an ever-growing program of service to employment bound youth and adults. I have talked to the point of extending the expiration dates in the provisions that you have identified for a long period of investment through permanent extensions.

Mr. Chairman, I would like to thank you for the privilege of sharing these precious moments and to deal in all candor with much needed educational reform so that we may truly serve our youth and our adults.

We stand ready in the American Vocational Association to work with the subcommittee on refining a plan of legislation which will be responsive continuously to the manpower and human needs of our people, and will provide accountability to the Nation.

Thank you.

(The prepared statement of Mr. Olivo follows:)

Statement by C. Thomas Olivo  
President, American Vocational Association  
BEFORE THE  
Subcommittee on Education  
Senate Committee on Labor and Public Welfare  
Room 4232, New Senate Office Building  
April 23, 1971, 10:00 a.m.

Mr. Chairman and Members of the Education Subcommittee:

The American Vocational Association is most appreciative for this opportunity to testify on S. 659, The Education Amendments of 1971. Our Association represents some 47,000 vocational education teachers from many occupational fields, vocational guidance counselors, vocational education administrators, teacher educators and research personnel, vocational advisory council members, manpower specialists, and others. We are a professional association dedicated to the continuing growth of services to youth and adults through vocational and practical arts education.

After years of nurturing, we see evolving in America today a concept in which vocational-technical education, practical arts education, and manpower training and development are being recognized as the mainstream of a total education and training program in which general academic education is an inseparable part. Vocational-technical and practical arts education brings within the grasp of the greatest majority of youth and adults the potential for human fulfillment. Such educational programs are vital to this Nation, for not only do they offer hope to individuals but they also provide assurance for our continuing technological supremacy and national security.

It is for these and other reasons, Mr. Chairman, that we are here to support the provisions of S. 659 that call for renewing the authorization for certain Parts of the Vocational Education Amendments of 1968 (P.L. 90-576) due to expire at the end of the current fiscal year.

At the same time we are here to recommend to this Subcommittee one important change in the existing language of S. 659 and also to urge you to include language relating to the administration of vocational education within the U. S. Office of Education. With your permission, I will speak first to these two recommendations.

Section 201 of S. 659 (Page 101) provides that the authorization for Part B of the Vocational Education Amendments of 1968 terminates at the end of fiscal year 1975. This Section of the Act provides matching grants to the States to fund vocational education programs for youth and adults.

In creating the first statute to provide Federal funding for vocational education more than 50 years ago, Congress recognized the national interest in vocational education by providing funding for State grants on a permanent and continuing basis. With the assurance that vocational education Federal funding would be available, States and local communities have responded by investing their own resources in vocational-technical education programs. In the last fiscal year for which figures are available, the Federal appropriation was approximately \$266,000,000; States and local communities matched these funds with some \$1,400,000,000. Thus the State and local investment in vocational education is more than 5 times that available from Federal sources. This State and local investment has been possible, in part, by the fact that the Federal government expressed its continuing interest and support for vocational education programs by making permanent the authorization of funds.

Under the existing provisions of P.L. 90-576, Congress has required of the States long-range program plans for vocational education. The Act specifies that planning shall be for a minimum of three years and a maximum of five years. An additional planning feature was incorporated which calls for local comprehensive plans for vocational education. While State plans have always been required under the Federal Acts, for the first time in our history, both the States and local communities have been stimulated to plan for comprehensive programs of vocational education. This fact alone has stimulated growth and development in vocational education and, at the same time, has created a new demand and necessity for programs at all levels.

Therefore, we urge this Subcommittee to delete from S. 659 the provision that would terminate Part B (Grants to the States) at the end of fiscal year 1975. Under existing law this provision is permanent and continuing with an authorization level of some \$565,000,000. To retrench from this strong and affirmative support for vocational education at this period of development will, in our judgment, be contrary to the purposes for which Congress enacted P.L. 90-576.

An education program which increases the productive capacity of the Nation and provides a stable socioeconomic environment is important to the Nation as a whole. Vocational education lies at the heart of our national welfare, and we strongly urge this Subcommittee to reject a policy which would give vocational education "temporary" and subservient status at the Federal level. The Federal government has a major accountability to insure that vocational education is efficiently and effectively provided through a coordinated manpower effort. Manpower needs are national in scope and the Nation's national security, economic stability, and human fulfillment of its citizens are served through vocational education.

#### Administration of Vocational Education at the Federal Level

We turn now to our recommendation for inclusion of language in S. 659 to create an administrative framework and accountability for vocational education at the Federal level.

It is significant to recall that when Congress first enacted legislation for vocational education, it created a strong administrative body at the Federal level. The program of vocational education was administered by the Federal Board for Vocational Education consisting of the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, the Commissioner of Education, and three members appointed by the President and confirmed by the United State Senate. Such a structure provided

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for the necessary lines of communication between education and the various occupational areas to the end that people, citizenship development, education, manpower training, and jobs were brought together through the process of vocational education.

In 1933 the Federal Board was dissolved and the administration of vocational education was delegated to the U. S. Office of Education. The program of vocational education has continued to be administered within that structure although it has been subjected to a series of shifts and changes resulting in its virtual disappearance as an effective office for Federal leadership and accountability.

In the allocation of Federal resources, in legislative changes to bring improvement and expansions in vocational education, the United State Congress has taken the leadership. While we are grateful that Congress has continued to respond to the Nation's needs for vocational education, we submit that there are vital leadership and accountability roles that must be accepted and administered by the U. S. Office of Education. Until and unless that occurs, we will continue a system of priorities in education which are in contradiction to the needs of people and to the social and economic well being of the Nation. To illustrate this point, the Federal government now invests \$14 in higher education for every \$1 that it invests in vocational education. Our Nation spends \$4 in remedial manpower programs for every \$1 that it invests in vocational education as a source of prevention for unemployment and welfare. It should be a matter of more than a passing interest to note that the total Federal investment in 1970 for the 8.8 million vocational education students was approximately \$300 million. At the same time, the Federal government invested through the Department of Labor's various manpower programs more than \$1,360,000,000 for an enrollment of 971,000 persons.

With one-fourth as much funding as is provided for the Labor Department programs, vocational education enrolled nine times as many persons as were served in the various manpower programs.

We believe that these priorities are unrealistic and that they reflect judgments made primarily in the executive branch of our government. Without support and commitment from the executive agency, which is in turn reflected in the budgeting process, vocational education will continue to be understaffed and underfinanced at the Federal level without accountability. In short, there must be national leadership for a total program of vocational-technical and practical arts education.

Vocational-technical education is an integral part of the Nation's system of education. Its programs are designed to meet the social needs of all citizens as well as the manpower needs of our economy. The primary mission of vocational education is preparation for work, retraining, and upgrading which bring purpose to the educational process.

Vocational education can and does occur at all levels of education and in many types of institutions. Vocational education has significance at all levels of government--local, State, and national--and each level of government has an important and vital function relating to the purposes of the program.

The National leadership and accountability role for vocational education has consistently declined over the last decade while during the same period of time Congress has enacted major legislation to expand and improve the Nation's capability for providing vocational education opportunities "for all persons of all ages of all communities."<sup>1</sup> The weakest link in the chain of leadership necessary for implementing the goals and purposes of the 1968 Amendments is without doubt at the Federal level.

One method of measuring commitment is to look at the resources allocated to getting a job done. In looking at the administrative structure for vocational education within the U. S. Office of Education, you will find that it is one of three bureaus

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<sup>1</sup>Statement of Purpose, P.L. 90-576.

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under a Deputy Commissioner for School Systems. To place vocational education in this indifferent administrative hierarchy is to overlook the fact that it is a program that cuts across institutional lines and certainly is broader than programs ordinarily conceived as elementary and secondary education. The functions of research and teacher education are delegated to other bureaus and agencies, thus there is no way in which the total program of vocational education can be integrated into all facets of education. Instead it is splintered and fragmented to the point where there is no central focus for vocational education in the U. S. Office of Education.

Aside from an unworkable, inefficient and ineffective administrative structure that cannot provide adequate leadership and accountability, the Office of Education commits virtually no staff to function in vocational education. In January of this year, the American Vocational Association compiled figures showing the existing staffing pattern of the U. S. Office of Education. We include these selected figures for the record, but I would like to point out that of the 69 employees allocated to the Division of Vocational and Technical Education, 39 are identified as professional vocational educators. A few of the staff are exceptionally well qualified. However, the limited experience and expertise of the remaining professional staff with many of the component parts of the total program of vocational education precludes their providing needed leadership for development and program accountability. Thirty of the 69 employees are secretarial and clerical. It is humanly impossible that token staffing of this nature and number can operate a responsible organization which is committed to effectiveness and accountability of services to almost 9 million students. It is, moreso, ridiculous to assume that the same impoverished organization could operate a program whose potential student membership should be tripled.

U. S. OFFICE OF EDUCATION STAFFING<sup>1</sup>

January 1971

<u>Bureau of Adult, Vocational and Technical Education</u>	<u>Employees</u>
Bureau level	43
Division of Adult Education	31
Division of Manpower	45
Division of Vocational Technical Education	69
Total.....	188
 <u>Bureau of Elementary and Secondary Education</u>	
Bureau level	55
Plans and Supplementary Centers	74
Compensatory Education	102
State Agencies	76
Impact-School Aid	62
Equal Opportunity	24
Total.....	393
 <u>Bureau of Higher Education</u>	
Bureau level	55
University programs	42
Academic facilities	31
Special Services	47
Student Financial Aid	117
College Support	26
• Institute for International Studies	129
Total.....	447
 <u>Bureau for Planning, Research, and Evaluation</u>	
Deputy Commissioner's Office	11
National Center for Educational Statistics	141
National Center for Educational Research and Development	143
Office of Program Planning and Evaluation	30
National Center for Educational Communications	40
Total.....	365
Office of the Commissioner	67
Regional Office Coordination	419
Office of Legislation	20
Interns and Support Positions	61
Public Affairs	38
Office of Administration	341

<sup>1</sup>These figures are selected for purposes of comparison and do not reflect total staffing at the U. S. Office of Education.

For several year the American Vocational Association has been concerned about the lack of leadership for vocational education at the Federal level. We have had many meetings on this subject; our delegate body has passed resolutions; we have conducted field studies to determine the nature and extent of services that should be provided by the U. S. Office of Education in leadership and accountability roles in vocational education. In spite of the new legislation enacted during the last 10 year period, and in spite of the rhetoric coming from officials of the U. S. Office of Education (in both Democratic and Republican administrations) there has been no positive action to strengthen vocational education leadership and accountability at the Federal level. We believe that the time has come for Congress to respond to this need through legislation. Therefore, we urge you to include in S. 659 provisions to establish a bureau for vocational education within the U. S. Office of Education. The head of this bureau should report directly to the U. S. Commissioner of Education and he, or she, must be a person with background and experience in vocational education. The Federal administrative agency for vocational education should be organized and staffed on these broad basic principles:

1. Vocational education programs are often developed in cooperation with other departments and agencies of government; therefore, the policy and decision-making level for vocational education in the U. S. Office of Education must be such that its director can deal directly with his counterparts in other departments and agencies of the government where programs must be developed and conducted cooperatively.

2. Vocational education makes a major and unique contribution to the education of youth and adults through the application of knowledge from the disciplines with skills and practices in business, industry, agriculture, health industries, the home, and other occupational supportive services to prepare people for vocations. Such education contributes to national defense, national security, elimination of poverty, economic well-being, and employability. To achieve these goals the services of a

vocational education program, including research and teacher education, must be maintained as a major and distinct entity in the U. S. Office of Education.

3. Vocational education as the mainstream for the development of citizenship capabilities and occupational competence threading through all levels of education and all programs of education is concerned with, and is an integral part of, secondary education, postsecondary education, adult education, education for youth and adults with special needs, and higher education. Because of these broad concerns, vocational education services within the Office of Education should fall within the same administrative and policy making levels as coordinate services so that effective liaison is possible within the Office of Education and other departments of government.

4. Leaders in vocational education in the U. S. Office of Education must be competent vocational educators with depth of training and experience in vocational education in the area of their major responsibility. Parenthetically, it should be noted that the vocational administrator is a composite of skills in general education administration and in the occupations of the world of work, the latter as a result of direct experience with them.

We strongly urge you to legislate an administrative agency of this nature for vocational education at the Federal level. The creation of such an agency must accomplish the unification of all the various functions relating to vocational education into one administrative unit within the Office of Education; it should increase the number of staff to enable experienced and competent vocational educators from each of the occupational areas to give guidance and direction to the total program; it should give representation to vocational education at the highest policy level within the U. S. Office of Education. Without this administrative focus and bureau responsibility, the efforts of this Subcommittee of Congress to achieve equality in education may be fruitless.

EXTENDING AUTHORIZATIONS FOR P.L. 90-576

The final part of our testimony is concerned with the provisions of S. 659 to extend the authorizations found in Section 102(b), Part D (Exemplary programs), Part E (Residential facilities), Part G (Cooperative programs), Part H (Work-Study), and Part I (Curriculum) of P.L. 90-576. Others here today will speak specifically to the provisions of Part F relating to consumer and homemaking education, but I would also have my testimony reflect our support for the continuation of this important program of vocational education.

We are making no suggestions for change in the existing law other than supporting a simple extension of funding at the levels authorized for the current fiscal year. All sections of the Act are currently funded at less than the levels authorized. The following chart shows the extent to which authorized funds have been appropriated to implement P.L. 90-576 for fiscal year 1972.

FUNDS AUTHORIZED FOR VOCATIONAL EDUCATION  
(P.L. 90-576)

PROGRAM	AUTHORIZATIONS	(H.R. 7016) APPROPRIATIONS	BUDGET RECOMMENDATIONS
Grants to States (Sec. 102(a))	\$675,000,000*	\$377,012,000	\$374,302,000
Disadvantaged (Sec. 102(b))	40,000,000	20,000,000	-0-
Work-Study (Part H)	35,000,000	6,000,000	-0-
Exemplary (Part D)	75,000,000	16,000,000	-0-
Cooperative (Part G)	75,000,000	19,500,000	-0-
Demonstration Residential Schools (Part E)	35,000,000	-0-	-0-
Grants to States for Residential Schools	50,000,000	-0-	-0-
Professions Development (Title II)	35,000,000	-0-	-0-
Consumer & Homemaking (Part F)	50,000,000	21,250,000	-0-
Curriculum (Part I)	10,000,000	4,000,000	-0-
<b>TOTAL</b>	<b>\$1,080,000,000</b>	<b>\$463,762,000</b>	<b>\$374,302,000</b>

\*Includes 10% set aside for research and training activities.

Vocational, technical, and practical arts education in the United States today is experiencing its greatest period of growth. Since enactment of the 1968 Amendments, vocational education has shown evidence of becoming an increasingly effective and dynamic force throughout the Nation. An analysis of the information received from the state directors of vocational-technical education in annual reports submitted to the U. S. Office of Education reflect the following needs and future projections:

- In fiscal 1970 there were 8,793,960 persons enrolled in vocational education. This was an increase of 10.2 percent of the 7,979,366 enrolled in fiscal year 1969.
- In 1970 there were almost a million disadvantaged and handicapped persons enrolled in vocational education. (Disadvantaged - 805,384; handicapped - 115,219).
- According to projections taken from the state plans for vocational education, graduates from these programs will supply, in 1971, 31 percent of the labor market demands as seen in the United States. In 1975 the projections are that vocational education program graduates will supply only 24 percent of the labor market demands. Enrollments and graduates in vocational programs are and will continue to be on the increase. However, projected labor demands for these growth years have been estimated by the states to be expanding more rapidly than the program output.
- According to follow-up reports from state agencies and the U. S. Office of Education, the average unemployment rate of vocational education graduates between the ages of 18-24 is 5.2 percent. The average unemployment rate of those in the same group who do not have the advantage of vocational education background is at least 24 percent with large variations dependent upon the race and location of the group being studied.
- In 1969, approximately 850,000 students completed their studies, and about 50% of these were available for job placement. Of the total, secondary and post secondary, 76.9% were placed (73.6% of the secondary and 90% of the post secondary) in fields directly related to their education. The average percentage unemployed was 5.2% (5.7% for secondary students, 3% for post secondary). The balance were employed either part time or in unrelated fields. The 5.2% unemployed compares favorably to the general population for these ages in which the unemployment rate approaches in excess of 30%, depending on age and race.

In order to make continued progress, and to move even more forcefully in the directions given by P.L. 90-576 we must have a continued authorization for those programs that are just now getting under way.

We especially urge this Subcommittee to continue support for residential vocational education facilities (Part E). This section of the Act has never been funded. On the basis of established need, every state should have at least one residential vocational education facility. The Federal government has supported the construction of residential facilities for practically every college campus throughout the Nation. Such facilities are also needed at institutions that offer vocational education. We must not continue to discriminate against the student who chooses to enter a field of employment that does not require the baccalaureate degree.

As an appendix to this statement, we are including for the record information concerning vocational education programs funded under the provisions that will expire at the end of the current fiscal year. We believe these are evidence of need as well as evidence of the capability of vocational education to move in new directions to meet social and economic needs of people.

#### FUNDS FOR TEACHER EDUCATION AND VOCATIONAL PERSONNEL DEVELOPMENT

Our concluding recommendation, Mr. Chairman, concerns the education and preparation of vocational education personnel. Quality teacher education is a basic requirement for quality vocational education. This assumption has been a fundamental premise in vocational education for more than a half century.

Projected expansion of vocational education and manpower development programs draws attention immediately to the need for teacher education and personnel development. During this decade, an increase of from 100% to 150% in the number of teachers is anticipated. Currently there is a reported shortage of some 17,000 vocational education teachers--the only teaching field where such a shortage does exist.

The increased personnel need is accounted for by the expansion of existing vocational education programs, by the introduction of new programs, and by making vocational education available to groups of people not previously served by vocational education.

Although the present programs of vocational teacher education may well become the nucleus for expanded programs, new forms of teacher education must be identified and utilized. A major portion of future expansion will take place in the form of in-service teacher education and short-unit teacher education programs for special groups--teachers for the disadvantaged, the handicapped, and a variety of ethnic groups, and others. Certainly the expansion of teacher education, in quantity, quality, and diversity must match the expansion in vocational education and manpower development.

We recommend that Part F of the Education Professions Development Act (Title II, P.L. 90-576) be extended to fiscal year 1977 at an authorized level of \$50 million.

In conclusion, may I again express appreciation for this opportunity to present our views on S. 659. We urge you to take action as soon as possible so that P.L. 90-576 can be extended during this session of Congress. You are well aware of the fact that we are only a few months away from the beginning of the Federal budgeting process for fiscal year 1973. In order for proper planning efficiency to occur, we should have a much lead time as is humanly possible.

We hope you will accept our major recommendations, and we offer our services to you in perfecting the language necessary to implement these recommendations.

Thank you very much.

AMERICAN VOCATIONAL ASSOCIATION  
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EXEMPLARY PROGRAMS IN VOCATIONAL EDUCATION  
CONDUCTED UNDER PART D (PL 90-576)

Exemplary programs and projects in vocational education have been initiated in every state and territory. There are two hundred (October 1970) projects currently operational across the nation. In addition, one project has been initiated in each state and territory from the Commissioner's share of Part I funds.

The projects launched under the Part D exemplary funding by the States range over a diversity of problem areas, and are targeted on particular problems which each State has identified as having the highest priority in its particular situation. A major thrust across many of the States has been an attempt to begin structuring the educational system around a career development theme. Examples:

Missouri, Moberly School District, an exemplary project designed to activate a career development program for all students in Grades K-12.

New Jersey, Camden City, sponsored a Pilot Occupational Orientation Program in the elementary grades which became a model for a Statewide program which Governor Cahill is now supporting on a broad scale with funds from the New Jersey State Legislature.

Ohio, Dayton City Schools and Cincinnati City Schools, used exemplary program funding to launch career orientation programs for 7th and 8th grade students as well as four other major school districts across the State.

Virginia, the Petersburg Public Schools, have undertaken a project directed to the pre-vocational development of disadvantaged youth in sixth and seventh grades.

Wisconsin, Shawano Schools, are establishing a career development program from kindergarten through the 7th grades.

In addition to these types of activities, which are directed toward development of comprehensive career education programs, attention has been given to a variety of other problem areas. Examples:

California, San Diego County, an exemplary project involves the establishment of a computer-assisted work experience placement service.

Colorado, Jefferson County, the expansion of the secondary occupational information program is being carried out under an exemplary grant.

Michigan, Genesee School District, has established a computer-based guidance and career exploration system under an exemplary project grant.

Texas, an exemplary grant has made possible the planning and development of a systematic school-industry training relationship in the construction industry.

Other State projects have been noted which relate to emerging vocational training areas such as hospitality, law enforcement, marine science, agriculture, marketing, natural and environmental science, ornamental horticulture, and transportation occupations. Some projects direct themselves specifically to the disadvantaged and/or handicapped, to work experience programs, to individualize learning systems, to bilingual programs, and to mobile skill training and simulated skill training units.

All of the Federally-administered projects (Commissioner's share of Part D) involve the development and operation of a model career development program which begins with broad occupational orientation at the elementary level, continues through exploratory experiences at the junior high school level, provides cooperative vocational education and other forms of job preparation at the senior high school level, and culminates with the placement of all students when they leave the school system. (Placement to be either on the job or in post-secondary education.)

Increased and continued funding is essential to the life of ongoing exemplary programs and projects for which funds have been, in many cases, committed for a 3-year period beginning in FY 1970. As an example, the projects implementing the structure for the career education concept which are federally administered will by the nature of their comprehensiveness and their complexity require a minimum of three years for full development and maximum impact on educational practice in the Nation.

In addition, demand from the local communities for the kinds of vocational education and career development programs now being demonstrated in these projects indicates that full funding of the originally authorized sum would permit a tremendously accelerated pace enabling school districts to move into programs which now appear to hold the key to educational relevancy in America.

Full funding would also permit the Nation's leadership to move vocational education programs more rapidly into emerging occupational areas; into programs which provide a higher level of partnership with business and industry, including new systems for vocational training; and into the arena of providing retraining and upgrading for young workers who are released from their jobs for the purpose of increasing their educational attainment.

The Exemplary Programs and Projects in Vocational Education are demonstrating what may well be our most effective system for bringing about lasting change within the educational community. The latitude and flexibility built into this part of the 1968 Amendments permits the U.S. Office of Education and the States to move into actual practice those systems, methods, techniques, and thrusts which up to now have, to a great extent, been gathering dust on the shelves of researchers as examples of good ideas.

AMERICAN VOCATIONAL ASSOCIATION  
1510 H Street, N.W.  
Washington, D. C. 20005

## ENROLLMENT IN VOCATIONAL EDUCATION PROGRAMS

	ENROLLED	ANTICIPATED	*PROJECTED	
	1970	1971	1972	1975
Special Disadvantaged** Section 102 (b)	80,000	95,000	100,000	140,000
Consumer and Homemaking Part F	2,419,216	2,369,685	2,507,765	2,879,074
Cooperative Vocational Education*** Part G	23,001	166,664	223,352	393,076
Work Study Programs Part H	15,522	89,434	113,581	175,264

\*Projections for enrollment made by the State Director of Vocational Education in each state.

\*\*These students are not reported separately in the Annual Report for Vocational Education from the States. It is estimated that nationwide, approximately 10% of the reported disadvantaged students are in the category of special disadvantaged.

Projections shown by the state directors for vocational-technical education indicate an anticipated increase of 45,000 students to be enrolled in special disadvantaged programs by the year 1975. This equates to a need for 3,700 new special disadvantaged programs to be established in the United States prior to 1975 (Class size in a special disadvantaged program will average 12 students). The need for 63 additional programs to serve the special disadvantaged programs per state anticipated by 1975 impresses the importance of continuing support for vocational-technical education programs.

\*\*\*Cooperative Education--One of the fastest growing forms of vocational education in the United States today has a projected growth of more than almost double student enrollment for the next school year. The emphasis placed upon relevant business and industry oriented training has caused enrollment projections to increase from 23,000 to 393,000 in 1975.

The projected enrollments for post secondary education are reflecting the emphasis being given to this segment of vocational-technical education. Projections are that post secondary institutions will enroll almost twice as many disadvantaged students in 1975 as in 1971, 126,581 in 1971 and 220,859 in 1975. In addition, the cooperative programs at the post secondary level are expected to expand from 12,200 in 1971 to 33,900 in 1975. The emphasis upon target groups mandated by the 1968 Amendments to the Vocational Education Act are having an impact on the programs in the States.

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VOCATIONAL EDUCATION EXPENDITURES BY SOURCE OF FUNDS\*  
FY 1970

	TOTAL	FEDERAL	STATE & LOCAL
Part A 102(b) Special Disadvantaged	\$ 10,231,731	\$ 7,600,389	\$ 2,631,341
Part D Exemplary (State)	\$ 4,876,684	\$ 3,446,989	\$ 1,429,695
Part F Consumer and Homemaking	\$171,851,985	\$13,147,682	\$158,704,303
Part G Cooperative	\$ 13,024,737	\$ 7,248,008	\$ 5,776,729
Part H Work Study	\$ 4,623,910	\$ 2,517,395	\$ 2,106,515

\*With the exception of Part F (Consumer & Homemaking) the Federal funds do not require state and local matching.

## APPENDIX IV

AMERICAN VOCATIONAL ASSOCIATION  
1510 H Street, N.W.  
Washington, D. C. 20005

CURRICULUM DEVELOPMENT  
PART I - P.L. 90-576

Funding

<u>Authorization</u>	<u>Appropriated</u>
FY 1969 -- \$ 7,000,000	\$ -0-
FY 1970 -- 10,000,000	880,000
FY 1971 -- 4,000,000	4,000,000

Staffing for Curriculum Development

<u>Number of professional vocational educators on staff</u>	<u>Dates</u>
1	Present
2	1968 -- Nov. 1970

Projects Funded in FY 1970

Several of these projects are still in the developmental stages and must have continuation of funds.

Post-Secondary -- (one-half of the funds appropriated were used for curriculum development for post-secondary programs.)

New and emerging occupations

Urban Planning and Development Technology) post secondary  
Air Pollution Technology ) curriculum guides

Pediatric Office Assistants -- program guide

Expanding occupations,

Police Science Technology )  
Library Assistant ) post secondary curriculum guides  
Teacher Assistant )  
Medical Radiological Assistant)

Upgrading Nursing Assistants (to licensed PN) -- program guide

-2-3-

Air Traffic Controller	)	
Social Work Assistant (Community Service)	)	post secondary
Educational Media Technology	)	curriculum guides
Veterinary Technology	)	

Use of Vocational Funds in Post High School Programs (Guide/Handbook)

Other Areas of Vocational Curriculum Development

Occupational Orientation (World of Work information--for grades 1-2 & 3)  
 Vocational Guidance Handbook-- "The Outlook for Careers Through Voc-Tech Education."

Guides/Handbooks, such as:

Cooperative Education Programs in Small Schools  
 (Include employer's role and responsibilities).  
 Organizing a Consumer and Homemaking Program for out-of-school  
 youth and adults  
 Updating existing listing of State developed curriculum materials

Miscellaneous

Survey of Curriculum Materials produced in cooperation with other  
 government agencies (including the Department of Defense)

Curriculum Development Projects funded FY 1971

1. Development of curriculum and multi-media materials and industrial personnel in computer sciences relating to data communications networks.
2. The inventory of Air Force vocational course materials for possible adaptation to the civilian school system.
3. Establishment of the Institute for Education and Technology. (Several Bureaus are providing funding to be handled by the Division of Adult Education Programs.)
4. Balance of available funds to be used for development of career education concepts.

Dissemination of Curriculum Efforts

88 curriculum items printed through Government Printing Office during the last 8 years and have been distributed in amounts varying between 5,000 to 10,000 copies each.

8 items have been printed and distributed by non-government sources.

Even with the current appropriation at \$4,000,000, the projects involving curriculum development are few and not nearly covering the needs. Funds designed for curriculum development are apparently being diverted to develop the career education concept and specified for use in some of the models being proposed for career development.

In the past some materials developed have not been published and disseminated for budgetary reasons. This raises again the question of management, emphasis, and commitment to vocational education.

April 1971

## APPENDIX V

EXAMPLES OF PROGRAMS  
FOR DISADVANTAGED STUDENTSAmerican Vocational Association  
1510 H St. N.W.  
Washington D.C. 20005

The following are only a few of many examples of programs being conducted for the special disadvantaged segment of our society through vocational education. These examples highlight the total concern for all students shown by vocational educators today.

PENNSYLVANIA

## Area Vocational-Technical School, Fayette County

Building Maintenance instruction is offered to boys of limited academic capacity and potential ninth and tenth grade dropouts. Curriculum includes a wide variety of common construction and maintenance skills and related knowledge. Less than one percent fail to graduate.

A summer Work Experience program was conducted for twenty-five boys and girls recruited and paid by the Federal Neighborhood Youth Corps. Student duties included painting decorating, groundkeeping, and general maintenance of school facilities.

FLORIDA

## E. Dixie Beggs Educational Center, Pensacola, Escambia County

The school can accommodate six hundred boys and girls aged fourteen to nineteen years. The students are considered potential dropouts because they cannot relate to an academic high school setting due to their low level of social and economic background. Skill training includes power mechanics, woodworking, horticulture, appliance repairs, health occupations, building maintenance, business, and personal services. Girls can also learn sewing, dressmaking, fashion design, and flower arranging. Curriculum is ungraded and includes basic education training in math, communications, and reading. After completion, students enroll in regular high school or the area vocational-technical center, or remain at Beggs to develop employment skills. The waiting list to enroll in the Center is 1,300 students.

## Duval County

One hundred twenty students who are mentally or emotionally retarded or physically handicapped are taught marketable skills during summer programs at three county high schools. Because they have experienced "social promotion" in an academic setting, their efforts are channeled into the area of their natural interests. Skills taught include automotive body repair, machine shop, general construction, short order cooking, office work, and remedial reading. Special features of the program include a survey of careers, small classes, and individual instruction.

NORTH DAKOTA

Bowman High School, Bowman

One-third of the enrollment of Bowman High School is served by Vocational Agriculture. A special section of the program provides the disadvantaged students with individual help and nongraded instruction. Particular emphasis is placed on off-farm options in business, production, and mechanics.

INDIANA

East Chicago

The Manpower Division of the U.S. Department of Labor and the Vocational Education Division of the State Department of Public Instruction cooperate financially to provide training for sixteen to eighteen year olds considered disadvantaged. Pre-vocational counseling, basic education skills, communication skills, work-adjustment skills, vocation counseling, and on-the-job training are all included. Traditional authoritarian methodologies rejected by the youth are replaced by tutoring and programmed instruction. After twelve weeks, improvement in speech is noticeable.

GEORGIA

Atlanta Vocational-Technical School, Atlanta

The Learning, Earning Education Program (LEEP) is designed for dropouts between ages sixteen and twenty-one. Designed for twelve weeks, it emphasizes extra-vocational tensions that arise on the job. It also includes skill training for entry level, basic academic instruction, and group counseling.

CALIFORNIA

Bakersfield High School, Bakersfield

The Exploratory Business course for educationally handicapped students employs closed-circuit television for job interview training. Their realistic role playing is accomplished through cooperation with the local telephone company.

Orange Unified School District, Orange

CHEER - Consumer and Homemaking Education Environmental Rehabilitation - provides remedial training in consumer and homemaking education for the adult population of two identified, well-defined boroughs of culturally deprived and economically disadvantaged Mexican-Americans. Instruction includes culture cooking, budgeting systems, principles of buying, advertising propaganda, clothing, and home design.

April, 1971

Senator PELL. I can assure you we look forward to working with you. Our associate counsel, Richard Smith, is a specialist in this field.

Mr. BURKETT. Dr. Crabtree.

Dr. CRABTREE. I, too, am genuinely appreciative of the opportunity, Mr. Chairman, to appear before the subcommittee as a representative of the American Vocational Association to support Senate bill S. 659.

My remarks will be directed to part F of the Vocational Education Amendments of 1968 which provides funds for consumer and home-making education and the need for the continuation of its provision through S. 659.

The unique and vital contribution which part F plays in the total legislative program we are discussing today lies in the fact that its focus drives directly to one of the prevailing challenges of our time, the preservation and stability of the American home.

Our society faces no greater problem in today's world. Providing instruction relevant to family needs in such areas as nutrition and foods, child development, clothing, housing, family relations, and the management of family resources, this program has proved one of the most important factors in American education in assisting individuals and families to improve the quality of family life and home environments. In 1968 consumer education was added as a corollary to vocational education legislation. This union between the broad aspects of home and family life education and consumer education has created a program of comprehensive educational services to the home as an institution and to its individual members as homemakers and consumers.

I would like to provide you with some statistics reflecting the growth in consumer and homemaking education during the past 3 years. In 1968 there were 2,209,541 students, and in 1969, 2,334,302 students. Although complete data are not yet available for 1970, advanced reports indicate enrollment of approximately 2.5 million.

Perhaps more important than the quantitative size of the program is the quality and diversity of the educational services which must now be offered. One of the great revolutions in American society today is the changing pattern of home and family life. Chief among these is the entrance of the housewife into the world of work. Eighteen million married women are now in the labor force. It is estimated that this figure in 1980 will double that of 1950. A different kind of education must now be provided for the married woman to equip her for this dual role of mother and wage earner.

Elementary school children rarely receive any education to be consumers. Neither do they receive education in how to live and work with their peers, family members, and other adults.

Some instruction is provided in nutrition education. All three of these areas are vitally important in the lives of young children. Home economics consultants to work with elementary teachers and with parents of young children could and should be made available by increased funding for consumer-homemaking education.

Other imperative educational needs exist in this area of the vocational program. The so-called generation gap between parent and child is a matter for more effective family life education. The drug problem among the young, their disenchantment with their parents, the growing disrespect for law and order among our people of all

ages, these symptoms of social turbulence that have much of their genesis in the home.

Our newly awakened awareness of the need for consumer education adds another dimension to this phase of the program. Knowledge of unit prices in the marketplace, truth in labeling and packaging, some understanding of the legal rights of the buyer in contractual obligations; all these are areas in which education is now a requisite for survival on the part of the American homemaker.

And, nowhere is this more true than in the homes of the disadvantaged where the dollar must be stretched to its summit potential to meet the onslaught of rising prices.

These are the new facts of life in our times that education must confront to be maximally effective. Our success is a matter of mixed emotion: Pride in the number of new programs that have been made possible by funds under part F of this legislation since 1968; regret that we haven't had sufficient money to do more.

In my own State of New Jersey we are experiencing increases in populations served through centers and programs for youth and adults located in major economically depressed urban areas such as Newark, Camden, Trenton, Plainfield, Atlantic City, and other troubled spots of the State.

Funding has been utilized to expand staffs and services to groups of all age levels in these impact areas. These programs strive to reach out into the community and involve the parents in school and neighborhood centers, day care centers, and housing development projects.

Two key developments in New Jersey made possible by this legislation are the Nutrition Education Center at Montclair State College and the Center for Consumer Education Services in Edison Township. These centers have been set up cooperatively by the division of vocational education in the State education department and the respective local educational agencies in the areas. Their function is to serve the education agencies and other cooperating groups in the planning of more effective programs.

The consumer and homemaking program is beginning to address itself nationally to the needs of youth and adults in the economically depressed urban areas. During fiscal year 1968 there were 43,461 people enrolled in the special needs program and during fiscal year 1969 there were 46,398. During fiscal year 1970, the first year for which funds were available under Part F, the enrollment increased to 272,764. The people engaged in consumer and homemaking education enthusiastically endorse and are implementing the special needs in the consumer and homemaking program.

Federal funds are imperative for the implementation of this aspect of the program because the areas where programs are needed most have the least resources to conduct them.

Other States reflect an increasing number of pilot programs resulting from this legislation. Colorado, New York, and Pennsylvania have set up programs in their major cities, especially designed to serve their economically depressed areas. California reports that in San Diego, high school students who have studied consumer education in their homemaking classes are now teaching it to adults in local shopping centers.

In Los Angeles County similar students are helping to impart their knowledge to the parents of Headstart children. Future Homemakers

of America with its 600,000 members, the largest organization for youth in the secondary schools of the Nation, is now placing more emphasis on preparing their membership for the dual role of parenthood and the world of work. Thus new and innovative programs have been devised and old, traditional ones have been expanded by the funds which have flowed from this legislation.

Mr. Chairman and members of the subcommittee, as we face the future in the contemplation of this legislation, I have three recommendations to offer:

1. That increased funds be appropriated to meet the ever-increasing educational needs that arise in this segment of American life.

2. That these funds be categorically earmarked for homemaking and consumer education as they now are under part F.

3. That no terminal date be attached to the duration of the law.

As I visit programs throughout the State of New Jersey, I am impressed and touched by the frequency with which individuals particularly those in economically depressed areas ask this question:

How long will this program be here? Many of you State and Federal representatives come out to work with us and say you want to help us and then, before the job is finished, you have folded up your tents and gone away.

This question comes from people who have had their hopes rekindled only to end in frustration. I cannot give them the answer to their question. But you gentlemen on this subcommittee do have a measure of power in the formulation of the answer to their inquiry. Let's make it possible to keep this flame of hope, incentive and desire for self-improvement alive, for without these qualities there can be only the decay of the human spirit.

We have been most pleased with the support given through this legislation, and we hope it will continue. Senate bill 659 has helped again that flame of hope and we would like to stay with it and not fold our tents and silently steal away before we have been able to go on and provide the assistance for continuing programing in this area.

(The prepared statement of Dr. Crabtree follows:)

STATEMENT OF DR. MYRNA P. L. CRABTREE, DIRECTOR, HOME ECONOMICS AND CONSUMER EDUCATION, NEW JERSEY STATE DEPARTMENT OF EDUCATION

My name is Myrna P. Crabtree. I am Director of Home Economics and Consumer Education for the New Jersey State Department of Education.

I am genuinely appreciative of the opportunity to appear before the Subcommittee as a representative of the American Vocational Association to support the Senate Bill S. 659. My remarks will be directed to Part F of the Vocational Education Amendments of 1968 which provides funds for Consumer and Homemaking Education and the need for the continuation of its provisions through S. 659.

The unique and vital contribution which Part F plays in the total legislative program we are discussing today lies in the fact that its focus drives directly to one of the prevailing challenges of our time—the preservation and stability of the American home. Our society faces no greater problem in today's world. Providing instruction relevant to family needs in such areas as nutrition and foods, child development, clothing, housing, family relations and the management of family resources, this program has proved one of the most important factors in American education in assisting individuals and families to improve the quality of family life and home environments. In 1968 Consumer Education was added as a corollary to Vocational Education legislation. This union between the broad aspects of home and family life education and consumer education has created a program of comprehensive educational services to the home as an institution and to its individual members as homemakers and consumers.

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These are the new facts of life in our times that education must confront to be maximally effective. Our success is a matter of mixed emotion, pride in the number of new programs that have been made possible by funds under Part F of this legislation since 1968, regret that we haven't had sufficient money to do more.

In my own State of New Jersey we are experiencing increases in populations served through Centers and programs for youth and adults located in major economically-depressed urban areas such as Newark, Camden, Trenton, Plainfield, Atlantic City and other troubled spots of the State. Funding has been utilized to expand staffs and services to groups of all age levels in these impact areas. These programs strive to reach out into the community and involve the parents in school and neighborhood centers, Day Care Centers, and housing development projects. Two of the key developments in New Jersey made possible by this legislation are the Nutrition Education Center at Montclair State College and the Center for Consumer Education Services in Edison Township. These Centers have been set up cooperatively by the Division of Vocational Education in the State Education Department and the respective local educational agencies in the areas. Their function is to serve the education agencies and other cooperating groups in the planning of more effective programs.

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Other states reflect an increasing number of pilot programs resulting from this legislation. Colorado, New York and Pennsylvania have set up programs in their major cities, especially designed to serve their economically-depressed areas. California reports that in San Diego, high school students who have studied con-

sumer education in their homemaking classes are now teaching it to adults in local shopping centers. In Los Angeles County similar students are helping to impart their knowledge to the parents of Head Start children. Future Homemakers of America with its 600,000 members, the largest organization for youth in the secondary schools of the nation, is now placing more emphasis on preparing their membership for the dual role of parenthood and the world of work. Thus new and innovative programs have been devised and old, traditional ones have been expanded by the funds which have flowed from this legislation.

Mr. Chairman and members of the Subcommittee, as we face the future in the contemplation of this legislation, I have three recommendations to offer: (1) that increased funds be appropriated to meet the ever-increasing educational needs that arise in this segment of American life; (2) that these funds be categorically earmarked for Homemaking and Consumer Education as they now are under Part F; and (3) that no terminal date be attached to the duration of the law.

As I visit programs throughout the State of New Jersey, I am impressed and touched by the frequency with which individuals particularly those in economically-depressed areas ask this question: How long will this program be here—many of you state and federal representatives come out to work with us and say you want to help us and then, before the job is finished, you have folded up your tents and gone away.

This question comes from people who have had their hopes rekindled only to end in frustration. I cannot give them the answer to their question. But you gentlemen on this Subcommittee do have a measure of power in the formulation of the answer to their inquiry. Let's make it possible to keep this flame of hope, incentive and desire for self-improvement alive, for without these qualities there can be only the decay of the human spirit.

Senator PELL. Thank you very much.

Mr. BERRYMAN. I am most appreciative of the opportunity to present my views on the gains that have been made in vocational education. Through my testimony, I hope to relate that these gains have been made possible through the continuing authorization of this legislation, which makes long-range planning and implementation possible.

As a vocational educator at the local level where the action is, I have been very gratified with the support of our Congress in the appropriation of funds whereby we might further our efforts to make our youth and adults employable, giving them a marketable skill through which they may make their contribution to our national economy.

I happen to live in a community where there are five colleges, three of which are 4-year colleges, with two offering graduate programs. One would think a vocational program might not be successful in this atmosphere. But the testimony, as you will read, will indicate a great amount of progress during the past three and more explicitly during the past 10 years.

The community is an agricultural center, and it is an industrial community. There are 32 industries which employ approximately 100 people, and five industries employing over 1,000.

Since the passage of the Vocational Act of 1963, six new major industries have come into this community, and they have indicated through press releases that the location of the vocational technical center is the key factor in their choosing this community to locate the plant.

Throughout the testimony we show high increases in enrollment in secondary programs and in secondary student enrollment—enrollment in post-secondary, students with special needs, including disadvantaged and handicapped.

We have also experienced a tremendous increase in adult enrollments where they are attempting to increase their skills and competencies.

We recently completed a 5-year survey of students who were in our secondary program. Not one single graduate was unemployed.

Vocational programs are having an impact at the local level. I would like to quote the vice president of manufacturing for one of the Nation's leading manufacturers, who says:

Literally thousands of assembly workers, operators, repairmen, testers and middle managers have been subjected to courses of various types in the Graff Area Vocational-Technical Center. The results have been exemplary and the corporation is now blessed in Springfield with one of the finest color television plants in the entire industry.

Similar gains in vocational and technical education are in evidence throughout our State of Missouri as a result of the Vocational Amendments of 1968. We are sorry that Senator Eagleton is not here to hear the progress that has been made in his home State, but he will read this testimony upon his return, and I am aware of his actions.

Senator PELL. He has a very strong interest in this and regrets he cannot be with us.

Mr. BERRYMAN. Senator Eagleton worked with us very closely at the local level in developing this type of education. Having the responsibility for both regular vocational programs and remedial programs for manpower development, I am a firm believer that more emphasis placed on regular vocational programs would greatly reduce the need for remedial training programs.

From my testimony you will see that the development of preventive vocational education as compared to remedial vocational education has involved long-range planning. This is a necessity because not only Federal funds are extended but also State and local funds must be provided. To construct buildings, to provide staff and laboratories, enroll students and prepare curricular requires much thought, deliberation, and planning.

We think that vocational-technical education is making rapid strides to meet the training requirements of our youth and adults, and we feel this is again made possible through congressional legislation with continuing authorization. To place time limits on this type of long-range planning would create chaos in many instances. Though appropriations may change from year to year, we have always known since the Smith-Hughes Act of 1917 a vocational-technical program of some magnitude will be made available to the citizens of this Nation.

Mr. Chairman, I thank the committee for its wholehearted support to vocational education, and may I also express myself in favor of the pending Senate bill 659. My only plea to the committee is that this legislation, like all vocational legislation in the past, be made a continuing authorization. Thank you.

(The prepared statement for Mr. Berryman follows:)

Statement of David Berryman, Director  
Vocational, Industrial and Technical Education  
Springfield School District R-12  
Springfield, Missouri  
BEFORE THE  
Subcommittee on Education  
Senate Committee on Labor and Public Welfare

My name is David Berryman. I am the Director of Vocational, Industrial and Technical Education for the School District of Springfield R-12, Springfield, Missouri. I am most appreciative of the opportunity to present my views on the gains that have been made in vocational education since the passage of the Vocational Education Act of 1963 and more recently the Vocational Amendments of 1968. Throughout my testimony I hope to relate the gains made in vocational and technical education to the continuing authorization of legislation which makes long range planning and implementation possible.

As a vocational educator at the local level, I have been very gratified with the support of our Congress in the appropriation of funds whereby we might further our efforts to make our youth and adults employable, giving them a marketable skill through which they may make their contribution to our national economy.

Springfield, Missouri is a city of 125,000 people located in the Ozarks of Southwest Missouri. In our city there are five colleges, three of which are four-year colleges, with two offering graduate programs. In such an environment of higher education one might have a tendency to think vocational and technical education would not prosper or progress very rapidly.

In the following testimony I will show that progress in this area of education has developed rapidly since the passage of the Vocational Education Act of 1963 and more particularly with the passage of the Vocational Amendments of 1968.

Springfield is an agricultural center and an industrial community. There are 32 industries in Springfield that employ 100 or more people, with 5 industries employing over 1000 workers each. Frisco Railway employs over 2000 workers and Zenith Radio Corporation employs over 3000 workers. It might be interesting to

note that since the passage of the Vocational Act of 1963, six new major industries have located in Springfield, Missouri with most of them crediting the training opportunities provided at the Graff Area Vocational-Technical Center as the key factor in their decision to locate their plant in Springfield.

There are 43 elementary schools, 8 junior high schools, and 5 senior high schools in the Springfield school system serving over 25,000 students. Vocational courses in homemaking, business education, and cooperative part-time education are offered in each of the 5 senior high schools. Vocational and technical education is provided at the Graff Area Vocational-Technical Center located in the center of the city, serving students from the 5 high schools and 10 area schools on a half-day basis. Students are transported from their home school to secure preparatory training in vocational and technical courses. Prior to the passage of the Vocational Education Act of 1963, our Vocational-Technical Center facility contained 28,000 square feet. Courses being offered at that time were Technical Drafting, Electronics, Electricity, Machine Shop, Vocational Agriculture, Welding, Sheet Metal, Cabinet Making, and Auto Mechanics. Through the construction funds available under the new Act, we were able to build an addition to our facility of 24,000 square feet in 1965 and a second addition to our facility of 28,000 square feet in 1967.

These added facilities enabled us to expand our course offerings and to add courses in Electronic Data Processing, Refrigeration and Air Conditioning, Printing, Auto Body Repair, Orientation to Health Occupations, and four non-farm agriculturally related occupational courses within our Vocational Agriculture Department for senior high school students. Since the passage of the Act, we have also expanded our curriculum at the 5 senior high schools to offer three occupational training courses within our home economics department and Vocational Secretarial Practice in business education.

Since 1968 the Springfield School District has purchased 6.8 acres of land to the east and south of the Graff Area Vocational-Technical Center. On a portion of

this land a new 45,300 square foot facility has been constructed for the expansion of secondary and post secondary programs. This facility will enable us to offer four new occupational areas to secondary students and six new occupational areas to post secondary students. New courses for high school students will include Plumbing, Food Management and Service, Merchandising and Sales Management, and Multi-Occupations (for the academically handicapped students). At the post secondary level, the new courses will be Industrial Management Technology, an Associate of Arts Degree in Nursing, Environmental Science Technology, Clerical Science, and Dental Hygiene. The new facility also makes it possible for us to offer post secondary education in both daytime and evening hours.

The Springfield School District has always worked very closely with our associates at the Missouri Employment Office. We have secured their aid in determining employment needs in order that new courses may be developed to meet these needs. The above new courses are being implemented after surveys by the employment service people deemed them essential.

Vocational and technical education is high on the priority list of our local community and our local school administration when it comes to funds for education. The rapid expansion of both facilities and programs reflects millions of dollars of local support to this type of education for our youth and adults. As a result of these efforts, enrollment has increased very rapidly. In 1963 there were 145 secondary students enrolled at the Graff Area Vocational-Technical Center; in 1968 there were 480 students enrolled; and, in 1971, 750 students are enrolled. The present enrollment reflects an increase of 56% since the passage of the Vocational Amendments of 1968.

Salaries of our vocational and technical staff have been increased 36% since the passage of the Vocational Amendments of 1968. A portion of this salary increase is a result of increased vocational education funds which are being channeled to the local school district. With these funds we are better able to attract and hold qualified instructors.

We have been able to upgrade and update our equipment in the vocational-technical programs through additional funds made possible through the Vocational Amendments of 1968. New equipment needs to a total vocational-technical program is a function of our local advisory committees. Every effort is made to provide machinery that will be found in our automated industry by both our youth and adults.

We have been very proud of the improvements that have evolved in our vocational-technical program as a result of the Vocational Education Act of 1963 and the Vocational Amendments of 1968. We are also proud to relate that local industries are accepting our product--youth with a marketable skill. A recent 5 year follow-up study of graduates from the Graff Area Vocational-Technical Center revealed that 40% of these graduates were working in jobs for which they received training while in school, 25% were working in a related job to that for which they were trained at the Center, and the remaining 35% were employed in unrelated occupations, attending college, or in the armed forces. Not one graduate in this follow-up study reported himself as being unemployed.

In 1963 we had 86 students in our post secondary program. These students were enrolled in Mechanical Technology, Electronic Technology, and Practical Nursing. By 1968 the enrollment in post secondary courses had increased to 210 students. The new courses offered were Electronic Data Processing, Surgical Technician, Dental Assistant, Ward Clerk, Auto Mechanics, Auto Body Repair, and Welding. Since 1968, our post secondary enrollment has increased to 325 students, which represents a 54% increase during the past three years. In 1969 and 1970, one major U.S. industry offered employment to all of our graduates in Electronics, Mechanical Technology and Data Processing, with the minimum starting salary of \$600 per month.

The adults of our industrial city are becoming more and more interested in improving their competencies. Our evening extension and apprenticeship training enrollments have increased tremendously. Enrollment has grown from 903 adults in 1963 to 2,121 students in 1968; and to 2,772 students in 1971. This represents a 37%

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increase in enrollment during the past three years. To quote the vice president of manufacturing for one of the nation's leading manufacturers, "Literally thousands of assembly workers, operators, repairmen, testers and middle managers have been subjected to courses of various types in the Graff Area Vocational-Technical Center. The results have been exemplary and the corporation is now blessed in Springfield with one of the finest color television plants in the entire industry."

As of this date the unadjusted unemployment rate for Springfield, Missouri, is 5.7% as compared to the national unadjusted unemployment rate of 6.6%. We would like to think that the training opportunities in Springfield for youth and adults in vocational and technical courses have attributed to a higher employment rate in this area.

One of the newest program developments since the passage of the Vocational Amendments of 1968 has been our program for the academically handicapped student. These courses are known as Multi-Occupations, and learning experiences are provided in certain semi-skilled and single-skilled occupations such as service station attendant, metal machine operator, wood machine operator, custodian assistant, yard and garden maintenance, and minor landscaping. This program is now being provided for 100 students who are academically handicapped. The new facility, just completed, contains 5 shop and laboratory areas for providing programs for these students with special needs.

Since 1968 we have been able to employ a vocational counselor and placement officer at the Graff Area Vocational-Technical Center. This one addition to the ancillary services of the school has made it possible for more youth to receive guidance and counseling and to assist them in securing employment upon graduation or upon the date they leave school. This Act has also made it possible for us to add one additional assistant director who may devote his attention to the counseling and guidance of adults with special needs and job skill training.

Similar gains in vocational and technical education are in evidence throughout our State of Missouri as a result of the Vocational Amendments of 1968. New programs

have been developed and old ones have been expanded in accord with the new philosophy of vocational-technical education portrayed in the Amendments of 1968 as it relates to programs for secondary students, post secondary students (including those who have dropped out of school), for persons already in the labor market desiring to upgrade or improve their competencies, and for students with special needs and the construction of new area vocational-technical schools, vocational guidance and counseling, and ancillary services, including development of instructional materials to be used in vocational-technical education programs. Since the passage of the Act in 1968, eight new area vocational-technical schools have been constructed plus additions to existing schools with total costs amounting to \$17,381,352. Secondary school enrollment has increased from 71,928 students to 97,054 students, representing a 35% gain within the past two years. Post secondary enrollments have increased from 6,190 students to 9,068 students, representing a 46% gain. Adult enrollments in 1968 totaled 31,656 students and in 1970, 38,216 students, representing a gain of 27%. The largest gain in providing vocational-technical education has been in the area of students with special needs, including both the disadvantaged and the handicapped. In 1968, Missouri had 1,198 students enrolled; in 1970, 12,485 students, representing a gain of 942%. During the past two years, \$62,000 has been allocated annually to an instructional materials laboratory at the University of Missouri in which ten new curriculum outlines have been developed and five have been revised. This is a service that benefits all students through a better instructional program.

Our vocational education work-study program in Missouri has increased from 4,500 students in 1968 to 7,500 students in 1970. Thirty-five new teacher-coordinators have been prepared for this program in workshops during the past two years with twenty-four new programs having been organized throughout the state since the Amendments of 1968.

Interest in vocational and technical education by educators, industrialists, labor leaders, business men and parents during the past two years has been tremendous. The people in our state are very enthusiastic about the opportunities now being

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afforded youth and adults in occupational training opportunities. Vocational educators have gratefully accepted the challenge given them by Congress through the passage of the Vocational Education Act of 1963 and more recently the Vocational Amendments of 1968, and we are most appreciative of this interest and support for vocational and technical education by the Congress.

Having the responsibility for both regular vocational programs and remedial programs for Manpower Development, I am a firm believer that more emphasis placed on regular vocational programs would greatly reduce the need for remedial training programs.

From my testimony you will see that the development of preventive vocational education as compared to remedial vocational education has involved long range planning. This is a necessity because not only federal funds are expended but also state and local funds must be provided. To construct buildings, provide staff and laboratories, enroll students and prepare curricula requires much thought, deliberation and planning. We think that vocational-technical education is making rapid strides to meet the training requirements of our youth and adults, and we feel this has been made possible through Congressional legislation with continuing authorization. To place time limits on this type of long range planning would create chaos in many instances. Though appropriations may change from year to year, we have always known since the Smith-Hughes Act of 1917, a vocational-technical program of some magnitude will be made available to the citizens of this nation.

Mr. Chairman, I thank the committee for its wholehearted support to vocational-technical education, and may I also express myself in favor of the pending Senate Bill 659. My only plea to the Committee is that this legislation, like all vocational legislation in the past, be made a continuing authorization.

## 1968 VOCATIONAL EDUCATION AMENDMENTS—ADMINISTRATION

Senator PELL. Thank you very much, indeed. This subcommittee has great interest in vocational education programs and believes equal treatment of it important. I wonder if you would care to comment on whether you think the 1968 amendments have lived up to expectations and how satisfied you are with the way the program is operating with the Office of Education?

Dr. OLIVO. Mr. Chairman, my written testimony indicates the grave concern for a professional unit within the Office of Education. I did make some suggestions that there was needed an accountability at the national level, and my verbal statements were to the intent that there should be established positions at high enough levels so that there could be the proper accountability and sufficient numbers of persons depth, so that we truly might carry out the mandates of the vocational educational amendment and all of its purposes. My remarks also indicated that whether this unit was located within the Office of Education, the Department of Health, Education, and Welfare or elsewhere, was secondary to the establishment of a vital and accountable body at the Federal level.

We do need Federal accountability and Federal leadership.

Senator PELL. I realize since it was in your testimony and you mentioned it earlier. But to be more specific, if you were the Secretary of HEW, what would you do?

Dr. OLIVO. What would I do? I would carry on an educational revolution that I mentioned before, a peaceful one, a revolution meaning complete turning around. One of the first paragraphs of my testimony indicates that vocational education, not general education, is truly the mainstream of an education and manpower training program. Within that mainstream is general education. And if you analyze the curriculum, the facilities, the staff, the costs, the services, numbers . . . you will only come to one conclusion . . . that vocational education is the focal point and not one that is subservient to general education.

I would change the tenor of the whole administrative setup and start with the establishment of standards for service of commissioners of education within each of the States, who do not truly know what a total educational program is . . . all of the components of education . . . and whose directions and priorities always move away from vocational education.

Senator PELL. What you are saying is that as of now vocational education is treated as a second-class citizen in the Office of Education, but you believe that elementary and secondary education should flow from vocational education?

Dr. OLIVO. Very definitely in terms of these factors that I identified, and I will repeat them. After you analyze the curriculum, the honest curriculum, determined by analysis and not by conjecture or pressure; if you examine the needed facilities, the staffing, the cost, the students . . . you would come to that one conclusion, that it is the mainstream.

Senator PELL. Well, I certainly do agree that it should be blended into the same hole, and I do not think it is presently blended into the same hole.

Dr. OLIVO. As I make that statement, I am talking from a lifetime of experience with at least 8 years working directly with elementary

and secondary curriculum and other periods in dealing with higher education. You will find in my testimony a comparative chart indicating that we have 69 positions relating to services to 8.8 million today which should increase to at least 20 million if we are to truly serve. As you take a look at the structure within the Office of Education, you can only come up to one decision, that the commitment is not toward service to the greater majority of youth. It is still in that elitist elitism and snobbishness we have had in the educational community.

Senator PELL. I admire your enthusiasm.

Dr. OLIVO. My enthusiasm is supported by some facts, sir, and experience.

Senator PELL. Probably more than I have. I have just been chairman of this committee for 3 years.

Dr. OLIVO. I am still learning.

Senator PELL. I think there is room for both, and I agree with you that not enough support has been given to vocational education. I do not agree with you in your criticism insofar as elitists—we could go on that argument for a long time.

Dr. OLIVO. We see within the national level a need for tremendous coordination. We are not talking about increasing the budget. We are talking about the reestablishment of priorities and the reallocation of sums that should be coordinated in the development of manpower. We are talking about the 80 percent of the youth who do not complete a collegiate program, so we are talking about the majority of our people.

Senator PELL. Are you also making it possible for continuing education and development in the skills long after they are out of school?

Dr. OLIVO. This is why we are talking about a continuing appropriation for we have not been able to achieve what you wanted to have achieved in service to youth and adults in the numbers that need it.

Senator PELL. Permanent continuing authorizations in the field of education are questioned. I would personally support them.

Mr. BURKETT. Under part B of this act, it has been continuing—as it has been in all the vocational education acts. This amendment proposes to have the authorization under part B terminate on July 1, 1975, as we read it.

Mr. BERRYMAN. I would just like to make one comment regarding Dr. Olivo's statement as to what he would do if he were Secretary of HEW. I would like to be able to have my Senator Eagleton, in conversing with me, to be able to refer to the Bureau of Adult Vocational Technical Education as somewhere besides down the hall from the custodian's office.

Senator PELL. That is a good point. I thank you very much indeed for your testimony.

Our next witness will be Dr. Marjorie East, representing the American Home Economics Association.

Your testimony will be printed in full at the end of your testimony.

**STATEMENT OF DR. MARJORIE EAST, DEPARTMENT HEAD, HOME ECONOMICS EDUCATION, PENNSYLVANIA STATE UNIVERSITY, UNIVERSITY PARK, PA.**

Dr. EAST. I can say, very briefly, that home economics is an important field in the secondary schools; and that vocational education money helps support it.

I wish to emphasize, very briefly again, that home economics does contribute especially to the poor family and to the families that are on welfare. It is particularly important to these people. Girls who are either poor or of less than average IQ, will surely be taking home economics. We reach all girls and many boys. But we know we are going to work for a longer time with the poor girls.

We can do special things for these girls. We help them understand nutrition. We talk with them about child development. We help them spend money wisely. We help them to understand and to build happy marriages. We are concerned about the very things that keep these families from succeeding in our economy. The subject matter of home economics is important. You know that. I do not have to elaborate.

I do want to support the concept of earmarking funds for consumer and homemaking education. There are particular reasons that we think this is important. Earmarking is the same basic concept on which the vocational acts were developed; the whole idea of vocational education needs some kind of earmarking, some kind of special notice, or it gets lost among the other kinds of pressure. This is true for home economics. If there is not earmarking of funds for home economics, the pressure of business and industry in local communities and in States will squeeze out home economics. You just heard testimony suggesting that a community is more likely to get industry to come there if it has a good vocational school. State and local school boards are more likely to have representatives of local business and industries, than spokesmen for homes and family life. These kinds of pressures are bound to be reflected in the actions of the State and local school boards.

Consequently, we who represent families, who are a majority but treated like a minority, we feel that it is wise to have these earmarked funds established, not at the local level, but on the Federal level.

#### REVENUE SHARING AND CONSOLIDATION

Senator PELL. Now, this is one of the basic issues between the majority of this committee and the present Administration. I do not think we are going to have much success for earmarking funds for home economics. I would think that the tendency is more toward combining than separation at this time.

Dr. EAST. I understand that, there is such a danger, but we think this would be a mistake.

Senator PELL. I think so too, and yet as one who has studied this philosophical problem, I must say we have a great deal of categorical aid programs, I think it is 128.

Dr. EAST. I am talking about part F, of the Vocational Education Act, the consumer and home making funds, which have been earmarked. We hope that they remain so, as I say, to protect these funds from various kinds of pressures at the local level.

The whole concept of funding of vocational education rests on earmarking money for it, rather than just letting it take its chances within the whole pool for education. It is the same concept that we would hope to continue for the part F funds.

Senator PELL. As you know, under the administration proposal, there would be no earmarking of Federal funds, except for five general

areas, if the so-called revenue sharing is fully worked out—there would be other programs left, but the general programs would be combined.

You should make others around the country aware of your views, and the representatives can be informed of your thinking. You ought to do it quite quickly.

Dr. EAST. We will try to do that. We feel that not only does the earmarking prevent local pressures from swaying the good judgment of the local school boards and the State school boards, but also it allows for some kind of continuity of planning.

You asked some of the other persons who have presented statements about what has happened with the amendments of 1968. After the 1963 bill, it took a long time before we ever got any money. We got promises; we had high hopes and made big plans but the money just did not turn up. In fact we were cut back for a few years after 1963, because there was not enough money. Of course we must assure appropriations as well as authorizations. But nevertheless if consumer and homemaking education does not have some continuous steady funding the programs will surely suffer.

#### CHOICE ON PENDING LEGISLATION

Senator PELL. For the record, of the two bills before us, the committee bill S. 659 and the Administration bill, which would you prefer?

Dr. EAST. I would much prefer the committee bill, because it retains and extends the same plan we have had.

Senator PELL. Thank you very much. Your testimony will be printed in full in the record, and thank you Dr. East, for being with us today.

Dr. EAST. Thank you.

(The prepared statement of Dr. East follows:)

AMERICAN HOME ECONOMICS ASSOCIATION



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A STATEMENT  
BEFORE THE SUBCOMMITTEE ON EDUCATION,  
COMMITTEE ON LABOR AND PUBLIC WELFARE  
UNITED STATES SENATE  
IN SUPPORT OF S659  
BY THE AMERICAN HOME ECONOMICS ASSOCIATION  
BY MARJORIE EAST, SECRETARY

I am Marjorie East, Head, Department of Home Economics Education, The Pennsylvania State University, University Park, Pennsylvania, and secretary of the American Home Economics Association.

The American Home Economics Association is glad to express its support of S659, especially Section 204, which would retain the present earmarked status of funds for consumer and homemaking education.

Our Association represents a membership of about 35,000 professional home economists, all of them with baccalaureate or advanced degrees. They are teachers in schools, colleges and universities, and in the Extension Service. They are dietitians and food service managers. They are employed by businesses, industries, and government services. They work in research, finding new knowledge, and they also apply research findings to the most

practical matters, speaking with ordinary people in everyday language. Whatever their special job or special expertise, home economists work for the well-being of individuals and families, the improvement of homes, and the preservation of values significant in family life.

Home economics is the favorite subject of girls according to a recent Educational Testing Service survey. Virtually every girl in the country takes a year or more of home economics instruction, and many of the boys study child development, consumer economics, family life education, or nutrition.

Secondary school vocational home economics teaches specific salable skills to some 115,000<sup>1</sup> students each year preparing them to earn their living in, for example, the food service industry or childcare agencies. It contributes to some 1,700,000<sup>2</sup> students each year information and skills which help them become better homemakers. Each year some 25,000<sup>3</sup> of these boys and girls go on from their junior or senior high school home economics classes into college programs which prepare them to become professional home economists. In addition, there are some 13,000<sup>4</sup> students enrolled in post secondary home economics programs and some 734,283<sup>5</sup> enrolled in adult education home economics programs. In all these ways vocational home economics contributes to the economically productive capacities of our citizens and helps more than two million people each year on their personal career ladders.

Home economics instruction reaches all girls in the public schools, but it is an especially important influence on girls from low income families who often are enrolled for three or four years of home economics before they leave school. These families have not been successful in our economy often because they are unable to plan ahead, to manage and control their meager resources, to maintain stable marriages, to control the numbers of their children, to keep healthy, and to get and keep a job. These are the very skills with which home economics is concerned.

Home economics develops that most important of all national resources, human resources. By teaching nutrition, it helps people to establish eating habits that insure many years of healthy productive life. It teaches consumer education and family financial management to help people cope with the complicated marketing system in this time of the shrinking dollar. By teaching the principles of healthy child development, it helps to break the cycle of lawbreaking emotional cripples who bear and raise more such troubled and troublesome people. Edward Zigler, the Director of the new Office of Child Development, says, "For the total development of the child, we should not start at age three but rather with the potential parent before he or she is married."

Home economics contributes to the "employability" of people. Good workers come from well-managed homes and lead well-ordered lives. Stable family settings seem to contribute peace of mind and a confidence which in turn leads

to better relationships with employers, fellow workers and the public, to less absenteeism, and to quicker advancement.<sup>7</sup> Any employer knows that it takes more than a specific job skill to equip a valuable employee. For both women and men in the labor force, a stable well-managed home life is a necessary base for a maximally productive life.

Only recently are we becoming aware again of something our grandfathers knew perfectly well. Ironically, at the very time that more women than ever before are holding jobs outside the home, we are recognizing that homemakers also contribute economic productivity to the nation.<sup>8</sup> The fact is that if your wife goes across the street to her neighbor's home to work, to cater a company meal, to clean the carpets and upholstery, to act as an executive housekeeper or to be the child's nurse, then her earnings are part of the "gross national product." If she stays home and does the same thing, her efforts do not contribute to the gross national product. Maybe women should trade off: "I'll work in your house for a salary which I will pay back to you if you will work in my house." If a woman with small children were to be paid only the minimum hourly wage for her work in her own home, she would be earning approximately \$6000 a year. The foolishness of overlooking the economic value of the homemaker has been noted recently by such economists as Kenneth Boulding,<sup>9</sup> James Morgan,<sup>10</sup> and Ismail Sirageldin.<sup>11</sup> There is talk of establishing social security benefits or other pension arrangements for homemakers. To the extent that the homemaker is trained specifically for the many facets of

her vocation she improves her economic productivity. Beyond the human capital the homemaker represents, her contributions enhance the contributions and the productive potential of her husband and her children.

Earmarking of funds for home economics has been true since the first Smith Hughes Act in 1917, for more than fifty years. This practice is based on the same principle embodied in the whole concept of federal funding of vocational education: to insure the implementation of a vitally important program which might otherwise receive a lower priority.

Within the vocational education budget for a state or a community, priorities are established among the many valuable programs and services. Considering the pressures from businesses and industries for trained employees, and the probabilities that these groups are represented on school boards, it would not be surprising if consumer and homemaking education were overlooked in a period of less than ample resources.

Also, without the assurance which comes from ear-marked funds, local programs are crippled. If lump sums are to be allocated each year by state or local decisions, long terms planning is difficult, promising new programs might be chopped off before results could be measured, and decisions about the budgets would be delayed for local action. Ear-marking of funds gives a steady assurance of basic continuity of support.

To insure the support of this vitally important aspect of the education of our people, we must rely on the long range view and prudence of wise legislators. They are able to use a philosophical position as well as economic and political factors in their planning for the nation. The American Home Economics Association supports the conservation of the earmarked status of funds for consumer and homemaking education.

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Senator PELL. Our final witness is Dr. Edward Kabakjian, executive secretary, American Industrial Arts Association.

Dr. KABAKJIAN. We have a printed statement that has been submitted.

Senator PELL. It will be printed in full at the end of your testimony.

**STATEMENT OF DR. EDWARD KABAKJIAN, EXECUTIVE SECRETARY, AMERICAN INDUSTRIAL ARTS ASSOCIATION, WASHINGTON, D.C.; ACCOMPANIED BY THOMAS HUGHES, STATE SUPERVISOR, INDUSTRIAL ARTS EDUCATION, VIRGINIA**

Dr. KABAKJIAN. Good morning, Senator Pell. I am Edward Kabakjian, and with me is Thomas Hughes. Our association is presently engaged in completing its convention activities in Miami Beach, and it has been my pleasure to leave the convention activities to come before you this morning and express our interest in general education legislation and our concerns about the support that the Senate and agencies of Government are presently giving industrial arts programs.

Before I express the issue and the problem that faces industrial arts in the United States, I wish to give you some background in terms of who we are, and what the industrial arts is.

What I would like to do is to paint a picture of what the issues are with the hope you will have a few questions to raise and establish a dialog.

Senator PELL. The questions will depend entirely on how long a period of time you leave me.

Dr. KABAKJIAN. I understand that.

Industrial arts at the present time has about 51,000 teachers in the junior-senior high schools in the United States. It is estimated that we reach approximately 6 million children. This program is strongly tied to the general education format of the school program in which children of all educational goals and interests enroll in industrial arts, whether college bound or trade oriented. They participate in our program.

Now, there is a problem with the present 1968 vocational educational amendments, in that there is a lack of clarity in terms of the commitment by Congress for the inclusion or exclusion of industrial arts teachers and their students and programs in that particular act.

My constituents have informed me that they have polled their Senators, and it has been reported to them that the intent of Congress was to include industrial arts as a part of the funding of this excellent educational program.

The statement in the act which seems to be raising much of the confusion is one which under the definition of vocational education states that vocational education means, and I quote: "Instruction relating to the occupation or occupations for which the students are in training or instruction necessary for the students to benefit from such training."

We feel that industrial arts does contribute significantly to that intent. I would ask Tom Hughes to make at this time any further comments.

Mr. HUGHES. Senator, we appreciate this opportunity, and we commend those persons responsible for expanding visions to be accomplished in vocational education through the act of 1968.

Industrial arts profession, which we represent, believes that one of the functions of our program is described very clearly in the definition, and it is explained in our testimony. We have 51,000 teachers, professionally prepared, serving 6 million students, facilities and equipment to carry out this purpose.

The industrial arts profession is prepared and qualified to take that charge and see that youngsters, both boys and girls throughout this country, receive the full benefit of the intent of that law.

Senator, we believe the industrial arts profession can make a contribution, and we are willing to cooperate to see this mission accomplished by persons trained, concerned and dedicated to the cause of helping youngsters make occupational choices based upon meaningful experiences.

Thank you.

#### INDUSTRIAL ARTS—DEFINITION AND EXAMPLE

Senator PELL. Thank you.

As an example of industrial arts, would you cite a few that are working now?

Dr. KABAKJIAN. In our school programs?

Senator PELL. Yes.

Dr. KABAKJIAN. We have data that suggests approximately 77 percent of the junior-senior high schools in the United States offer programs of industrial arts to their students.

Senator PELL. My question is what kind of industrial arts courses are there? Are we talking of machinists, lab technicians, or what? Give me some examples?

Dr. KABAKJIAN. Industrial arts is the broad and general study of technology, which provides the child or student with gestalt of our technologies. One of the program goals is to help him make a better career selection.

Senator PELL. What does this mean exactly.

Dr. KABAKJIAN. For instance, we have programs in woodworking, metalworking, drafting—

Senator PELL. Would these be basically high school?

Dr. KABAKJIAN. Junior high school and senior high school.

Senator PELL. Not higher education?

Dr. KABAKJIAN. Our higher education programs are in the training—

Senator PELL. The teachers?

Dr. KABAKJIAN. Right. And there is serious industrial arts teacher shortage in the Nation today. Our testimony reports that the National Education Association says there is a serious shortage of industrial teachers—one of the few remaining critical areas.

We have approximately 240 teacher training institutions which prepare industrial arts teachers.

We have a two pronged concern here. Number one is that the Vocational Education Act clarifies intent, so that either industrial arts is intended to be included or excluded from the funding programs of that law.

Second, there has been a massive Federal support for the improvement of industrial arts curriculum in the last 10 years, and now that the curriculum has been developed, there is no vehicle for the dissemination of the findings of that research, and in the training of teachers to implement those programs.

What we need now from the Federal Government is support in our educational programs to provide facilities, equipment, and programs to train faculty necessary to prepare teachers for these new programs in the elementary and secondary school.

Senator PELL. In other words, you want much more—to be more specific?

Dr. KABAKJIAN. We want your bill more specifically carried out.

Senator PELL. In other words, at this point you feel yourself in a gray area?

Dr. KABAKJIAN. Very definitely.

Senator PELL. We will take this into account in drafting the bill, and I am struck with the statistics that you mention—

Dr. KABAKJIAN. 51,000 qualified industrial arts teachers.

Senator PELL. The average industrial arts teacher now has what kind of training and education behind him? What is required?

Dr. KABAKJIAN. In 1962 the U.S. Office of Education report indicated that 97 percent of them qualify as teachers, which means the minimum of 4 years of college. I think at that time there was 35 percent or 38 percent with masters degrees. I would suggest that percentage is higher now because of retirements and the recent tenure in education.

Senator PELL. The hope is that some of these young men will find they are particularly interested in one or another aspect of the trades they are learning and will go into it following completion of high school?

Dr. KABAKJIAN. Yes, very definitely.

(The prepared statement of Dr. Kabakjian follows:)

TESTIMONY PRESENTED TO  
COMMITTEE ON LABOR AND PUBLIC WELFARE  
SUB-COMMITTEE ON EDUCATION  
OF THE  
UNITED STATES SENATE

April 23, 1971  
DR. EDWARD KABAKJIAN, EXECUTIVE SECRETARY  
OF THE  
AMERICAN INDUSTRIAL ARTS ASSOCIATION  
A Department of the National Education Association  
1201 Sixteenth Street, N.W.  
Washington, D. C. 20036

Mr. Chairman and Members of the Committee:

I am Edward Kabakjian, Executive Secretary for the American Industrial Arts Association.

I appear before you as a representative of more than 10,000 officers and members of the American Industrial Arts Association. The Association is composed of industrial arts teachers, supervisors, teacher educators and administrators who have a strong feeling for the contributions industrial arts is making and the potential it has in serving the best interests of our nation and the needs of its greatest resource--youth. The positions stated herein have been studied nationally and have been approved by the AIAA Executive Board.

We appreciate this opportunity to come before your committee to share with you our suggestions on how industrial arts contributes to the attainment of some of the educational goals as expressed in the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968 (P. L. 90-576).

A U. S. Office of Education report published in 1965 entitled "Industrial Arts Education--A Survey of Programs, Teachers, Students and Curriculum" indicated that in 1962 there were over 40,000 industrial arts teachers in the public schools of our nation. In 1970 the American Council of Industrial Arts Supervisors reported a significant growth in the nation's total number of industrial arts teachers. They reported that approximately 51,000 industrial arts specialists teach an estimated 6,000,000 children.

Traditionally, these teachers and students have received most of their program support from local and state sources. Industrial arts represents a high cost instructional program which is becoming increasingly more difficult to finance with just local and state funds. It was not until 1966, when Public Law 88-665 (which included Title III of the National Defense Education Act) was modified to include the discipline of industrial arts that industrial arts teachers and students received minimal supplementary support for some programs from the Federal Government. Dollar for dollar Title III of NDEA has been one of the most effective methods of achieving substantive upgrading of the physical facilities, supervision, and quality of program in the subject areas mentioned in the Act. Unfortunately, however, the job is not done. We have a long way to go. We urge the continuance of the programs and funding levels of both the NDEA and ESEA.

Of specific concern here, however, is the confusion in the minds of some over the intent of Congress relative to the inclusion of the subject area of industrial arts in the Vocation

Education Amendments of 1968. We believe that clarification of the intent of Congress is necessary in order to alleviate the confusion resulting from differing interpretations of the law.

Personnel in the U. S. Office of Education have taken a very narrow interpretation of law in question, presumably based on the fact that (1) there is no precedence of inclusion of industrial arts in vocational education legislation and (2) there is no specific mention of the discipline of industrial arts in the present law. Others, however, have recognized a broadening of the educational objectives of vocational education legislation which has departed from the senior high school and adult specific skill development program goals of the original legislation of 1917. New legislation supports a more general program of vocational instruction from kindergarten through adult levels. The broadening of vocational education goals and the downward extension of the program to the elementary school are creating, in principle if not practice, a duplication of educational effort in vocational education and general education. The dual program objectives are a result of funding policies and administrative interpretation, not of educational or philosophic design.

You may be inclined to ask "What is the difference between industrial arts and vocational education?" On paper and to the untrained eye the two programs may appear to be doing similar things in the areas of trade and industry. In reality, they are not.

The youth who is enrolled in vocational education contrasts from those who have enrolled in industrial arts or home economics in that he or she has made a specific commitment to an occupational choice. The program of instruction in the vocational-technical school is designed to teach him the skills and concepts necessary for him to enter the trade of his choice and to facilitate his subsequent growth and development on the job.

Industrial arts holds the following four educational objectives as its unique contribution to the total general education of all children. They include:

1. developing in each student an insight and understanding of industry and its place in our society,
2. discovering and developing student talents in industrial-technical fields,
3. developing problem-solving abilities and consumer knowledge related to the materials, processes and products of industry, and
4. developing in each student, for both vocational and avocational uses, skill in the proficient and safe use of tools and materials.

Industrial arts and home economics are courses selected by the large portion of the student body who either (1) have not made final commitment concerning the direction of their future educational or training goals or (2) feel that the broad general approach to the study of technology will contribute to their success in their chosen destiny. They service the large mass of students in the elementary, middle school and high school who

want to understand the "world of things" and the "origin of things," whether in the home or in industry. Students want to know how the real world operates--what are its forces--what are the opportunities. Exploration of the world of technology with an emphasis on self identity contributes to a child's ability to make a discriminating selection of his best alternatives in life. While both home economics and industrial arts contribute to these understandings, the specific concern here is with industrial arts.

The previously mentioned U. S. Office of Education report substantiates the nationwide acceptance of these four objectives as the major areas of emphasis in industrial arts. That same report indicated that 83 percent of our nation's junior high schools (grades 7, 8 and 9) and 67 percent of its junior-senior high schools (grades 7-12) offer programs in industrial arts while 91 percent of the traditional high schools (grades 9-12) and 66 percent of senior high schools (grades 10-12) offer programs in industrial arts. It is estimated that these percentages are even higher today.

Industrial arts programs are presently available to large numbers of the boys and girls in the elementary, middle school and high school levels. Career information objectives for trade and industrial occupational areas of The Vocational Education Act of 1968 are currently being fulfilled in varying degrees in industrial arts programs. There is no need for the development of duplicated programs of instruction designed to satisfy educational goals presently being fulfilled by industrial arts.

There is neither need for nor justification for the dissipation of our limited financial resources for duplicate effort. Career guidance and career information can effectively flow from existing school programs and facilities. Funds are needed to supplement local and state support of industrial arts education to assist it in achieving the career and occupational objectives in a more effective manner.

Industrial arts is a subject matter area whose teachers are charged with the responsibility of teaching young people about that segment of our culture which is not only experiencing a great amount of change but also experiencing a rapid change rate--technology. The in-service preparation (upgrading) of industrial arts teachers is a critical national need. The preparation of new personnel to fill the many vacancies in industrial arts classrooms is also acute. According to a recent National Education Association study on teacher shortages in the United States, industrial arts represented one of the few areas of the school faculty where there was still a serious shortage, while other subject areas were showing a surplus of available manpower.

There is a need for continued Federal support to close the gap between what the profession says it wants to do for youth in America and what it is presently achieving. The 1965 USOE study by Marshall Schmitt reported that "current industrial arts curriculum does not even measure up to the program recommended by the profession 10 to 20 years ago." The conditions are not much different today despite the contributions of the

Education Professions Development Act, which unfortunately made institute programs available to only two percent of our nation's industrial arts teachers between 1967-1969.

State level coordination and supervision of industrial arts programs by trained specialists in the field is still a need in ten or our fifty states. Additional staff is required to complement the efforts of those specialists currently in forty of our state departments of education. States need Federal support to supplement their efforts in this matter, as well as seed money to provide needed impetus where none now exist.

These are but a few of the areas of concern that we have for the educational programs which provide practical experiences and insights for youth to aid their understanding of the technological society in which they will live and work and to which they are expected to make some contributions.

How, then, might we move to resolve some of these problems which affect a large segment of our school population?

One of the phrases in the present law which appears to be creating the greatest amount of confusion is the part of the definition of the term vocational education which means "... instruction related to the occupation or occupations for which the students are in training or instruction necessary for students to benefit from such training." Because industrial arts has not been a part of previous vocational education legislation and it has not been spelled out in name anywhere in the act, the

U. S. Office of Education has accepted a narrow interpretation of the latter portion of this phrase. Their official position is that industrial arts was not intended to be included under the provisions of the Act.

This position is counter to what we have been led to believe was the intent of Congress as reported by many of our constituents who have polled their congressmen. It is our understanding that the public law in question intended to support the development of elementary, middle school and high school programs which would contribute to a child's understanding of the nature of work, perceptions of self in terms of his interests and abilities relating to future occupational opportunities, and instruction which would contribute to future success in job training. As we have already noted, industrial arts already contributes to the attainment of these purposes.

The program goals of industrial arts have always had occupational literacy, development of the tactile senses and motor skills, and understanding of basic concepts of industrial technology among its objectives. Attitude development in the area of safety, craftsmanship and cooperative work habits have been other related program goals upon which industrial arts has set its sights. Consumer knowledge and self-awareness are often recognized as program benefits.

The industrial arts program is a study of the goods producing technology of America is not only essential to our national economy, but also adds great convenience, pleasure and comfort to our lives. The knowledge of technology and the knowledge of self

that each child derives from his or her experiences in an industrial arts laboratory has many applications. Career selection and occupational literacy represent some of those many program benefits.

The American Industrial Arts Association urges your consideration of clarifying your earlier intentions concerning the funding of educational purposes. Specifically, is it your intent to support 51,000 college trained and properly certified teachers of industrial arts and the millions of children they teach or to by-pass them? Is it your intent to support educational programs which already exist or to finance and create duplicate facilities and programs?

American education needs a new and broader Act to include the teaching of our technological culture and local efforts in providing children with quality educational experiences which will contribute to their usefulness and success as citizens in the year 2000. Industrial arts is a key to the solution of some of our educational problems and can contribute significantly to the attainment of our national goals. The United States of America is dependent upon your leadership in identifying our nation's resources and in making wise and efficient use of them. The American Industrial Arts Association looks upon the 51,000 dedicated teachers of industrial arts as a valuable national resource worthy of your recognition and support.

We respectfully submit the following suggestion for modification of the Vocational Education Amendment of 1968 (P. L. 9-575)

as a means of clarifying your intentions regarding industrial arts:

TITLE I - VOCATIONAL EDUCATION

PART A - General Provisions

DEFINITIONS

Sec. 108. For the purpose of this title -

(1) The term "vocational education" means vocational or technical training or retraining...; (and such term include industrial arts programs at the elementary and secondary school level which include skill development and occupational information which facilitate future success in occupational choices and specialized occupational training;) and such term include vocational guidance and counseling...

TITLE I - VOCATIONAL EDUCATION

(Part J - INDUSTRIAL ARTS EDUCATION)

FINDINGS AND PURPOSE

Sec. 201. (a) The Congress finds that industrial arts contributes significantly to the occupational literacy and career orientation of young people. Laboratory instruction in industrial arts provides youth with meaningful experiences that enable them to acquire knowledge, skills, and appropriate attitudes leading to meaningful decision making as it relates to career selection and subsequent training. Such programs remove the artificial barrier between classroom-learned concepts and the world of reality. Problem structured experiences with tools, machines, materials and processes coupled with instructional content on industrial technology provides a broad base understanding of the organization and operation of industries.

Individual goals of self-realization, success, purposeful living, and knowledge of the options available in life are obtained. Interest in the trades and vocations associated with manufacturing, construction and service industries contribute to vocational choices in these areas.

(b) (1) It is the purpose of this part to assist states in providing supplementary support for (A) the improvement of industrial arts curriculum in order to assure each student the opportunity to develop his or her maximum potential through laboratory experiences, (B) in-service education for industrial arts teachers to improve their technical and professional competence, (C) supervision and coordination of local and state level programs of industrial arts, (D) costs incurred by teachers while participating in in-service education, (E) ancillary services, activities and other means of assuring quality in all industrial arts education programs, such as teacher preparation and supervision, curriculum development research, program evaluation, special demonstration and experimental programs, development of instructional materials, provision of equipment, and state administration and leadership.

(2) At least one third of the Federal funds made available under this section shall be used in economically depressed areas or areas with high rates of unemployment of secondary school graduates.

(3) Such funds allocated to industrial arts be administered at the national, state, and local levels by industrial arts personnel.

In conclusion I wish to report that there is widespread national support for greater equity in educational funding as it relates to youth in our elementary and secondary schools. Organized interest for federal support for the improvement of industrial arts is found in official action by the National Association of Manufacturers, American Vocational Association, and the American Industrial Arts Association.

The American Industrial Arts Association took action on a resolution which supports the equitable funding of all subject matter fields on April 7, 1970. It stated:

"Resolution. WHEREAS, industrial arts is designed to meet the complex and diversified needs of the students in the American school from elementary through secondary levels, and has demonstrated its ability to meet this commitment in the context of general education, and

WHEREAS, the U. S. Office of Education and other Federal agencies are fostering a dualistic approach to the education of our nation's youth, and

WHEREAS, results of recent studies and evaluations show that many of these legislative programs are not meeting the intent of the U. S. Congress and are not fulfilling the requirements of the students in the schools of our nation,

THEREFORE BE IT RESOLVED, that industrial arts teachers, supervisors and teacher educators of the AIAA oppose the support of this dualistic approach to education, and

BE IT FURTHER RESOLVED, that the AIAA support the development of a single program directed toward the relevant problems of students in today's society and

BE IT FURTHER RESOLVED, that the U. S. Congress provide equitable funding for all subject matter fields involved in this single approach to the general education of all of the nation's youth."

The American Vocational Association at its annual meeting in New Orleans on December 9, 1970, adopted the following policy resolution:

### "9. Role of Industrial Arts in Career Development

WHEREAS, students in today's schools, especially the disadvantaged and the handicapped, have special need for occupational exploration for understanding the world of work; and

WHEREAS, Industrial Arts programs can make major contributions to occupational exploration by providing hands-on experiences;

THEREFORE, BE IT RESOLVED, that the American Vocational Association continue to support Industrial Arts as contributing to career development through occupational exploration and providing a base for vocational programs; and

BE IT FURTHER RESOLVED, that the American Vocational Association encourage Congress to include Industrial Arts in future legislation relating to the Vocational Education Amendments of 1968."

The National Association of Manufacturers further underlined the need for the improvement of industrial arts programs and the generalizing of vocational education in the educational policy passed by its Board of Directors at its annual meeting on December 2, 1970. The educational policy which directs specific attention to vocational education states:

"The social and economic well-being of large numbers of high school students who seek employment directly upon graduation is largely dependent upon the effectiveness of their elementary and secondary education programs in preparing them for participation in the world of work. Industry believes that many vocational education programs do not adequately meet the occupational training needs of the student or industry's manpower requirements.

To improve the effectiveness of occupational education in providing students with the qualifications needed to get and hold a job, industry believes:

1. All students' learning experience should include general orientation to the world of work beginning with the elementary grades, and industrial arts programs at the intermediate grade levels should be kept up-to-date to reflect advancing technology.

2. Secondary vocational education students can be served better by programs which integrate both academic and occupational training into a total environment education to provide students with the opportunity to develop social and self concepts, proper work attitudes, adequate reading and computational skills, a desire to achieve, as well as general occupational education rather than over-specialized training..."

The American Industrial Arts Association respectfully urges your consideration of clarifying the intent of the Vocational Education Amendments of 1968 as it relates to the question of whether industrial arts education is to be included in the funding of the law.

Senator PELL. Thank you very much indeed.

I thank you all for being here.

At this point I order printed all statements of those who could not attend the hearing and other pertinent material submitted for the record.

(The information referred to follows:)

Paul E. Nabors, Principal  
E. George Roberts, Assistant Principal



## Newark Senior High School

Wright Street  
Newark, Ohio 43055

May 14, 1971

Honorable Claiborne Pell:

What is the intent of Congress on the inclusion of Industrial Arts in the 1968 Vocational Education Act?

We have been preparing students from the 7<sup>th</sup> grade thru the 12<sup>th</sup> for too many years in vocational needs and not being properly recognized financially from the Federal Government.

We have all kinds of laws to keep young people in school but no funds to help make them a useful citizen through Industrial Arts Education.

I urge your support of the testimony presented by the American Industrial Arts Assn. on April 23, 1971, to the Labor & Welfare Subcommittee on Education.

Please reply to me as to your position on this matter.

Sincerely,

Charles E. Earhart  
Ind. Arts Metals Teacher

60070



# CINCINNATI PUBLIC SCHOOLS

## Education Center

230 East Ninth Street

Cincinnati, Ohio 45202

May 21, 1971

The Honorable Claiborne Pell  
U. S. Senate Office Building  
Washington, D. C. 20510

Dear Mr. Pell:

As a member of the Education Subcommittee of the Senate Labor and Public Welfare Committee, I am requesting clarification of the intent of Congress regarding the inclusion or exclusion of industrial arts in the 1968 Vocational Act.

It has been impossible to get funding or approval for any new vocational facility for anything which resembles an industrial arts program. In order to offer youth an exploratory experience dealing with industrial practices, the name of the program has to be changed and is controlled by the Division of Vocational Education instead of industrial arts which is under the Division of Secondary Education.

There is a large percentage of students who want vocational experience, but are forced into a strictly academic experience because of block time scheduling needed for a local school system to receive vocational funding.

I am concerned that rigid guidelines are separating our education system more into two avenues; academic and vocational. The guidelines do not give educators the opportunity to study the experience which is needed to fulfill that particular objective for a specific group of students and to work toward that goal. One group might need 40 hours of instruction to fulfill the objective, and another group might need 240 hours, depending upon the intent of the participant. Why should the student who is studying that body of knowledge about industry or the world of work to become familiar with it, be penalized by not having the availability of federal funds to help local school systems with equipment and teachers to do the job? This type of education does require equipment similar to that, or the same as that mandated by the Division of Vocational Education, and we urge that vocational monies be used to support such industrial arts programs.

I would like to recommend that you support the testimony which was presented by the American Industrial Arts Association on April 23, 1971 to the Labor and Welfare Subcommittee on Education.

I will be looking forward to your reply regarding your views on federal funding for industrial arts programs in the elementary and secondary schools.

Sincerely yours,

*Jack R. Ford*

Jack Ford

Supervisor of Industrial Arts

er

May 18, 1971  
Jackson, Ohio

Senator Claiborne Pell, Chairman  
Education Subcommittee  
U. S. Senate Office Building  
Washington, D. C. 20510

My Dear Senator:

Congratulations on your role as Chairman of the Education Subcommittee. Your task I'm sure is not easy.

I take this opportunity to solicit your views in relation to clarification of the intent of the Vocational Education Act of 1963 and the 1968 Amendments as they relate to industrial arts. To me, it is imperative that industrial arts be categorically included in the above mentioned act and amendments.

As a citizen of the Appalachian area we are shamefully affected in that we are unable to satisfactorily finance our industrial arts programs with local funds. State funding of industrial arts in Ohio is nil.

I urge you to support the testimony presented by the American Industrial Arts Association on April 23, 1971, to the Labor and Welfare Subcommittee on Education.

It is to everyone's advantage that youth enrolled in industrial arts courses are entitled to receive the best possible program our nation can offer in studying our industrial culture and its technology.

Please respond to this communication relating to your position on this matter and as to your intent to put the proposed changes into law. Thank you.

Very truly yours,

*C. Richard Lanier*

C. Richard Lanier

CRI:sel

May 12, 1971



The Honorable Claiborne Pell  
 U.S. Senate Office Bldg.  
 Washington, D.C. 20510

Dear Senator Pell:

This letter is being written to enlist your support for gaining categorical aid for Industrial Arts Education within the interpretations of the 1968 Amendments to the Vocational Education Act of 1963, as well as in any future amendments to this act or in related new legislation. Also, I urge your support for the testimony submitted to the Senate Labor and Public Welfare Committee on Friday, April 23, 1971. Finally, I urgently request that you send me a statement of your position in regard to the above testimony.

When vocational education included only specific job training, during the period 1917 to 1963, more generalized studies in business, home economics and industrial arts education did not receive specific categorical mention. Only one of these subjects, home economics, received substantial aid for general citizenship education throughout this period.

Throughout the United States, from 1917 to 1963, one could only tell most vocational home economics classes from non-vocational ones by checking in the school office to see which classes were taught by teachers whose salaries were partially reimbursed by federal vocational monies. The principal focus of all home economics courses was and remains general knowledge and skill for home and family living and family cooking and sewing. We males never complained because comparable support, throughout nearly half a century, was never provided for industrial arts classes in which boys learned comparable knowledge and skills for general citizenship purposes.

Now that Congress has broadened its definition of vocational education to include anything that in any way relates to wage-earning occupations, such as kindergarten field trips within the community to see people at work, continued exclusion of support for all business, home economics, and industrial arts is an injustice which cannot be logically defended or morally condoned.

Please review the above-mentioned testimony and let me hear from you whether you can support the position that the four million youth who annually study industrial arts should benefit from vocational funds. Please do lend your support to providing categorical aid for industrial arts within the provisions of the new vocational legislation.

Sincerely yours,

*Donald G. Lux*  
 Donald G. Lux  
 Professor and Chairman  
 Vice President, AIAA

g y

## SHELBY SENIOR HIGH SCHOOL

KENT E. EYLER, PRINCIPAL  
 RONALD STRINE, ASST. PRINCIPAL  
 SHELBY, OHIO 44875

May 17, 1971

Senator Clairburn Pell  
 U. S. Senate Office Bldg.  
 Washington, D. C. 20510

Dear Sir:

For some time I have been deeply concerned regarding the final disposition of the Vocational Education Act of 1968, of which I understand you are the chairman.

I am concerned because I have given over 30 years of my life to teaching in the field of Industrial Arts, which is not even mentioned in your bill. Vocational and Industrial Education vary greatly, although there are great similarities between them.

I urge you sincerely to include the Industrial Art programs in this bill, otherwise you will see many good teachers, whose skill, experience and background are needed, leaving the field. I speak for myself.

Please write me concerning your stand on the bill and what you think its outcome may be.

Sincerely,  
 Lowell McMecham  
 Head of Ind. Arts Dept.  
 Shelby Senior High



- PM&E Division
- Travelab Division
- Instructional Systems Division

January 18, 1971

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

Dear Senator Pell:

Enclosed is a resolution recently passed at the convention of the American Vocational Association in New Orleans, Louisiana.

This resolution is particularly significant because it brings to bear a concentration of government support to industrial arts programs which for years have developed an awareness of vocational related skills in youngsters at elementary and junior high school levels. It brings together the two areas of industrial arts and vocational education in a manner very clearly explained in the resolution.

AVID Corporation's interest in this resolution is very clear, since we have led the way in developing Travelab units which provide an industrial arts experience related to occupational exploration at elementary and middle grade levels in several school systems throughout the United States. As you are aware of the work we have done and since your work in the United States Senate is directly involved with programs of this type, I thought you should be aware of the resolution which will be coming to the attention of Congress in the very near future.

I am sending copies of this letter and resolution to the Chancellor of Education for the city of New York, the Director of Industrial Arts for the city of New York, and Senator Javitts, who has also expressed a great interest in this resolution.

Very truly yours,

E. V. Maxwell  
Sales Manager  
Products for Education

EVM/pas  
Enclosure  
cc Senator Javitts  
Chancellor of Education, N.Y.  
Director of Industrial Arts, N.Y.

R E S O L U T I O N

## Role of Industrial Arts in Career Development

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WHEREAS, students in today's schools, especially the disadvantaged and the handicapped, have special need for occupational exploration for understanding the world of work; and

WHEREAS, Industrial Arts programs can make major contributions to occupational exploration by providing hands-on experience; and

WHEREAS, programs in vocational education will be more effective in developing competencies needed in the world of work if chosen intelligently;

THEREFORE, BE IT RESOLVED, that the American Vocational Association continue to support Industrial Arts as contributing to career development through occupational exploration and providing a base for vocational programs; and

BE IT FURTHER RESOLVED, that the American Vocational Association encourage Congress to include Industrial Arts in future legislation relating to the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968.

## Newark Public Schools

9-19 North Fifth Street  
Newark, Ohio  
43055

May 26, 1977

Dear Mr. Pell,

As chairman of the Senate Committee investigating the appropriation of money for the new vocational education I hope you will strongly support the opinion of making funds available for industrial arts in the new education bill.

Ohio is finding it difficult to support education financially because of the repeated failures of bond issues by the general public. The youth enrolled in industrial arts courses are entitled to receive the best possible program our nation can offer in studying our industrial technology.

I would appreciate knowing your position on this matter and your intent to put the suggested change into law.

Sincerely,

Thomas J. Moore  
Drafting Instructor  
Newark High School  
Wright Street  
Newark, Ohio 43055

## THE DAYTON PUBLIC SCHOOLS

ADMINISTRATION BUILDING

TELEPHONE 461-3850

348 WEST FIRST STREET

AREA CODE 513

DAYTON, OHIO 45402

JAMES O. REYNOLDS  
*Supervisor of Industrial Arts*

May 18, 1971

Senator Claiborne Pell  
 U. S. Senate Office Building  
 Washington, D. C. 20510

Dear Sir:

I am sure that the intent of the Vocational Education Act of 1963 and the amendments of 1968 was not to delete Industrial Arts Education. Yet the state plan in many states, Ohio, for example, does not permit allocation of funds for Industrial Arts Education.

Since Industrial Arts is the very basis for later Vocational Education and in many instances is the only avenue to Vocational preparation the Vocational Education Act should be amended to include this area within the funding.

Industrial Arts Education is not in conflict with Vocational Education. It serves as an adjunct.

The Industrial Arts Division of the American Vocational Association is of long standing and the AVA at the 1970 meeting in New Orleans the House of Delegates adopted Resolution No. 9.

"ROLE OF INDUSTRIAL ARTS IN CAREER DEVELOPMENT

"Whereas, students in today's schools, especially the disadvantaged and the handicapped, have special need for occupational exploration for understanding the world of work; and

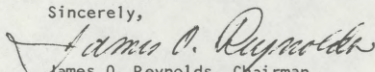
"Whereas, Industrial Arts programs can make major contributions to occupational exploration by providing hands-on experience;

"Therefore, be it resolved, that the American Vocational Association continue to support Industrial Arts as contributing to career development through occupational exploration and providing a base for vocational programs; and

"Be it further resolved, that the American Vocational Association encourage Congress to include Industrial Arts in future legislation relating to the Vocational Education Amendments of 1968."

In view of the testimony presented to the Labor and Welfare sub committee on April 23, 1971 by the American Industrial Arts Association, may we urge your support to clarify the language of the Vocational Education Act to include Industrial Arts Education as an integral phase of the total program of Career Education.

Sincerely,



James O. Reynolds, Chairman  
 American Vocational Association -  
 National Safety Council  
 Joint Safety Committee

JOR:jeb

1618

5341 Thomas Street  
Maple Heights OH 44137  
May 16, 1971

The Honorable Claiborne Pell  
U. S. Senate Office Building  
Washington DC 20510

Dear Senator Pell:

Industrial Arts education has provided vocational training for millions of American youth for many years where programs of vocational education were non-existent. Industrial arts has made dynamic progress in its curriculum during the past decade as it strives to teach all boys and girls learning for living in our industrial and technological society.

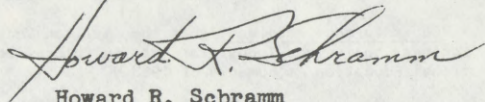
With the spotlight focused on vocational education, local and state funding for industrial arts is not being adequately supported.

I would like clarification as to whether Congress will or will not include industrial arts in the Vocational Education Act of 1968.

Your support for the testimony presented by the American Industrial Arts Association on April 23, 1971, to the Labor and Welfare Subcommittee on Education will be greatly appreciated.

Would you please respond with your position on this matter and your intention to put these changes into law.

Very truly yours,

A handwritten signature in cursive script that reads "Howard R. Schramm". The signature is written in dark ink and is positioned above the typed name.

Howard R. Schramm

Mr. William E. Stone  
Box 195  
Bergholz, Ohio 43908  
May 18, 1971

Senator Claiborne Pell  
U. S. Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

May I express my concern about the youth enrolled in industrial arts courses and that they are entitled to receive the best possible programs our nation can offer in studying our industrial culture and its technology.

As a member of the committee considering the funding or not of monies for Vocational Education; what is your personal intent concerning the inclusion or exclusion of industrial arts in the revision of the 1968 Vocational Education Act?

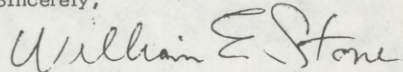
Through strong efforts of industrial arts teachers and their programs being offered in schools today, they are of the best; but the problem of financing them on the local and state levels continues to become even a larger problem. The industrial arts programs of the past and present are greatly responsible for keeping students in school. The potential "drop-out" has been our problem for ever so many years.

I would urge your support for the testimony presented by the American Industrial Arts Association on April 23, 1971 to the Labor and Welfare Subcommittee on Education.

Would you please respond to me personally concerning your position on this matter and your intent to put the proposed changes into law?

I am a teacher of industrial arts at the present time and have been for over twenty years; so I am concerned for the students and their education for the future.

Sincerely,



William E. Stone

WES:fef

JOHN BARKER, JR.  
Superintendent  
L. RUSSELL HEATH  
Principal

BRIGHTON  
CHARLESTON  
DERBY  
HOLLAND  
JAY  
LOWELL  
MORGAN  
NEWPORT  
NEWPORT TOWN  
TROY  
WESTFIELD

# NORTH COUNTRY

UNION  
HIGH SCHOOL

VETERANS AVENUE, NEWPORT, VERMONT 05855

May 12, 1971

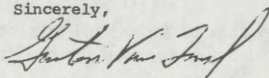
The Honorable Claiborne Pell  
U. S. Senate Office Building  
Washington, D. C. 20510

Dear Senator Pell:

It has come to my attention that there is a possibility that the Vocational Education Act of 1963 and the 1968 Amendments might be amended to include funding for Industrial Arts. For some time I have been very concerned, as an Industrial Arts educator and administrator, that Industrial Arts has been short-changed as far as funding is concerned. Because of the increasingly difficult situation as to state and local funding in general, Industrial Arts again is the program that suffers. I feel that Industrial Arts can and does play a very important role in the general education of our young people today, and I feel also that by not helping wherever possible in promoting these programs, we are hurting the student.

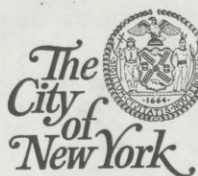
Because of the age of technology in which we live, Industrial Arts is an even more integral part of not only our educational system, but also of our social and economic structure. I would, then, urge you very strongly to support the testimony presented by the American Industrial Arts Association on April 23, 1971, to the Labor and Welfare Subcommittee on Education. Your attention and support to include Industrial Arts funding in the Vocational Education Act of 1963 and the 1968 Amendments would be very much appreciated by all of us in the field of Industrial and Vocational Education, and especially appreciated by the students involved.

Sincerely,



Garton Van Tassel  
Director of Vocational Education

GVT/ms



DEPARTMENT OF HEALTH  
BUREAU OF LABORATORIES  
455 FIRST AVENUE, NEW YORK, N. Y. 10016  
Telephone: 212 340-4501

REC'D JUN 1 1971

May 27, 1971

Senator Jacob K. Javits  
United States Senate  
Committee on Labor and Public Welfare  
Washington, D.C. 20510

My dear Senator Javits:

On December 10, 1970 I wrote you about the sad state of certain commercial vocational schools. With that letter there was submitted a copy of my testimony before the Federal Trade Commission Hearings held in Washington last December.

More recently, similar hearings were held before the Senate subcommittee on Education and these were concerned with amendments to the Higher Education Act. Unfortunately, I was unable to appear at these hearings. However, I respectfully request that the copy of my testimony (which is attached) be made part of the official record of the hearings held by your Subcommittee on Education.

Sincerely yours,

Morris Schaeffer, M.D.  
Assistant Commissioner and  
General Director of Laboratories

MS:mm  
Enclosures

DECEMBER 10, 1970.

Senator JACOB K. JAVITS,  
*U.S. Senate,*  
*Committee on Labor and Public Welfare,*  
*Washington, D.C.*

MY DEAR SENATOR JAVITS: There is enclosed a copy of my testimony before the Federal Trade Commission Hearings on commercial vocational schools held recently in Washington.

Of grave concern is the fact that schools which claim to be able to train students in medical technology do such a poor job of it. Not only are these schools approved by local departments of education but what is more disconcerting is that they are also accredited by self serving accreditation boards which have the blessings of the U.S. Department of Education.

Since "accredited" schools can have approval for federal funds, some of the enterprising schools are offering hospitals their subsidized graduates on a full or part time basis (see copy of letter attached). The temptation to take on such "cheap" help by hospital laboratories, which are not in a position to improve the student's competence, must be great.

In New York City the *Eastern School for Physicians Aides* has been accredited by the National Association of Technical and Trade Schools (NATTS), for training Medical Laboratory Technicians, as well as technicians in Hematology, Serology, Bacteriology, Clinical Chemistry and Histology. The American Medical Technologists (AMT) has accredited this school in more general terms, "Medical Laboratory Technology." Other schools accredited in New York by NATTS are *Mandl School for Medical and Dental Assistants* (in N.Y.C. and Hempstead), *Manhattan Medical and Dental Assistants School*, and in Newark, Lyons Institute.

It appears quite evident that a close look at the entire accreditation procedure is necessary and that new legislation is needed to protect the students who are paying large sums of money for little in return. And what about the patients whose erroneous laboratory tests can have life threatening consequences?

The new legislation is needed principally to set higher standards for the education and training of personnel upon whose performance the doctor's decision and patient's life so often depends.

There are three major national professional organizations which have, over the years, acquired the knowledge and experience necessary for the development of appropriate standards for technical personnel in the clinical laboratory. One of these is the College of American Pathologists (and American Society of Clinical Pathologists) represented by Careers in the Medical Laboratory, 9650 Rockville Pike, Bethesda, Maryland 20014, Thomas M. Peery, M.D., Chairman. The second is the American Chemical Society (and American Association of Clinical Chemists), 1155 16th Street, N.W., Washington, D.C. 20036, David A. H. Roethel, Executive Director. The third is the American Society for Microbiology (and the American Academy of Microbiology), 1913 I Street, N.W., Washington, D.C. 20006, Asger F. Langlykke, Ph.D., Executive Director.

I urge that you call upon these organizations for their valued advice on the proper criteria to be established. In addition, I offer my services and those of my staff for any assistance we can provide in this matter.

Sincerely yours,

MORRIS SCHAEFFER, M.D.,  
*Assistant Commissioner and*  
*General Director of Laboratories.*

PREPARED STATEMENT BY MORRIS SCHAEFFER, M.D., PH.D., ASSISTANT COMMISSIONER OF HEALTH, AND GENERAL DIRECTOR, BUREAU OF LABORATORIES, NEW YORK CITY DEPARTMENT OF HEALTH, ON THE QUALITY OF PROPRIETARY MEDICAL LABORATORY SCHOOLS IN NEW YORK

There are three commercial Medical Laboratory schools in New York City. These schools accept students who have little or no background in scientific subjects and the curriculum is too large in scope for the time available for training. The instructors generally lack adequate credentials, the equipment is poor, there is frequently a lack of practical material, so that the students are not exposed to actual clinical situations and a real experience with abnormalities with which they should become familiar.

In New York City, for an individual to receive a certificate of qualification (license) to be employed as a clinical laboratory technician, he must meet one of the following requirements:

(1)(a) He has successfully completed sixty (60) semester hours in an institution accredited by an appropriate agency of the State or by the Association of American Universities or by any other equivalent accrediting agency acceptable to the Department or from an institution which, in the opinion of the Department, maintains standards equivalent to those of an institution accredited as aforesaid and (b) has successfully completed the following courses: general chemistry, one year; mathematics, one year; biology or microbiology, one year; and (c) has been employed as a clinical laboratory technician or trainee for one year in a clinical laboratory acceptable to the Department or has been employed for a period of at least six (6) months immediately prior to February 4, 1963 as a laboratory technician in a clinical laboratory under permit issued by the Commissioner or has been awarded a degree of Associate in Science with a specialty in Medical Technology or an equivalent degree after a two (2) year course in a college accredited by the Middle States Association of Colleges and Secondary Schools, or other similar regional commission for the accreditation of institutions of higher education acceptable to the Department, or

(2) He is a high school graduate and has been employed for a period of at least six (6) months immediately prior to February 4, 1963 as a laboratory technician in a clinical laboratory under permit issued by the Commissioner and had been employed for a period of at least five (5) years as a laboratory technician in a clinical laboratory acceptable to the Department, or

(3) He is a high school graduate and subsequent to graduation has served two (2) years as a technician trainee in a clinical laboratory with a training program approved by the Department, or

(4) He is a high school graduate and has passed a written examination given by the Department. The written examination may be supplemented by such oral or practical examinations as the Department may determine upon the recommendation of the Board of Examiners.

In 1969, 577 individuals filed for examination for the technician's certificate. Of the 157 who failed this examination, 128, or 81%, were those who attended proprietary vocational schools, but had no practical experience in clinical laboratory work. Only 71% of the examinees having only a high school education failed the same examination.

Early in 1970, a minimum of 6 months of experience following the academic training period was included among the requirements for eligibility to take the examination for technician.

Of 182 individuals examined thus far this year, 58 of the 94 who failed, or 62%, came from vocational schools. This 19% improvement is not great, but it clearly illustrates the importance of practical experience.

The following is a statement given us by Dr. Henry Isenberg, Director of the microbiology Laboratory at the Long Island Jewish Hospital in New York.

"Over the last 15 year period, I have provided laboratory training for approximately 50 people with various backgrounds. Of these, about 30 were summer trainees from high school or college programs. All of these went on to complete their formal education and their laboratory exercises, and subsequently got good jobs. Of the 20 which came from commercial training schools, only one had sufficient recognition of his need for further training to progress. The remaining 19 from the proprietary schools were non-utilizable.

"The chief problem with the commercial school students is their lack of background education, so that they fail to grasp the basic elements of laboratory work. Many realized this and begged out of the program. Some took jobs as clerks and one went on to college. By contrast, the Community College graduates are well prepared and make good students in the working laboratory.

"It is a grave injustice to lead a vocational school graduate to think he is prepared for a job or can be a 'physicians assistant' and command a good salary, when in truth he is *not* ready to do reliable work. Such students require the closest of supervision by people with a real professional interest in training them. If they work in physician's offices or in laboratories where they do not have such supervision, they could be a positive hazard to the patient.

"The misleading advertising with which such schools recruit gullible students entices them to spend money and time for totally inadequate training. This is often heart breaking to individuals who cannot get a good job or are unable to demonstrate competence when they do get a job which they cannot hold."

A similar criticism comes from Dr. Frederick Traub, Laboratory Director of the Brooklyn Jewish Hospital.

"During the past 8 years, time and again I have interviewed many students from commercial schools, but never employed any because they were so obviously unsatisfactory. They are uniformly without knowledge as compared to the excellent quality of graduates of Community College programs."

Dozens of other similar disenchantments with the products of commercial schools can be documented.

The point that becomes painfully clear is that graduates of these commercial schools are not passing their licensure examinations, and of those who do, many are found to be unacceptable to discriminating employers of laboratory technicians.

Despite this poor showing, these schools seem to satisfy the criteria established by the State Department of Education. They are also accredited by the Accrediting Bureau of Medical Laboratory Schools (an agency of the American Medical Technologists) and the National Association of Technical and Trade Schools. Both of these accrediting agencies have the approval of the United States Department of Education.

These facts should be the cause of great concern and the entire accreditation procedure of the United States Office of Education must therefore be seriously questioned and thoroughly reviewed.

It should be noted that with the rigid licensure and proficiency testing program which we were fortunate enough to have established in New York City, we prevent licensed laboratories from employing unqualified technicians. However, the technician in the doctor's office is exempt from such scrutiny. Moreover, most of the states in this country do not have adequate laboratory licensing regulations, and therefore lack the protection such a program can afford. Doctors and clinical laboratories are thus at the mercy of the conscience of the vocational schools and their accrediting agencies.

The extent of danger to life and limb created by this situation is difficult to estimate. But, if our data, indicating errors in laboratory procedures of between 25 to 50%, even in laboratories with more adequately trained technical personnel is accurate, then the potential menace to the public health is great indeed.

HERMAN E. TALMADGE, GA., CHAIRMAN  
 \*ALLEN J. ELLENDER, LA. JACK MILLER, IOWA  
 JAMES O. EASTLAND, MISS. GEORGE D. ARKEN, VT.  
 B. EVERETT JORDAN, N.C. MILTON R. YOUNG, N. DAK.  
 GEORGE MCGOVERN, S. DAK. CARL T. CURTIS, NEBR.  
 JAMES B. ALLEN, ALA. ROBERT DOLE, KANS.  
 HUBERT H. HUMPHREY, MINN. HENRY BILLMON, OKLA.  
 LAWTON CHILES, FLA.

COTYS M. MOUSER, CHIEF CLERK

## United States Senate

COMMITTEE ON  
 AGRICULTURE AND FORESTRY  
 WASHINGTON, D.C. 20510

March 8, 1971

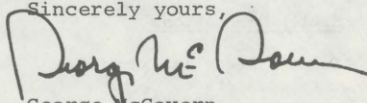
Dear Mr. Chairman:

I am gratified to note that the Education Subcommittee has under consideration the bill I introduced to provide funds, under the Vocational Education Act of 1963, for the purpose of constructing student union rooms or buildings for area vocational schools.

An excellent example of the need for this legislation is the situation of the Lake Area Vocational-Technical School in Watertown, South Dakota. Mr. Robert H. Cockle, the Superintendent of Watertown Public Schools, has been in the forefront of the effort to provide suitable student union facilities. His correspondence with me testifies to the belief that the vocational education program in his community and in many others would be considerably improved by the availability of such meeting places on campus. I ask that his letters be included in the printed record of your hearings and I would be grateful to you and the committee for favorable action on S.374.

With every good wish,

Sincerely yours,



George McGovern

Honorable Claiborne Pell  
 Chairman  
 Subcommittee on Education  
 Senate Committee on Labor and Public Welfare  
 Washington, D.C.

ROBERT H. COCKLE  
Superintendent



WATERTOWN PUBLIC SCHOOLS  
WATERTOWN, SOUTH DAKOTA 57201

September 22, 1970

Honorable George McGovern  
United States Senator  
Senate Office Building  
Washington, D. C.

Dear George:

As we move onward in education many perplexing problems arise to challenge and to solve.

I am sure this is true of every area of human endeavor but we do have one problem we would like to have you and your office assist us in solving.

Public vocational-technical education at the post-secondary level in South Dakota has gone from nothing to a rather comprehensive program in the past five years as you well know. Our Lake Area Vocational Technical School in Watertown has grown from 25 students in a Manpower Development Training activity to our fall of 1970 enrollment of over 500 one and two year students. Your assistance in providing the impetus to this amazing needed expansion for our State is greatly appreciated by South Dakota, more particularly our area of North-Eastern South Dakota. We now have the following programs:

Health Occupations

1. Licensed Practical Nursing
2. Dental Assistant
3. Dental Lab. Technician
4. Medical Assistant
5. Certified Lab. Assistant
6. Radiology Technician
7. Operating Room Technician

Trade & Technical

1. Agri-Business
2. Auto Mechanics
3. Aviation Mechanics
4. Building Trades Technology
5. Business Machines Technology
6. Cosmetology
7. Drafting Technology
8. Electronics Technology
9. Farm Equipment & Diesel Mechanics
10. Machine Shop Technology
11. Radio & T.V. Servicing

Honorable George McGovern  
Page two  
September 22, 1970

This is a terrific program, George, and one suited to the needs of the citizens of today and tomorrow. The greatest number of our students live at home and drive to school for the six to eight hours a day of instruction. Others live in private apartments and rooms, of which there is an ample supply. We do not favor dormitories for this type of a school.

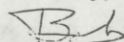
However, we have one giant problem. We need a day-Student Union. A place where students can have lunch, a resource-study-lounge area to relax prior to classes, between classes and after classes while waiting for those who share rides. We are not talking of an elaborate recreation type building as needed by a college with a large number of residence students.

A four year college, private or public, finances Student Unions through a program of Federal and State matching funds, and by student Union fees, which pay back loan amounts. We have pursued this course but immediately get the explanation, "Funds for the Student Union type facility are only available to colleges or universities that provide two or more years of transfer of credit training."

This is our problem, George. What you can do to assist us I do not know, but we need help. Every post-secondary institution in South Dakota has participated in a federally financed Student Union Building. Some institutions had less students at the time than we have now.

We have a program that is badly needed, one that has grown from 25 students to 500 students in five years and will continue to serve a national, state and local need for our citizens. We hope you can find time to review our problem and perhaps suggest ways we might proceed to solve our problem.

Sincerely,



Robert H. Cockle  
Superintendent

RHC/mj

ROBERT H. COCKLE  
Superintendent



WATERTOWN PUBLIC SCHOOLS  
WATERTOWN, SOUTH DAKOTA 57201

March 5, 1971

Senator George McGovern  
U.S. Senate Office Building  
Washington, D.C.

Dear Senator McGovern:

Thank you for your efforts in introducing legislation for an opportunity to construct day type student union rooms or buildings for the Area Vocational Schools.

We have a very successful program in the Lake Area Vocational-Technical school. Over the past five years we now have a total of 500 students enrolled in 19 separate vocational-technical program.

In South Dakota we find that students travel up to 75 miles per day to go to the classes and that the original movies were exclusively for classroom and shop buildings. Due to the tremendous growth we now feel the need for a day-time student center. Our classes start at 7:00 A.M. and run until 5:00 P.M. which makes necessary waiting areas, lunch facilities and modified recreation areas necessary.

At the present time all assistance for post-secondary student unions through grants, loans or vocational funds do not apply to vocational-technical schools, but only to schools which provide classes for transfer of credit.

Our Vocational school is limited to providing only courses that are vocational technical in nature and for no transfer of credit courses.

We have investigated thoroughly all avenues and come up against a blank wall. Our student body has gone on record as advocating a per-pupil student union charge to finance a portion of a student union but the complete facility is beyond the means of this group.

The one and two year vocational programs are important in the field of post-secondary education and our students do need this type of facility.

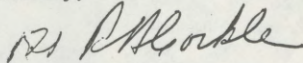
The concept of the day student union we have is to provide a quick lunch area, a resource-lounge area and limited recreation spaces. We realize we do not need many of the facilities found on a residential student campus.

Page 2  
Senator George McGovern  
March 5, 1971

Your efforts on the behalf of the Lake Area Vocational-Technical School in making this type of facility available through the vocational-technical Act of 1968 would be greatly appreciated by all students and many similiar schools.

Again, it would serve to take vocational technical education out of the "basement" and put it in the position it has earned.

Sincerely,



Robert H. Cockle  
Superintendent.

RHC:d1m

HENRY M. JACKSON, WASH., CHAIRMAN  
 CLINTON F. ANDERSON, N. MEX.  
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 HENRY BELLMON, OKLA.

JERRY T. VERKLER, STAFF DIRECTOR

## United States Senate

COMMITTEE ON  
 INTERIOR AND INSULAR AFFAIRS  
 WASHINGTON, D.C. 20510

March 31, 1971

Hon. Claiborne Pell  
 Chairman, Education Subcommittee of  
 Labor & Public Welfare Committee  
 Washington, D.C.

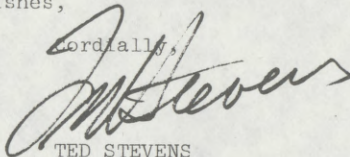
Dear Mr. Chairman:

Enclosed is a letter from Alaska's Director of Vocational Education setting forth both concerns and recommendations he has for the future of this urgent program. I know that you are deeply involved in weighing the future direction of this program and felt you should have the benefit of Mr. Ridle's experience and recommendations in this regard.

May I also say that I too, strongly object to any cut in Alaska's program level of funding. We are looking into this very closely now to see if indeed this may happen in FY '72 under the current budget.

With best wishes,

Cordially,



TED STEVENS  
 United States Senator

Enclosure

# STATE OF ALASKA

## DEPARTMENT OF EDUCATION

---

 WILLIAM A. EGAN, Governor
 

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 POUCH F — ALASKA OFFICE BUILDING  
 JUNEAU 99801

March 9, 1971

The Honorable Ted Stevens  
 United States Senator  
 317 New Senate Office  
 Building  
 Washington, D. C. 20510

Dear Senator Stevens:

As a courtesy to the State, the American Vocational Association keeps the State Directors posted as to the pending Federal legislation and budgets. It is through this avenue of information that we just received the attached schedule of apportionments for Vocational Education.

We are both distressed and angry to learn that Alaska, with its current serious financial picture, is to receive the largest percentage cut in Federal revenue. Also, on a percentage basis, we are evidently going to receive less than any other state on the basis of FY-70 apportionments. We cannot understand what sort of logic it is that would take what is already a minuscule apportionment and then reduce it to the extreme noted on the attached.

Vocational Education is extremely crucial to the State's general development at this point in time. A reduction of funds such as this will completely eliminate many critical programs in our smaller schools. We would appreciate your assistance in alleviating this unjustified reduction in the Federal apportionment. Any assistance from your office would be more than greatly appreciated.

The second item I might address myself to: As you are no doubt aware, in the near future the Vocational Education Act of 1963 and the 1968 Amendments will be up for either revision or passage of new legislation. I would like to take this opportunity to request your offices to support continuing the Vocational Education Act of 1963 and the 1968 Amendments and to continue to provide categorical funds for Vocational Education, as such.

Third item: To the best of my knowledge in most all states, Vocational Education comes under the administration of State Boards for Vocational Education and directed and supervised through the State Departments of Education. I would highly recommend for the State of Alaska that this operation continue for the main reason that it provides articulation of Vocational Education programs from kindergarten through grade 14 with the academic program. If Vocational Education should be separated from the State Department of Education, as such, I feel that a tremendous fragmentation of programs would be the result.

The Honorable Ted Stevens

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March 9, 1971

Fourth item: As proposed by the administration and Congress during the past session, indications are that the education component under MDTA might be removed from Vocational Education. I would strongly urge, again for the reasons of articulation between high school, post-high school, and adult programs, that MDTA education components remain with the Division of Vocational Education throughout the State system.

Fifth item: In the past some indications have been made that there is a possibility that the administration of the educational components under Manpower programs on the national level may be removed from the Departments of Health, Education, and Welfare, and the U.S. Office of Education. Again, as mentioned in the two previous paragraphs, it would be my feeling that fragmentation of programs would result in overlapping of both programs and facilities that are now being provided by the State Divisions of Vocational Education as well as the U.S. Office of Education.

Sixth item: Over the past years the State Departments of Education have been charged with the responsibility of providing occupational training for secondary, post-secondary, and adult education. Even though the State offices have been charged with this responsibility, very little attention has been given to the funding of such programs. As a result of this, over the years there has been a lack in training that has lead to a number of programs under the Manpower Development Training Act. I will refer to these programs as prevention vs. treatment, prevention being the educational programs in the early years under secondary and post-secondary, and treatment being the programs offered after-the-fact.

During the current year some nine billion dollars has been spent on treatment as opposed to nine hundred million dollars on prevention, under Vocational Education. To make it even simpler, it's like a faucet dripping water. If you do not shut off the drip, the bucket will continue to fill up and run over.

If Congress does not provide more funds under prevention in the secondary and post-secondary levels, my prediction would be that in the years to come the treatment for those persons who have finished school and not had the opportunity for occupational training will continue to grow to the point that unemployment will rise to such a degree that our nation will end up in a tremendous turmoil because of unemployment. For that reason, I would strongly suggest that Congress fund programs on the secondary and post-secondary level to the degree that adequate programs can be provided on those levels and thus reducing the prevention costs in years to come.

In order to provide adequate program on a prevention level, position staffing in the U.S. Office of Education, and particularly in the offices of Vocational Education on a national level, should be increased in order to provide adequate program assistance to the States. In addition to that, I would recommend very strongly that Vocational Education be put in a prominent place in the structure of the U.S. Office of Education.

I realize that I have covered many different areas in this letter; however, I was of the opinion that if our Congressional Delegation was made aware of some of the concerns on the part of the State educational systems that

1633

The Honorable Ted Stevens

-3-

March 9, 1971

it might help them in their decision making as they go on with the chore of Federal legislation for the coming year.

If this office can be of any further assistance, please feel free to contact us at any time for additional information.

Thank you very much for your consideration of the previous points.

Sincerely,

Cliff R. Hartman  
Commissioner of Education

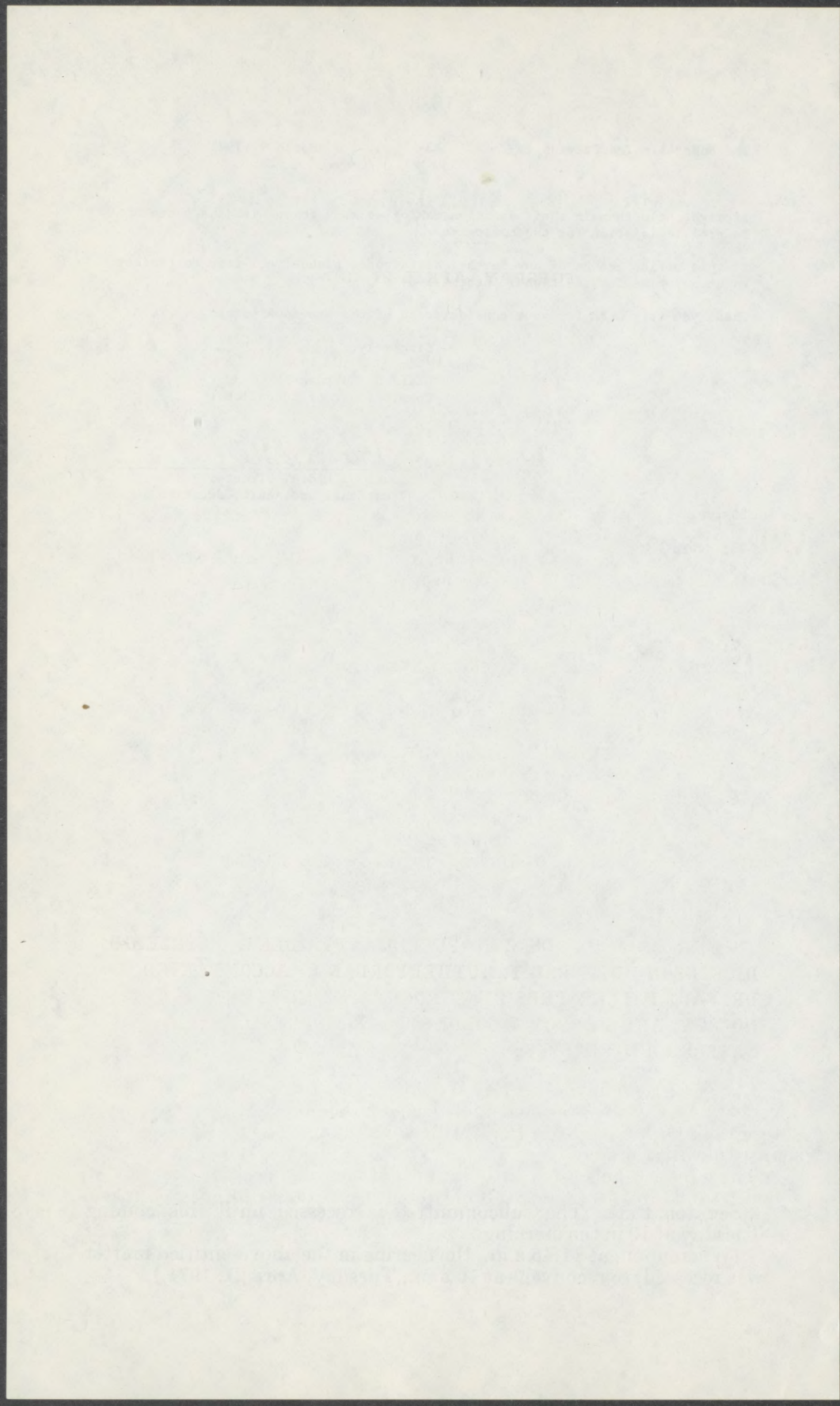
By: Louis D. Ridle  
Louis D. Ridle, Director  
Vocational and Adult Education

LDR:vr

Enclosure

Senator PELL. The subcommittee is recessed until this coming Tuesday at 10 in the morning.

(Whereupon, at 11:45 a.m., the hearing in the above-entitled matter was recessed, to reconvene at 10 a.m., Tuesday, April 27, 1971.)



## EDUCATION AMENDMENTS OF 1971

TUESDAY, APRIL 27, 1971

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

The subcommittee met at 10 a.m., in room 3110, New Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present. Senators Pell and Williams.

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

Senator PELL. The Subcommittee on Education hearing on the Education Amendments of 1971 will come to order.

The first witnesses who will testify as a panel are, Dr. Osborn Fuller, president of Fairleigh Dickinson University, Rutherford, N.J.; Dr. Paul Miller, president of the Rochester Institute of Technology and Dr. Roy Wooldridge, vice president, Northeastern University, Boston, Mass.

Senator WILLIAMS. I do have to apologize that I cannot be here. Of course, we will follow the testimony later, but I have a resolution before another committee, Mr. Chairman, and I am certainly pleased, indeed, our friends from New Jersey are here. It will be most helpful to our committee in the Senate's deliberations.

Senator PELL. I do not know how you would like to proceed. I see your testimony here. I have your remarks, which, if they are not given in full, will be printed into the record. Who is the chairman?

Dr. FULLER. I am J. Osborn Fuller. I think I would like to start, and I would like to make a correction in the record.

### STATEMENT OF DR. OSBORN FULLER, PRESIDENT, FAIRLEIGH DICKINSON UNIVERSITY, RUTHERFORD, N.J.; ACCOMPANIED BY DR. PAUL MILLER, PRESIDENT, ROCHESTER INSTITUTE OF TECHNOLOGY, AND DR. ROY WOOLDRIDGE, VICE PRESIDENT, NORTHEASTERN UNIVERSITY

Dr. FULLER. On my left is Roy Wooldridge, of the Northeastern University; he is vice president and dean of the cooperative education program. On my right is Paul Miller, who is president of Rochester Institute of Technology.

These institutions are a little bit offbeat compared to what we normally think of when we are talking about institutions of higher education. They are a development that has come into existence in relatively

recent years and have grown in strength in recent years. I think they have also started to develop their concept of their mission in recent years, and we very much appreciate the opportunity to tell you something about the kind of institutions we are and how we relate to the problems as we see them, the problems your committee faces, and the problems the Government faces.

My slight correction is a change in the agenda which you have presented to us. You have me listed as Farleigh Dickinson; it is Fairleigh Dickinson, and I think there is some distinction. I think we like to preserve the idea of "Fair." We are trying to be very fair with our community constituency.

I appreciate this opportunity to appear before the committee, an invitation which, you know, has been extended by Senator Williams, our State Senator, to share with you my thoughts of a constructive relationship between government and the university.

This is my maiden appearance before a Senate committee, and I hope it will be the first of many because I believe that government, business, and education must work more closely together to solve the many problems which we face today.

Since my ideas, like those of everyone else, are strongly influenced by my past experiences, I think it might be helpful for you to know a bit about my experience in higher education. I went to college and to graduate schools at traditional prestigious eastern colleges, and this means I had the typical private kind of education background. Next, I moved to the land-grant institutions and served as professor at Ohio State University and then West Virginia. After my return to Ohio State, I went into administration, the last 11 years of which were spent as dean of the College of Arts and Sciences, Ohio State University.

In 1967, I became president of Fairleigh Dickinson University. This, then, is one of those institutions I mentioned a moment ago, quite different from the private colleges and universities, and quite different from the land-grant institutions. It is oriented toward serving the needs of the immediate community and has a large part of the student body that is a part-time student body, working in the evenings. It is best classified, then, as an urban university.

You have invited me to give my ideas about how the Federal Government can best exercise its role to the benefit of independent private institutions. In my response, I wish to concentrate on a private urban university as an illustration.

I think I can do this best by describing some of the programs at Fairleigh Dickinson University, which typify the urban university. Then I want to tell you how the urban university relates to the problems of the times and how, in my opinion, the Government can best aid these institutions.

Fairleigh Dickinson has an enrollment of about 20,000 students. It is on three main campuses located in Rutherford, Teaneck, and Madison, N.J. The student population is almost equally divided between day and evening students, with the result that each unit is a relatively small unit. Therefore, contact between the faculty and the students is frequent and understanding is good. The location of the centers encourages interreaction with the communities. The relatively small size of the individual units permits innovation and a flexibility of operation not normally associated with institutions as large as this. Our

multiple campus organization gives us, therefore, many of the advantages of the small colleges and at the same time of the large university.

All of these features are illustrated by the wide range of programs we have developed. For those students who, because of a poor start or slow maturity, have difficulty, we have a number of special programs. At Wayne, N.J., on an old missile site which we acquired from the Government we have a Reading and Study Institute, which was started in 1958 to prepare for college those students who have a poor high school record. In the 12 years since it began, 1,530 students have benefited from this 1-year program. Over 80 percent go on to accredited colleges after completing the program. We also have used this program to assist the disadvantaged.

In 1964, we started a 2-year experimental program for students who had not yet decided on a specific field, or whose performance in high school was below what was their true potential. Utilizing small classes, and to a large extent the tutorial process, 900 have gone on to accredited colleges to earn a degree.

We have also pioneered in specific response to community needs. We began one of the first dental hygiene programs. We also added a pilot program in nursing crisis in the fifties, and graduated some 406 associates in arts as qualified registered nurses. We are now moving into a 4-year program of nursing because the trend seems to be moving this way.

This fall, the college of science and engineering developed a bachelor of science in technology program, with the aid of teachers from the 2-year technical institutes. Transfers from these 2-year programs who have shown promise, can now come to Fairleigh Dickinson and earn a 4-year degree in technology. There is a tremendous demand in industry for these educated and high trained semiprofessionals. Over 200 students registered in the first semester, far exceeding our expectations. Other institutions are now following our lead.

We also developed two exciting programs overseas. There is one at Wroxton, England, where we offer undergraduate and graduate programs in English literature, history and government for American students on a one-semester basis. More than 500 from many colleges have studied at Wroxton since its inception in 1965. At St. Croix, in the Virgin Islands, we are building facilities to operate an undergraduate teaching laboratory in the sciences related to oceanography. When these facilities are completed, which will be sometime this summer, we will be able to expand the oceanography program which we have conducted for three summers in a local hotel. The new laboratories will also be used by other affiliated universities. In the West Indies Laboratory, as we call it, we will have the first oceanographic laboratory built without a large government grant. We were so convinced of the importance of this new field of oceanography that we proceeded with our plans despite the fact that sea grant funds had been exhausted.

At the graduate level, we have also developed innovative programs in response to community needs. We have one of the first master of arts in teaching programs. In 1964, we developed the program of orthodontics. All participants in this program have between 6 to 8 years of training, including 2 years of practice before entering the program.

Next year we have announced a unique program for the degree of doctor of education. It builds on a master's degree regardless of major, gives credit for work experience in any phase of educational service; the program is designed by the student and approved by an inter-college advisory committee, and the courses may be used from any college in the university or from other universities.

Two programs which are a complete departure from the normal collegiate patterns of operation are the Saturday college and the volunteer community service program.

The Saturday college is designed for the adult who wants to upgrade himself, and classes are offered late Friday afternoon and on Saturday. There are no admission requirements and when performance standards are met, full college credit is awarded and is transferable. The response to this concept has been so tremendous that we are expanding our offerings. Two other local colleges are initiating similar programs as a result of our success.

Finally, I want to tell you about the volunteer community service program. At my suggestion, we started this program last fall. The university faculty and administration offer guidance, and help make agency and community contacts for the students who want to contribute volunteer service. With little publicity the program keeps growing. At last count, we had over 400 students who had responded on one campus alone. Students are operating a 24-hour "Hot Line" on two campuses for people undergoing severe personal stress; and tutorial service for preschool Blacks in Newark; Big Brother and Big Sister units in cooperation with the national organizations, and working with a local town council and numerous other projects.

We are pleased that our students, who are of all political persuasions, are actively helping to solve community problems on a volunteer basis. We feel it is an important part of their education.

These examples illustrate why we feel that we are innovative and responsive to community needs. We are not an intellectual island, but a center from which we reach out into the communities to use them as our laboratories, while simultaneously responding to their needs. We are not unique in practicing this philosophy. The urban universities have been the leaders in this movement, although other universities are improving their community involvement.

You will remember that my second purpose today was to tell you how the role of the urban university relates intimately with the problems of the times. From the descriptions of some of the Fairleigh Dickinson University programs and those of the institutions which my colleagues represent, many relationships are immediately obvious. However, I want to paint the picture with a broader brush. To do this, I want to take you back a bit in history. How has the Federal Government helped higher education in the past? From the beginning, higher education has received continuous support from the Federal Government. However, there have been noticeable peaks in the quantity of support.

In the middle of the nineteenth century, there was a clamor for education for more than the elite. There was a cry, too, for a different kind of education. The country's food needs were expanding. Industrial needs were expanding rapidly. The Federal Government responded to these needs, and the land-grant colleges came into existence

in 1861. Low cost education in the "agricultural and mechanical arts" became a reality for a large number of students. The land-grant institution, with its government-supported agricultural and engineering experiment stations, flooded the farmer and industrialist with new ideas and new products. Industry exploited these and a major revolution resulted. An unacknowledged partnership between Government and education and industry rocketed us toward world leadership. We became the first Nation to produce a surplus of food, while simultaneously becoming an industrial Nation.

During the Second World War, the Federal Government again gave significant support to higher education. This time the Government turned to a different group of institutions. The graduate departments and technical schools became the centers for significant research and development, and an unexcelled war machine resulted.

Another peak of Federal support occurred after Sputnik. Again the informal but effective partnership—government, business, and education—responded to produce an unbelievable number of successes in space exploration.

My third purpose is to give you my opinion of how the Government can best aid higher education at this time in history.

Today, our problems are primarily social problems. Is it not time for another peak Federal effort to support higher education? Is it not time for the Federal Government to take that bold step and invest in the search for solutions to the social problems through another partnership with higher education? I believe it is.

The two things the Federal Government must do is broaden the opportunities for higher education of its youth, and directly assist those universities which can best help in solving social problems. The need to develop opportunities for minority groups and expand technical education, especially through the 2-year institutions, is well known and I support the Government's effort to develop such programs.

Less well understood are the problems that are developing for the middle-income group. Rapidly rising tuitions in the private institutions, and the present criteria for obtaining financial aid, are steadily cutting down on the choice of opportunities for the middle-income group. If the present trend continues, the rich and some of the poor will be able to choose their institutions and their role in life, but members of the middle-income group, if they can afford to go to college, will be limited to the low-cost institutions regardless of what educational programs they may wish to pursue. In considering the problem of expanded student financial aid, this middle-income group must not be forgotten. New Jersey has a plan to help. It is called the fee equalization plan, through which grants are made to cover the tuition difference between public and private institutions, so that the student is better able to go to the institution of his choice. The difficulty with the plan is that the income cutoff is so low that it eliminates most middle-income students from qualifying; and, second, insufficient funds for the total program.

I also want to make a special plea for the part-time student. Not many years from now, the importance of continuous upgrading through part-time education will be accepted as a desirable feature in the development of our human resources. At present, the large number

of part-time students who are upgrading themselves, except for veterans, are given no help by the Government. The numbers of working students who would take courses part-time would be greatly increased if there were financial assistance for them.

Broadening opportunities for the youth can be helped by increased direct student aid. However, direct student aid alone is not sufficient. Each institution spends more on educating the student than he pays in tuition and fees. Therefore, there must be aid to institutions in order to keep them viable and innovative. While the simplest way to solve this problem would be direct aid on the basis of head count, I do not believe this is the best way.

Our problems are social problems—urban problems. Therefore, now, as in the past, a major portion of the funds must flow to those institutions which, through experience, show they are capable and willing to do the job. The urban universities, as a group, have the most experience in working with community problems. It is my opinion that through Government support they will be able both to speed up the work they are already doing, and explore new solutions. They will develop the team research necessary to analyze and tackle community problems. They will expand their service as a resource bank, ready to answer the call for expertise from the Government and the community.

The urban universities stand ready to respond to the national need, but they cannot do it alone. They need business—and most importantly—they need Government support.

I hope, gentlemen, that this committee will agree with me and my colleagues and recommend provisions in S. 659 which will provide not only direct aid to students, but will also grant major support to those universities best suited by experience and philosophy to educate and serve in the area of urban problems. Thank you very much.

(The prepared statement of Dr. Fuller follows:)

Remarks by J. Osborn Fuller, President, Fairleigh Dickinson  
University  
Rutherford, New Jersey

10 A.M. - April 27, 1971

Mr. Chairman and members of the Subcommittee on Education of the Labor and Public Welfare Committee. I appreciate the committee's kind invitation, extended so graciously by Senator Williams, to share with you my thoughts concerning a constructive relationship between the government and the university.

This is my maiden appearance before a Senate Committee. I hope it will be the first of many because I believe that government, business and education must work more closely together to solve the many problems which face us today.

Since my ideas, like those of everyone else, are strongly influenced by my past experiences, I think it might be helpful for you to know a bit about my experience in higher education.

I went to college and to graduate school at traditional prestigious eastern colleges - Lehigh and Columbia. Then I taught geology at a small private college in the midwest - Mount Union.

Next, I moved to the land-grant institutions, serving as a professor at Ohio State University and West Virginia University. Shortly after my return to Ohio State, I went into administration and later became Dean of the College of Arts and

Sciences for eleven years.

In 1967, I became President of Fairleigh Dickinson University. This institution is entirely different from the private colleges and universities with which most of us are familiar, and also different from the large land grant universities. It is oriented toward serving the needs of the immediate community and has a large working part-time student body. It is best classified as an urban university.

You have invited me to give my ideas about how the federal government can best exercise its role to the benefit of independent non-profit institutions. In my response, I wish to concentrate on the private urban university as an illustration.

I think I can do this best by describing some of the programs at Fairleigh Dickinson University which typify the urban university. Then I want to tell you how the urban university relates to the problems of the times and how, in my opinion, the government can best aid these institutions.

Fairleigh Dickinson University, with an enrollment of 20,000, is the 9th largest private institution in the country. On the three main campuses, located at Rutherford, Teaneck and Madison, New Jersey, the student population is almost equally divided between day and evening students, with the result that each unit is relatively small. Therefore, contact between students and faculty is frequent and understanding is good. The locations of the centers encourage interreaction with the communities. The relatively small size of the units permits innovation and a flexibility of operation not normally associated with a large institution. Our multi-campus organization gives us many of the advantages of both the small college and the large university.

All of these features are illustrated by the wide range of programs we have developed. For those students who, because of a poor start or slow maturity, have difficulty, we have a number of special programs. At Wayne, New Jersey, we have a Reading and Study Institute which was started in 1958 to prepare for college those students who had a poor high school record. In the twelve years since it began, 1530 students have benefited from this one-year program. Over 80 percent go on to accredited colleges after completing the program. We have also utilized this program to assist the disadvantaged.

In 1964, we started a two-year experimental college for those students who had not yet decided on a specific field, or whose performance in high school was below what we felt was their true potential. Utilizing small classes, and to a large extent the tutorial process, nine hundred have gone on to accredited colleges with full credit transferred.

We have also pioneered in specific response to community needs. We began one of the first programs for dental hygienists, training more than 500 since 1948. We also had one of two pilot programs designed to meet the nursing crisis in the early fifties. From this program, 406 received associate in arts degrees and qualified as registered nurses. Because the demand for nurses having four years of training was increasing, we now have a baccalaureate program. However, we are still providing, on a cooperative basis, the liberal arts courses for the nursing programs run by two local hospitals.

This fall the College of Science and Engineering developed a bachelor of science in technology program, with the aid of teachers from the two-year technical

Institutes. Transfers from their two-year program who have shown promise, can earn a four year degree in technology. There is a tremendous demand in industry for these educated and highly trained semi-professionals. Over 200 students registered in the first semester, far exceeding our expectations. Other institutions are now following our lead.

We have also developed two exciting programs overseas. At Wroxton, England, we offer both undergraduate and graduate programs in English Literature, history and government for American students on a one semester basis. More than 500 have studied at Wroxton College since its inception in 1965.

At St. Croix, Virgin Islands, we are building facilities to operate an undergraduate teaching laboratory in the sciences related to oceanography. When these facilities are completed, we will be able to expand the oceanography program which we have conducted for three summers in a local hotel. The new laboratories will also be used by other affiliated universities. The West Indies Laboratory, as we call it, will be the first laboratory built without a large government grant. We were so convinced of the importance of the new field of oceanography, that we proceeded with our plans despite the fact that Sea Grant funds had been exhausted.

At the graduate level we have also developed innovative programs in response to community needs.

In 1964 we started a Master of Arts in Teaching program with help from the Ford Foundation. Over 300 students have graduated in the program.

In 1964 we initiated an orthodontics degree program. All participants have

between 6 to 8 years of training, including two years of practice before entering this program.

For next year we have announced a unique program for the degree of Doctor of Education. It builds on a master's degree regardless of major, and gives credit for work experience in any phase of educational service. The program is designed by the student and approved by an intercollege advisory committee. Courses may be used from any college in the University or from other universities.

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Finally, I want to tell you about the volunteer community service program. At my suggestion we started this program last Fall. The University faculty and administration offer guidance, and help make agency and community contacts for students who want to contribute volunteer service. With little publicity the program keeps growing. At last count, over 400 students had responded on one campus alone. Students are operating a 24 hour "Hot Line" on two campuses for people undergoing severe personal stress; a <sup>tutorial</sup> ~~tuitional~~ service for preschool blacks in Newark; Big

Brother and Big Sister units in cooperation with the national organizations; working with a local town council, and numerous other projects.

We are pleased that our students, who are of all political persuasions, are actively helping to solve community problems on a volunteer basis. We feel it is an important part of their education.

These examples illustrate why we feel we are innovative and responsive to the community needs. We are not an intellectual island, but a center from which we reach out into the communities to use them as our laboratories, while simultaneously responding to their needs.

We are not unique in practicing this philosophy. The urban universities have been the leaders in this movement, although other universities are improving their community involvement.

You will remember that my second purpose today was to tell you how the role of the urban university relates intimately with the problems of the times. From the descriptions of some of the Fairleigh Dickinson University programs and of those at the institutions which my colleagues represent, many relationships are immediately obvious. However, I want to paint the picture with a broader brush. To do this, I want to take you back a bit in history. How has the Federal government helped higher education in the past? Since the beginning, higher education has received continuous support from the Federal government. However, there have been noticeable peaks in the <sup>quantity</sup> ~~quality~~ of support.

In the middle of the nineteenth century, there was a clamor for education for

more than the elite. There was a cry, too, for a different kind of education. The country's food needs were expanding. Industrial needs were expanding rapidly. The federal government responded to these needs, and the land grant colleges came into existence in 1861. Low cost education in the "agricultural and mechanical arts" became a reality for a large number of students. The land grant institution, with its government supported agricultural and engineering experiment stations, flooded the farmer and industrialist with new ideas and products. Industry exploited these and a major revolution resulted. An unacknowledged partnership between government and education and industry rocketed us toward world leadership. We became the first nation to produce a surplus of food, while simultaneously becoming an industrial nation.

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Today our problems are primarily social problems. Is it not time for another peak federal effort to support higher education? Is it not time for the federal

government to take that bold step and invest in the search for solutions to the social problems through another partnership with higher education? I believe it is.

The two things the federal government must do is broaden the opportunities for higher education of its youth, and directly assist those universities which can best help in solving social problems.

The need to develop opportunities for minority groups and expand technical education especially through the two-year institutions, is well known and I support the government's effort to develop such programs.

Less well understood are the problems that are developing for the middle income group. Rapidly rising tuitions in the private institutions, and the present criteria for obtaining financial aid, are steadily cutting down on the choice of opportunities for the middle income group. If the present trend continues, the rich and some of the poor will be able to choose their institutions and their role in life, but members of the middle income group, if they can afford to go to college, will be limited to the low cost institutions regardless of what educational programs they may wish to pursue. In considering the problem of expanded student financial aid, this middle income group must not be forgotten. New Jersey has a plan to help. It is called the fee equalization plan, through which grants are made to cover the tuition difference between public and private institutions, so the student is better able to go to the institution of his choice. The difficulty with the plan is that the income cut-off is so low that it eliminates most middle income students from qualifying; and, second, insufficient funds is a further limitation.

I also want to make a special plea for the part-time student. Not many years from now the importance of continuous upgrading through part-time education, will be accepted as a desirable feature in the development of our human resources. At present, the large number of part-time students who are upgrading themselves, except for veterans, are given no help by the government. The numbers of working students who would take courses part-time, would be greatly increased if there were financial assistance for them.

Broadening opportunities for the youth can be helped by increased direct student aid. However, direct student aid alone is not sufficient. Each institution spends more on educating the student than he pays in tuition and fees. Therefore, there must be aid to institutions in order to keep them viable and innovative. While the simplest way to solve this problem would be direct aid on the basis of head count, I do not believe this is the best way.

Our problems are social problems - urban problems. Therefore now, as in the past, a major portion of the funds must flow to those institutions which, through experience, show they are capable and willing to do the job. The urban universities, as a group have the most experience in working with community problems. It is my opinion that with government support they will be able both to speed up the work they are already doing, and explore new solutions. They will develop the team research necessary to analyze and tackle community problems. They will expand their service as a resource bank, ready to answer the call for expertise from the government and the community.

The urban universities stand ready to respond to the national need, but they cannot do it alone. They need business - and most importantly - they need government support.

I hope, gentlemen, that this committee will agree with me and my colleagues and recommend provisions in Bill S659 which will provide not only direct aid to students, but will also grant major support to those universities best suited by experience and philosophy to educate and serve in the area of urban problems.

Thank you very much.

Senator PELL. Thank you very much, Dr. Fuller. Would either of the other two members of the panel care to give their testimony.

Dr. WOOLDRIDGE. Mr. Chairman, I am Roy Wooldridge, Northeastern University. I guess I would like to be next. I would like to take advantage of the offer that you made at the beginning of the meeting to have the entire paper entered into the record and perhaps not read the whole thing.

Senator PELL. That will be done.

Dr. WOOLDRIDGE. I will read from parts of it.

I am Roy L. Wooldridge, vice president of Northeastern University in Boston, Mass., where 47,000 students are enrolled in various educational programs. Of these students, 15,000 are full-time undergraduate students enrolled in cooperative education programs, 20,000 are part-time evening undergraduates, 7,000 are pursuing graduate education, and 5,000 are enrolled in special off-campus courses.

It is a privilege to have this opportunity to express my views on S. 659 and urge your support of a Federal program to give much needed assistance to higher education. My testimony is specifically directed at that portion of the bill that authorizes the extension of Federal support for the expansion and development of cooperative education programs and the portion that authorizes direct Federal subsidy to higher education institutions.

Under the provisions of S. 659, the existing legislation in section IV-D of the 1968 amendments to the Higher Education Act would be extended for another 3 years. This would authorize expenditures of \$10 million per year for the expansion and development of cooperative education programs and \$750,000 per year for research and training. In my judgment, this is a desirable formula and the amounts of money seem reasonable to meet the need.

The cooperative plan of education is a distinctly American philosophy of higher education and was invented here over 60 years ago. It includes all of the academic requirements of the traditional types of higher education, plus learning while doing, and applying what is being studied while still a student.

Most people admit that "working for an education" is part of an education, but in cooperative education the work experience becomes an important part of the entire educational process in which the student is engaged. The cooperative job assignment is carefully planned. It is not just part-time work or a summer job; it involves a formal sequence of work and study following a freshman year of full-time study. Two students are assigned to a job and are paid the going rate of pay for the job. While one is on the job, the other is at school. At the end of the term they exchange places. This gives the employer full coverage of his job and he looks upon the cooperative plan as a unique partnership between industry and the college in a superior kind of training program. The student gains valuable experience related to his field of study and earns all or a major share of his college expenses. It is called cooperative education because it is dependent upon the cooperation of employers and educators in combining to form a superior total educational program for the students. This program has an interrelated work and study content, carefully planned and supervised to produce optimum educational results for each student involved.

Unfortunately, there has been a great deal of confusion between the Federal work-study program and cooperative education. Under cooperative education, the institution assumes the responsibility for finding assignments which are related to the student's professional objectives and integrates these experiences into the total educational program. The assignments may be with either profit or nonprofit organizations, depending on the circumstances. The Federal work-study program, on the other hand, is essentially a financial-aid program wherein the educational benefit to the student is secondary to the financial benefit.

Many of the distinguished Members of Congress have heard testimony in the past on cooperative education from eminent educators such as Dr. Ralph W. Tyler of the Center for the Advanced Study of the Behavioral Sciences, Dr. Asa S. Knowles, president of Northeastern University, and Dr. John S. Allen, president of the University of South Florida. Their testimony, which was based on the research findings of Dr. Tyler's national study of cooperative education, gave strong support to the expansion of this educational method.

Cooperative education unites jobs and learning and creates highly motivated students. Our research and experience is that these students are more mature. Recently, Congress wisely began a program of aid in expanding cooperative education—a form of higher education that leads to more mature students. Cooperative education also creates greater economic efficiency in the educational institutions because they are able to serve two student bodies. Greater maturity in our college students and greater economic efficiency in the educational process are both highly important developments that merit congressional support at this time. As one Congressman told me, he did not know of any program of expenditures of Federal dollars in higher education that got as great a return on the tax dollars as do the expenditures for cooperative education.

Since 1964 to the present time, 200 institutions of higher education have adopted some form of cooperative education, bringing the current total to over 250 colleges, community colleges, and universities. A significant number of these new entrants have been aided by financial support from either the Federal Government or private foundations. In most cases, the seed money grant covers the conversion costs over the first 3 years of the program. Usually, the cooperative program becomes self-supporting after this initial period. For this reason, it can be looked upon as a good investment which allows the development of a program that can stand on its own feet after the first few years.

In 1968, Congress passed the amendments to the Higher Education Act of 1965. One of these amendments made it possible for higher education institutions to apply for Federal grants to support the establishment and expansion of cooperative programs. Authorization called for \$8 million in fiscal 1970 and \$10 million in fiscal 1971. In addition, some \$750,000 each year was authorized for training and research.

The funds for this program have not been appropriated in the authorized amounts. In both fiscal 1970 and fiscal 1971, the administration and Congress substituted for these needed funds an allocation of 1 percent of the work-study funds for the support of cooperative education programs. This meant \$1,540,000 in fiscal 1970 and \$1,600,000 in fiscal 1971, with no provision in either year for the training of coordinators or research.

In response to the first general announcement by the Office of Education in the spring of 1970, 194 colleges, community colleges, and universities applied for funds with the requests totaling \$8,500,000. Clearly, there was a greater need for funding than could be provided by the available funds. After much sifting, the Office of Education narrowed the list to 74 institutions that received grants totaling \$1,540,000.

In fiscal 1971, 345 applications have been received from universities, colleges, and community colleges requesting grants to establish and expand cooperative education programs. These 345 institutions have requested a total of nearly \$13 million in grants. I am informed by the Office of Education that one-fourth of these institutions are community colleges, and 45 of them are predominantly black colleges. It is obvious that many institutions have learned of the advantages of successful cooperative education programs and recognize them as responsive to the needs for individualizing education, bringing greater relevancy to education and meeting the rising costs of education.

I would like to point out that the expansion and extension of work-study cooperative education provides an excellent answer to the problem of making higher education available to a wider cross section of capable students, while at the same time enhancing and enriching the educational content of their program. Cooperative education provides the opportunity for many to attend college who would not otherwise be able to do so. Currently, 85,000 students are earning over \$200 million this year. It also motivates many to stay in college, because they see the relationship between study and work. It has particular advantages, too, for the culturally deprived and economically underprivileged students who are thoroughly capable of profiting from a college education but cannot afford it.

Institutions of higher education must be encouraged to examine this system through financial assistance for the first 3 years of exploration and transition. I urge you to provide significant support for this worthwhile undertaking as authorized in S. 659.

In closing, I would like to ask respectfully you to support the concept of direct financial aid to colleges and universities as proposed in S. 659.

As an administrator in a large private institution, I am acutely aware of the financial plight facing our institutions of higher education. Furthermore, I have served as a consultant to over 200 colleges and universities from 1965 to the present. I might say parenthetically that the University of Rhode Island in Kingston is one of the 200 universities I have visited in the past year to help them install this cooperative program that I spoke of earlier. In this capacity, I have visited all types of campuses across the length and breadth of this Nation. Everywhere there is distress and alarm about the financial support of our system of higher education. There is serious question whether most of our private institutions will survive through the next decade. It seems to me that we must find a way to continue the pattern of offering our young people either public or private higher education as best suits their needs. A great deal would be lost if we allow the virtual elimination of private education.

Each year, college administrators find themselves caught more and more in the squeeze between rising costs and salaries on one hand, and the need for low-cost education on the other hand. There is a limit on

the amount of tuition that can be charged to the student and his family. This is particularly true in a time when more and more young people are being encouraged to pursue higher education. I see no other solution except direct Federal aid.

My final plea to you is to give careful thought to the development of a suitable formula for the equitable distribution of Federal aid. All too often, formulas are developed to include only full-time students on a given campus. I would like to draw your attention to a large and vital job being done by institutions like my own in the education of adults on a part-time basis. This should be recognized by taking these students into account in the distribution of funds.

Thank you very much.

(The prepared statement of Roy O. Wooldridge follows:)

## STATEMENT BY

ROY L. WOOLDRIDGE  
Vice President and Dean of Cooperative Education  
Northeastern University  
Boston, Massachusetts

Before the  
Subcommittee on Education  
of the  
United States Senate

April 27, 1971

Mr. Chairman and Distinguished Members of the Committee:

I am Roy L. Wooldridge, Vice President of Northeastern University in Boston, Massachusetts where 47,000 students are enrolled in various educational programs. Of these students, 15,000 are full-time undergraduate students enrolled in cooperative education programs, 20,000 are part-time evening undergraduates, 7,000 are pursuing graduate education and 5,000 are enrolled in special off-campus courses.

It is a privilege to have this opportunity to express my views on S 659 and urge your support of a federal program to give much needed assistance to higher education. My testimony is specifically directed at that portion of the bill that authorizes the extension of federal support for the expansion and development of cooperative education programs and the portion that authorizes direct federal subsidy to higher education institutions.

Under the provisions of S 659, the existing legislation in Section IV D of the 1968 Amendments to the Higher Education Act would be extended for another three years. This would authorize expenditures of \$10,000,000 per year for the expansion and development of cooperative education programs and \$750,000 per year for research and training. In my judgment this is a desirable formula and the amounts of money seem reasonable to meet the need.

The cooperative plan of education is a distinctly American philosophy of higher education and was invented here over sixty years ago. It includes all of the academic

requirements of the traditional types of higher education, plus learning while doing, and applying what is being studied while still a student.

Most people admit that "working for an education" is part of an education, but in cooperative education the work experience becomes an important part of the entire educational process in which the student is engaged. The cooperative job assignment is carefully planned. It is not just part-time work or a summer job, it involves a formal sequence of work and study following a freshman year of full-time study. Two students are assigned to a job and are paid the going rate of pay for the job. While one is on the job, the other is at school. At the end of the term they exchange places. This gives the employer full coverage of his job and he looks upon the cooperative plan as a unique partnership between industry and the college in a superior kind of training program. The student gains valuable experience related to his field of study and earns all or a major share of his college expenses. It is called "cooperative education" because it is dependent upon the cooperation of employers and educators in combining to form a superior total educational program for the students. This program has an interrelated work and study content, carefully planned and supervised to produce optimum educational results for each student involved.

Unfortunately there has been a great deal of confusion between the Federal Work-Study Program and cooperative education. Under cooperative education, the institution assumes the responsibility for finding assignments which are related to the student's professional objectives and integrates these experiences into the total educational program. The assignments may be with either profit or non-profit organizations depending on the circumstances. The Federal Work-Study Program, on the other hand, is essentially a financial aid program wherein the educational benefit to the student is secondary to the financial benefit.

Many of the distinguished members of Congress have heard testimony in the past on cooperative education from eminent educators such as Dr. Ralph W. Tyler of the Center for th

Advanced Study of the Behavioral Sciences, Dr. Asa S. Knowles, President of Northeastern University, and Dr. John S. Allen, President of the University of South Florida. Their testimony, which was based on the research findings of Dr. Tyler's national study of cooperative education, gave strong support to the expansion of this educational method.

Cooperative education unites jobs and learning and creates highly motivated students. Our research and experience is that these students are more mature. Recently Congress wisely began a program of aid in expanding cooperative education - a form of higher education that leads to more mature students. Cooperative education also creates greater economic efficiency in the educational institutions because they are able to serve two student bodies. Greater maturity in our college students and greater economic efficiency in the educational process are both highly important developments that merit Congressional support at this time. As one congressman told me, he didn't know of any program of expenditures of federal dollars in higher education that got as great a return on the tax dollars as do the expenditures for cooperative education.

Since 1964 to the present time, 200 institutions of higher education have adopted some form of cooperative education bringing the current total to over 250 colleges, community colleges and universities. A significant number of these new entrants have been aided by financial support from either the federal government or private foundations. In most cases, the seed money grant covers the conversion costs over the first three years of the program. Usually, the cooperative program becomes self-supporting after this initial period. For this reason it can be looked upon as a good investment which allows the development of a program that can stand on its own feet after the first few years.

In 1968, Congress passed the Amendments to the Higher Education Act of 1965. One of these amendments made it possible for higher education institutions to apply for federal grants to support the establishment and expansion of cooperative programs. Authorization

called for \$8,000,000 in fiscal '70 and \$10,000,000 in fiscal '71. In addition, some \$750,000 each year was authorized for training and research.

The funds for this program have not been appropriated in the authorized amounts. In both fiscal '70 and fiscal '71, the Administration and Congress substituted for these needed funds an allocation of 1% of the Work-Study funds for the support of cooperative education programs. This meant \$1,540,000 in fiscal '70 and \$1,600,000 in fiscal '71 with no provision in either year for the training of coordinators or research.

In response to the first general announcement by the Office of Education in the spring of 1970, 194 colleges, community colleges and universities applied for funds with the requests totalling \$8,500,000. Clearly, there was a greater need for funding than could be provided by the available funds. After much sifting, the Office of Education narrowed the list to 74 institutions that received grants totalling \$1,540,000.

In fiscal '71, 345 applications have been received from universities, colleges and community colleges requesting grants to establish and expand cooperative education programs. These 345 institutions have requested a total of nearly \$13,000,000 in grants. I am informed by the Office of Education that one-fourth of these institutions are community colleges, and 45 of them are predominantly Black colleges. It is obvious that many institutions have learned of the advantages of successful cooperative education programs and recognize them as responsive to the needs for individualizing education, bringing greater relevancy to education and meeting the rising costs of education.

I would like to point out that the expansion and extension of work-study cooperative education provides an excellent answer to the problem of making higher education available to a wider cross-section of capable students, while at the same time enhancing and enriching the educational content of their program. Cooperative education provides the opportunity for many to attend college who would not otherwise be able to do so. Currently 85,000 students are earning over 200 million dollars this year. It also motivates many to stay in

college, because they see the relationship between study and work. It has particular advantages, too, for the culturally deprived and economically underprivileged students who are thoroughly capable of profiting from a college education but cannot afford it.

Institutions of higher education must be encouraged to examine this system through financial assistance for the first three years of exploration and transition. I urge you to provide significant support for this worthwhile undertaking as authorized in S 659.

In closing, I would like to respectfully ask you to support the concept of direct financial aid to colleges and universities as proposed in S 659.

As an administrator in a large private institution, I am acutely aware of the financial plight facing our institutions of higher education. Furthermore, I have served as a consultant to over 200 colleges and universities from 1965 to the present. In this capacity I have visited all types of campuses across the length and breadth of this nation. Everywhere there is distress and alarm about the financial support of our system of higher education. There is serious question whether most of our private institutions will survive through the next decade. It seems to me that we must find a way to continue the pattern of offering our young people either public or private higher education as best suits their needs. A great deal would be lost if we allow the virtual elimination of private education.

Each year, college administrators find themselves caught more and more in the squeeze between rising costs and salaries on one hand, and the need for low cost education on the other hand. There is a limit on the amount of tuition that can be charged to the student and his family. This is particularly true in a time when more and more young people are being encouraged to pursue higher education. I see no other solution except direct federal aid.

My final plea to you is to give careful thought to the development of a suitable formula for the equitable distribution of federal aid. All too often, formulas are developed to include only full-time students on a given campus. I would like to draw your attention to a large and vital job being done by institutions like my own in the education of adults on a part-time basis. This should be recognized by taking these students into account in the distribution of funds.

Senator PELL. Thank you very much indeed.

We will now hear from the third member of the panel, Dr. Miller, from the Rochester Institute of Technology.

Dr. MILLER. It is a pleasure joining my colleagues. I, too, have submitted a brief statement for the record, and I will be simply supplementing it and supplementing the remarks of my colleagues.

I think both of them have really made two important points—one that describes some of the character of quite distinctive urban universities in this country, of which the institution I represent, the Rochester Institute of Technology, is one, and Northeastern and Fairleigh Dickinson are among others. I think, secondly, my colleagues have commented to the point of cooperative education as not only an important educational venture, but also an important part of the financing of the students' education and institutions themselves.

I should like to say, to support President Fuller, that not unlike him, my own career has been shaped by public higher education, having served at Michigan State University, the University of West Virginia, the University of North Carolina. It was during service in Washington, from 1966 to 1968, in the Department of Health, Education, and Welfare, that it grew in my mind that the institutions which are being represented here today had an enormous contribution to make to American urban life at this time of our history, and it was that thought which led me to the presidency of the institution which I am representing today.

I think back to the reports made by my colleagues, also contained in my own paper submitted for the record, that in addition to the urban nature of our institutions, in addition to the importance of cooperative education, we are also stressing what one might call the nontraditional student, the part-time, evening, often adult student. As one looks back over the emergence of student aid programs at both State and Federal levels, on the whole, the nontraditional student has been overlooked. We are also subscribing to the principle of interweaving—as they are—these institutions with the communities of which they are part, and by the services which they render, in these days to the disadvantaged, to minority groups, and with reference to other problems now in our cities.

I want to say just a few words taken from my own testimony, again quite informally and given in supplement to the testimony of my colleagues, because it is, in a way, an example of how distinctive institutions come into being and often are overlooked in the community fabric of the country.

The Rochester Institute of Technology really has three traditions in its composition. In 1829, Nathaniel Rochester, who founded the city of Rochester, desirous of bringing music and culture to Rochester, organized the Rochester Athenaeum. In 1885, Mr. Lomb, of Bausch and Lomb, returning from England, worried about the stream of immigrants to places like Rochester, and he helped organize the Mechanics Institute, that would devote itself to upgrading young men and women through education, who came in the immigrant streams from Europe. Those two traditions were fused together into a rather interesting community institute of higher learning, and remained as the Rochester Institute of Technology until it added its third tradition 3 years ago, which is the National Technical Institute for the

Deaf, authorized by the Congress and chartered through the Department of Health, Education, and Welfare.

Here still is another attempt to somehow reach out to the deprived, to the disadvantaged, and build upon the traditions of the past. I can give other details about the institutions which I represent. But it would really not contribute very much to repeat what my colleagues have said in characterizing these institutions. I do want at least to close with the statement of the problem, without getting into technical specifics for the solution.

We have 5,000 full-time students. We have up to 11,000 students at night. Fully 40 to 50 percent of the people of Rochester, in every walk of life, have for over 140 years been touched in some way educationally by their attendance at this institution.

This year, our budget is \$25 million; 62 percent of this is paid by the students, including the debt service on a \$50 million mortgage on a new campus, onto which we moved some 2 years ago. Ten percent of the budget is drawn from the endowment; 10 percent from local, annual private giving to the institution; 5 percent is made up by grants from the corporations of the city; some 3 percent comes in from Federal research grants. I should make the point—and I think it is true—that the type of institutions represented here, these are institutions which have, over the years, mainly contributed to the teaching of students, and have not, on the whole, stressed research in the sense we have normally come to think of it in American colleges and universities.

If you add all of this up, you will find that this makes about 95 percent, which leads one to say that this institution operates, and has operated for the last several years, at about \$1 million a year deficit.

In a sense, we are here today, as many others who appear before you and other committees, to simply say that in these institutions, if it were not for the cooperative education feature, they would be in very, very serious trouble. Our students pay \$2,100 a year tuition. The feature of a cooperative education is simply fundamental to the type of institution which I now represent.

So I join with my colleagues in saying that whatever the specifics and the techniques turn out to be, certainly we need soon a threefold kind of Federal aid: To continue the support for the students in ways that we have developed and others that might be derived; second, we do need to introduce an imaginative form of direct aid to the institutions in the way of institutional grants, and, finally, we should continue support to the development of needed facilities on these and other campuses across the land.

Senator PELL. Thank you very much, all three of you.

(The prepared statement of Dr. Miller follows:)

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ROCHESTER INSTITUTE OF TECHNOLOGY  
 ROCHESTER, NEW YORK

THE MEANING OF R. I. T.

The Founding - The Rochester Institute of Technology owes its history to the merging of two Rochester institutions. In response to community needs in 1829, Colonel Nathaniel Rochester and others founded the Rochester Athenaeum to improve the cultural life of a then frontier village through forums, concerts, and lectures. In 1885, under the leadership of Capt. Henry Lomb, Frank Ritter, and other industrialists, the Mechanics Institute began to supplement the labor force with technical training. In 1891 the two institutions merged, and in 1944 the name was changed to the Rochester Institute of Technology.

The Purpose - The Rochester Institute of Technology has always derived its strength from its responsiveness to changing needs. The Institute has continued to be committed to an educational philosophy which asserts that our primary obligation is to prepare our constituents to be constructive members of society. In our view, the effective citizen is a productive one, and hence, R. I. T. places occupational competence first among our educational objectives. But the Institute has always recognized that occupational competence alone is not sufficient in the education of the citizen. The Institute has therefore consistently interwoven in each of its curricula the study of significant human and social values.

The Setting - The Rochester Institute of Technology is a privately endowed, coeducational, accredited college granting associate, bachelors, and masters degrees in business, engineering, engineering technology, fine and applied arts, photography, printing, social work, and the basic sciences. Over 5,000 students are enrolled full-time, and over 10,000 part-time students are enrolled annually in a comprehensive college of continuing education.

R. I. T. has an established metropolitan center on the site of its former campus and an all-new, \$65 million, 1300 acre campus on the southern edge of Rochester. The two campuses allow R. I. T. to meet urban needs in the inner city and to serve certain educational needs of our city, state, and nation.

The Programs - The Rochester Institute of Technology has over fifty different curricula which in the main focus upon technical or technological education, general studies, and cooperative work study. Several of our schools are virtually unique in the United States and have national and international reputations. R. I. T. has comprehensive curricula in the School of Photographic Arts and Sciences and the School of Printing, and the School for American Craftsmen has programs in wood, metal, textile, and ceramic design. In curriculum development, our efforts attempt to meet a demonstrated need for graduates and career opportunities thereafter. Unlike most other collegiate programs, R. I. T.'s curricula are designed with an applications or applied emphasis. Since 1912, the Institute has been one of the proponents of the cooperative or work-study plan, whereby students benefit from the reinforcement of concepts and skills in a work environment. R. I. T.'s cooperative plan is the third oldest continuous work-study program in the country.

The National Technical Institute for the Deaf - The Rochester Institute of Technology houses NTID, a challenging experiment in education of the handicapped. Supported by federal funds, NTID is the only post-secondary, technical,

and technological institution for deaf students in the country. NTID offers evidence of the Institute's increasingly national scope. RIT-NTID's chief objectives are to provide technical education programs which prepare post-secondary deaf students for successful employment and to provide special support services which will facilitate and encourage deaf students to achieve a high degree of personal, social, and cultural development.

The Benefitted - The Rochester Institute of Technology, within our resources and sphere of purpose, focuses upon occupational goals. Those benefitted are not limited to the full-time, typical college student. The average R. I. T. student upon entry has a commitment to a particular field of study and an occupational goal in mind. Moreover, our College of Continuing Education is dedicated to serving community needs; hence R. I. T. presents opportunities to all area residents - craftsmen, technicians, businessmen, housewives - to upgrade skills, earn a degree, and explore new academic and cultural horizons. Overall, the Rochester area business, industrial, and scientific communities have benefitted greatly from R. I. T. 's full and part-time programs.

The Benefactors - The Rochester Institute of Technology benefits greatly from its impressive ties to the local community. The greater Rochester area is exemplary among major metropolitan cities in its support of community projects, as has been demonstrated numerous times by Rochester's corporate and individual citizens. Such support was again demonstrated by the success of the New Campus Fund campaign, which exceeded its original goal of \$18.8 million. Further, having the support of such firms as Eastman Kodak, Xerox, Gleason Works, Gannett Publishing and Sybron provides a solid base from which the Institute seeks to encourage the support of firms located elsewhere in the nation.

The Future - The Rochester Institute of Technology, like most private colleges and universities, faces an uncertain financial future with some confidence and great determination. With financial support from the citizen and corporate communities already well utilized, we have an urgent need for increased state and federal support. R. I. T. will strive to continue the meeting of our community and society's basic occupational needs.

With the precedent established in NTID, the Rochester Institute of Technology would be an ideal site for a federally sponsored technical institute for our nation's disadvantaged. A national Center for Career Opportunities for the Disadvantaged would serve as a pilot project of federal-private cooperation to fulfill the critical educational needs of disadvantaged people. Training and research would be the central purposes of the center.

Submitted by: Dr. Paul A. Miller  
President, Rochester Institute of Technology  
April 27, 1971

Senator PELL. I think the institutions you represent play a very special role in that they service the urban communities, which is where the majority of our young people are, and also they take into account the special needs of those who are not able to take advantage of the normal—as it is now being called—lockstep approach to education.

#### NEWMAN REPORT

Speaking of lockstep, I wonder if any of you have any particular thoughts with regard to the Newman Report which is presently being widely discussed.

Dr. MILLER. Not only with the Newman Report, but also other commission reports in the last year or so, the Carnegie Reports. All of them, it seems, are directing our attention to the fact that we have, indeed, made the educational system in this country much more of a lockstep than it ought to be. We do have more students in college involuntarily because it does not fit with their felt stage in the life cycle.

Sponsored by the kinds of institutions we represent this morning, education is viewed as a part of life, continuing education throughout life, the opening of doors to the nontraditional student, increasing of flexibility for students to leave as it may suit their own lives and to return without loss, all of these principles are absolutely fundamental to the purposes of education as it serves the population of this country.

It would be my wish—and I hope led by the kinds of institutions here, because we have been practicing this for decades—that we would discourage the lockstep, increase the flexibility, and have a coming and going for a day, a week, a month, or for 4 years, whatever it might be, of people, young and old, men and women from all walks and stations of life, without loss and with encouragement.

Dr. FULLER. I would simply like to say that it seems to me the Newman Report is putting in nice language—really a beautiful job—what we have been practicing for a great many years. We are extremely pleased to see this kind of stand come out of the Government.

Dr. WOOLDRIDGE. The only thing I would add is that I think there are at least three outstanding reports, of which the Newman Report is one and the Carnegie Report is another, and then the report from the Assembly on the Goals of Higher Education of the American Academy of Arts and Sciences. All point to some form of breaking the lockstep, which to us is a very broad definition of cooperative education, which started as a form of engineering education, very much job related, but has broadened in recent years to include a great many things.

I had the privilege of spending a half-day with the the Newman Committee during the time they were preparing the report and gathering the data. They came up to Boston to see some of us, and I think you will find my particular university was twice cited by name in the Newman Report, once pertaining to the cooperative program, and another time to the rather high level of retention that is allowed in the institution by this kind of education for a given level of students. We have a very high retention rate, and this was cited.

Senator PELL. How many students at Northeastern University come from the Rhode Island area?

Dr. WOOLDRIDGE. I wish I could say.

Senator PELL. It is quite a lot.

Dr. WOOLDRIDGE. The night section is 20,000. It is easy to commute up from the Providence area along the highways, but I guess of the 15,000 students, there might be 1,000 or so. I am just taking a guess. I have no way of knowing. We have quite a number of, as we call it, cooperative firms in the Greater Providence area that employ the students.

Senator PELL. Do you still give any advanced degrees, such as a law degree?

Dr. WOOLDRIDGE. Yes, we have a law school which has a cooperative program. We had a law school years ago. As you may realize, it was closed out in the fifties, and then reopened about 3 years ago as a graduate law school. At one time we had a division in Providence. I do not know whether your memory goes back that far.

Senator PELL. My senior colleague, Senator Pastore, received his law degree from Northeastern.

Turning to Fairleigh Dickinson College, I greatly admire Senator Dickinson. Is he still the Chairman?

Dr. FULLER. Yes, and he sends his regards to you.

Senator PELL. Is he chairman of the board of trustees?

Dr. FULLER. Chairman of the board of trustees, and still takes a very active part in developing the university. These concepts are, as you probably know, that he came up in a quite different way, being a man with what we might call born with a silver spoon in his mouth. He is very much in sympathy with what we are doing and has given us tremendous support as the institution has advanced to try to serve the total community needs.

Senator PELL. How did it start, Fairleigh Dickinson, what year?

Dr. FULLER. 1941.

Senator PELL. As Fairleigh Dickinson from the beginning?

Dr. FULLER. It started out as Fairleigh Dickinson 2-year community college; in other words, a 2-year institution; but it never finished with the 2-year program because the clamor for the students to continue on to a 4-year program was so great. It was a typical trolley car college, commuting students to start with, no dorms, and it has developed then in these some 30 years to this 20,000 enrollment.

Senator PELL. It was started then by Senator Dickinson's father?

Dr. FULLER. Yes.

Senator PELL. I am familiar with the college and also with your West Indies Laboratories. You were kind and asked me to cut the ribbon when it opened. I think Chancellor Martino—

Dr. FULLER. Sammartino, Chancellor Sammartino.

Senator PELL. He is your Chancellor?

Dr. FULLER. That is right.

#### SEA GRANT PROGRAM

Senator PELL. In the West Indies Laboratory are you trying to move ahead into the Sea Grant college program?

Dr. FULLER. Yes.

Senator PELL. Have you received any grants from them?

Dr. FULLER. We have not gotten any grants up to now. You see, we have been using the hotels for our facilities in the off-season. Senator Dickinson has given us the land and the money to develop the lab and

we are building five buildings down there now and we will develop a year-round program. That year-round program we hope to be using in affiliation with other institutions.

I hasten to add that this is not a program in competition with the typical Woods Hole, Miami and Scripps program. It is a teaching laboratory for the oceanography sciences.

S. 1453

Senator PELL. Dr. Miller, I was just curious in the light of your stress of the part-time students, would you support Senator Javits' bill in particular, S. 1453, which extends the eligibility for educational opportunity grants to include part-time as well as full-time students?

Dr. MILLER. That is right. Senator, I serve as Chairman of the Committee on Higher Continuing Education for the American Council on Education. That Committee would be interested in such a feature. When we speak of greater flexibility, we increase the invitation to develop more nontraditional students. The aid programs have to take this into consideration.

Senator PELL. Basically, this bill of Senator Javits is an excellent idea and we could very easily pull it into either of the bills as an amendment. I think we should. We will iron that out in the executive session. Basically we face a choice between two broad approaches. One is the administration's proposal embodied in S. 1123, and that of the bill that the subcommittee is looking at in particular, S. 659.

#### CHOICE OF PENDING BILLS

I was wondering if each of you three gentlemen could express a preference for one over the other. Are you familiar with both bills?

Dr. MILLER. I am not personally familiar with all of the comparisons.

Senator PELL. Well, it helps us to have a rather clear statement of "We prefer this one" or "We prefer that one."

Dr. MILLER. Yes, I think my own view offhand, without being competent to really make the judgment, is I understand S. 1123 does include a feature of the direct institutional aid in the way that the other one does not.

Senator PELL. What was that? Would you repeat that?

Dr. MILLER. I am not quite sure that I am able to judge the contrast of provision in the two with reference to institutional aid.

Senator PELL. The administration bill has no institutional aid. The bill that we are working on supports the concept of a grant to the Institution following each student who receives Federal assistance.

Dr. MILLER. Well, my own choice would be on the side of the bill that would add direct institutional aid to the Federal financing assistance of higher education.

Senator PELL. Are you familiar with both of those?

Dr. WOOLDRIDGE. On the two parts that I am concerned with, Senator, I could only second what Dr. Miller just said, that I would favor S. 659 because of the concept of the direct aid to institutions. I am more familiar perhaps with the cooperative education portion of it. The administration bill calls for support of cooperative education but designates 3 percent of work study funds to do it. It does not extend

the previous Higher Education Act provisions for cooperative education but really makes cooperative education part of the work study phase. I think I can certainly say for myself and my colleagues in the field that all strongly prefer the S. 659 approach where it remains a line item and stands on its own feet and looks for its own appropriation.

We think in the long run that is going to best serve the higher education institutions in this country. That is a very definite stand.

Dr. FULLER. The bill that you are talking about, S. 1123, is that the one with the matching concept?

Senator PELL. Matching concept for what?

Dr. FULLER. For the States.

Senator PELL. No. That is another bill of Senator Javits. The two overall bills are S. 1123 and S. 659 which are basically going in the same direction. S. 659 has the approach of helping the students by granting to them the difference between the income tax paid and \$1,200 along with a matching grant to the institution. The emphasis in the administration bill is more towards extending the loan program in general, and these are the two different approaches.

Do you have a preference between these two?

Dr. FULLER. Well, I feel very strongly that you have got to have not only the student aid grant to the students—I think this gives them a choice that is necessary—but you also must have direct aid to the institutions. The two cannot be separated and my plea then was to look at the problems at the time that relate to the social problems and support those institutions. I feel I cannot say any more.

Senator PELL. But, in general, then, as I said, the panel supports S. 659 over the other approach?

Dr. FULLER. Yes.

#### PROBLEMS OF DISADVANTAGE PUPIL

Senator PELL. Now, one final question. Do you find that undergraduates who normally would not be in college but who are now attending, have problems adjusting to the theoretical life and the extra demands that are made on them?

Dr. FULLER. Very definitely, but this is one of the reasons that we have developed a slightly different approach to what the New York City schools have called open admission. We have developed a special program at Wayne where if a young man or woman is not ready for college we can give them this adjustment phase. The same thing is true with our experimental college, the 2-year, and the Edward Williams, and even when we bring the students in to the regular programs we try to be aware of this through our counseling programs.

I think we get more of this kind of student in the urban institutions than is typical of other institutions where the selection is so great. I think where you take the top 10 percent of the high school class you have a different set of programs and problems and maybe more emotional adjustments, but it is not a total cultural adjustment when you have essentially open admission type.

Dr. MILLER. I want to say, Mr. Chairman, having gone to a conventional college, having worked in conventional institutions, I was not prepared for what has happened to institutions which have been

sometimes called shirt-sleeved institutions; and how for so many decades they have worked with young people of disadvantaged groups.

In our place we have something called the Vestibule program introduced by our work with deaf students into which students who are not really prepared for conventional college work are admitted and are given extensive help through educational technology and other features. We have more than the normal college in counseling services and remedial centers. In our metropolitan center we have representatives from minority groups coming there to take remedial work and to conduct seminars on community problems.

I am saying that often we have placed too much emphasis upon rather formal admissions procedures, now challenged by open admissions policies. We should also look at what we know about human learning that can help young men and women who have been deprived, who have been handicapped, who have been retarded in some way from normal learning opportunities; and there is much we can do that we are not doing in American colleges and universities to help young people move into the mainstream of higher education. Cooperative education is also a way that a student can move gradually into formal education.

Dr. WOOLDRIDGE. I would again add my voice to say that I think all of us represent institutions that are very unique and different urban schools that have always catered to working class students or short-sleeve institutions, as Dr. Miller said. I think through the years we have developed techniques in teaching to address ourselves to that problem, and they are very useful today.

I do not think you can just take youngsters who normally would not have gone ahead to higher education and put them in a conventional institution in a typical campus setting and expect them to survive. In many urban institutions we have had this. The cooperative education plan, the alternation of work and study does allow adjustments.

I would like to mention the evening and part-time student again, in that the great tendency on the part of accrediting agencies and Federal agencies, too, is to try to equate the evening student with the day student, and this cannot be done. This is an adult and mature student. His education program has to be set up on a different basis entirely. He is often a young person who has other responsibilities and is struggling to get an education, and I think we have not in the past given due recognition to this in many institutions. All of us are heavily involved in that kind of education as well as cooperative programs and special teaching in the freshman year.

#### INSTITUTIONAL AID

Senator PELL. Thank you very much. Now, one final question, and this involves assistance to educational institutions. The approach that we have in our bill provides for an amount of \$1,000 for each student who receives a basic educational opportunity grant. President Hester of New York University has suggested another approach which would grant for example \$100 for each student in the first and second year, \$150 for the third and fourth year, \$200 for the graduate year.

The amount of money would not be too different. In S. 659 the larger amount would follow those who receive the basic educational oppor-

tunity grants. The Hester approach is to all students but a smaller amount.

Do you have any preferences between these two approaches? Are you familiar with them? If you are not, do not worry, but I was just curious if you had any thoughts about whether assistance should be rendered on the basis of the student or a bloc grant to the university.

Dr. MILLER. I would select the option—and that is embodied I think in the Hester approach—of being as straightforward as possible. I think the efforts can be audited better. I think it leads less to ways to beat the game. From what you said and from what little I know about it—and I have read of President Hester's suggestion on this—I think I would like his option on the basis of what I know about it simply in terms of the straightforward ways for properly accounting and auditing for it. It is, therefore, better public policy.

Dr. FULLER. Saying the same thing in a slightly different way, I think our problem is to get the money wherever it will do the most good as rapidly as possible. The more checks and balances in the way of bureaucracy that are built into the distribution of money, the less money is going to get to the school.

Dr. WOOLDRIDGE. I would tend to agree with what my colleagues have said. I must say I would not wish to pretend to be an expert in this area and I suppose no one is because it is a brand new approach. I think the direct aid based on enrollment at much less per head than is called for in the Senate bill that is under consideration here is probably a better way.

I have some difficulty in understanding S. 659 on the direct aid formula because of the problems of the income tax of the parent of the student and some of the tuition that is paid by the student is subtracted—it is a rather complex formula. As best I can understand it, there might be some penalty to a cooperative education student who works 6 months a year. In other words, our students, because they work hard and go out on job assignments, which is taxable by the Federal Government, might find themselves at a disadvantage in terms of these basic educational grants and, therefore, since the grant in aid to the institution is dependent upon that basic educational grant the institution would be disadvantaged. I am not absolutely sure of that but that is the way I have interpreted it on a quick glance and, therefore, I suppose I would favor the other system of direct grants based on the per head enrollment.

Senator PELL. I see the problem that we have. We have some cleaning up to do on our own drafting to simplify what we are doing and make sure as few abuses could take place as possible. What I have sought to do is make it very simple and to try to help those who most need the assistance. So this is why we opted for the income tax as a measure.

I realize there could be an occasional abuse such as the family whose total holdings are in municipal bonds, but I think that is the exception.

I thank all three of you for coming. This has been a very good panel and you have made a particular contribution representing as you do those institutions serving the urban areas where problems are becoming more and more representative of the United States as a whole. I thank each of you very much.

The next witness will be Mr. Joseph Angland, a student at Massachusetts Institute of Technology.

I would like to express the apologies of Senator Kennedy who sent me a statement that I will read into the record.

I regret not being able to attend the hearing this morning and to personally welcome the representatives of the Coalition for Aid to Private Higher Education. The coalition was organized last year as evidence as the financial crisis of higher education became increasingly apparent to the university community. The rising cost of education to students and their families has been matched with an associate increase in the financial burden on institutions.

As a Senator from Massachusetts and a Member of the Subcommittee on Education, I applaud your concern, your goals, your determination to involve yourself in the struggle to meet those goals.

I believe the bill before you begins to meet the crisis. To the aspiring college student from a poor or lower middle class background, this bill offers a guarantee of financial assistance. It also expands and extends student loans, educational opportunity grants and work-study programs which have already begun to open the doors of our universities to all economic groups. But much more still must be done.

Your testimony here this morning is critically important because you have been bearing the burden of higher tuition costs. Year by year, tuition has climbed at every university, public and private, all but the affluent have had to mortgage their future to pay those costs.

So again, I commend you on your initiative in bringing to the Committee a perspective on the financial crisis in higher education and your views on the impact of current bills on private higher education in this country.

Would you proceed, Mr. Angland.

#### STATEMENT OF JOSEPH ANGLAND, STUDENT, MASSACHUSETTS INSTITUTE OF TECHNOLOGY

Mr. ANGLAND. My name is Joe Angland and I represent the Coalition for Aid to Private Higher Education. With me today are three other representatives of the coalition: Miss Jane Docktor from Emmanuel College; Fred Anderson of Tufts University; and Michael Grealy of Boston College.

The very basic presumption which underlies the philosophy of our organization is that private education is a worthwhile investment for the Government and that increased funding should be available. Certainly the philosophy of this committee and Congress as demonstrated by the legislation of recent years would demonstrate your position is constant with ours.

The rationale for this increased funding of private higher education devolves from considerations which are both economic and social in nature. Economically, it is obviously more efficient that the Federal Government help subsidize existing private colleges rather than to bear the entire cost of putting those people through college who otherwise would be forced to go to the public universities. Socially, there are strong reasons on the basis of giving options in terms of geography, style and size for having private as well as public education. Present State restrictions make it difficult for a person to go to a public school outside of his own State, while, if anything, the opposite is true of private institutions which tend to seek a wide geographic distribution.

In terms of style it is all too often the case that State schools are under the strict control of a legislature or political board of trustees which tends to enforce a rather narrow range of flexibility in allowing new programs or experiments in education.

In terms of size, it is also obvious that if private schools no longer were available to the majority of students, then they would be left to choose from schools in the 10,000 to 40,000 student enrollment range of the State universities and the consequent lack of interpersonal relationship and form that tend to make the existence of private education a worthwhile supplement.

Public and private education, we feel, must exist as competing systems leading each other into innovation and progressive change. Much like a two-party system of Government, a dual system makes education responsive to the needs of individuals and society.

Without increased aid to private higher education, we risk the destruction of this complementary function between the two systems. The legislation this committee is considering, specifically S. 659, does go a long way toward helping colleges to meet at least their shortrun crises in higher education.

The coalition shall defer comment to many aspects of the bill which are far better dealt with by people who are more familiar with the internal economics of the university and consider, instead, those aspects of the bill that relate directly to students through institutional grants.

The coalition strongly endorses S. 659's extension of Educational Opportunity Grants, Work Study Grants, and other forms of Federal loan subsidies. These programs have contributed substantially to the ability of needy and lower-middle class students to pursue educations in the private universities. To the extent that there are problems with these particular programs, they call for improvements in the program, certainly not their abolition.

We find grossly unacceptable the Administration's proposal to phase out National Defense loans. Such a move would aggravate the already severe problems confronting a student of middle-class background. For example, a student who borrows \$2,500 a year for his education may wind up repaying \$30,000 by the time the interest stops compounding. In light of such statistics, to say that the student has real freedom of choice is to perpetuate a myth.

Senator PELL. By this, you mean if he borrows \$10,000, he has to pay back \$30,000?

Mr. ANGLAND. \$12,500 over a 5-year program and the figure comes out to \$29,000 over a 20-year repayment period. Startling, but true.

The coalition further believes, and very strongly, that in the administration of the several forms of student assistance, the financial aid officers at the individual schools should be given the maximum possible discretion. Implicit in this position is a rejection of the proposal to tie all student assistance to a rigid function of the family's adjusted income. This approach—as advocated by the Administration—drastically oversimplifies some of the complex issues involved.

First of all, adjusted income is a very crude measure of need. Considerations such as family size, number of college-age students, debt structure and the liquidity of assets are of great importance in determining whether or not the need exists, but they are not readily reducible to a formula. Moreover, countless intangibles impinge on any particular student's case. In other words, a Federal formula would have to be condemned as being either grossly simplistic or hopelessly complex.

Our study of existing programs indicated that even the very broad eligibility requirements which exist now can in many cases exclude students who exhibit undeniable need. To extend these requirements to include not only eligibility of the programs but also to let them specify exactly how much a given student could receive would greatly exacerbate the problem that exists today, that is, the mismatch of real need and the availability of assistance.

Our second major complaint about a federally prescribed formula concerns the redistribution of funds from the middle class to the lower class. That the needy require more assistance is undeniable. That these funds can be reasonably obtained at the expense of middle class students is open to serious doubt. This is particularly true when one examines the impact of such a scheme on the private universities. Many middle class families—even with present aid programs—find it very difficult to bear the costs imposed by private higher education. The honorable president of Northeastern University emphasized this this morning when he spoke of the stranglehold upon people in the middle income class.

There can be no doubt that a reduction in Federal aid to the middle class would mean fewer middle class would seek private higher education. At the same time, the needy, even with the incremental Federal assistance that such a formula provides, would in most cases not be able to afford a private higher education. So, while the number of needy enrolled in private schools might increase, the extent would not be very large. In effect, the middle class would be priced out of private higher education and the poor would not yet be priced in. It is unfortunate that 1970 America is characterized by a middle class that can barely afford private education and the poorer class that cannot afford it at all.

However, redistributing funds so that both classes could half-afford private higher education hardly seems to be a realistic solution. Its consequence would be a system of private higher education dominated by the very wealthy—a system which is to be condemned on both educational and social grounds.

So, both in terms of redistribution of funds among income classes and the distribution of funds to specific individuals within income classes, we strongly endorse maximum flexibility for the financial aid officer. The formula proposed by the Administration is simple and uniform. However, the needs and circumstance of the millions of students enrolled in our private universities are not. This calls clearly for more discretion at a lower level.

Beyond the general income requirement, our examination of existing Federal programs have led us to conclude that financial aid officers are often hamstrung by some of the stipulations attached to the programs. The difficulty in the use of work-study grants in the summer and the 15-hour/week limit on such grants are illustrative of the problem. We are of the opinion that Congress should reexamine the wisdom of these constraints. It appears that their main impact at this time has been to make things awkward for financial aid officials and frustrating for applicants.

While current programs of student assistance are, in general, laudable, they are, nonetheless, insufficient. Pleas for increased funding constantly plague this committee, as they do the other committees of the

Congress, but the dimensions of the crisis in private higher education are at this time awesome, and the response should be commensurate.

As students, we tend to view the problems of higher education not in terms of large aggregates, but in terms of the specific problems imposed upon individuals. We perceive the student with nine brothers and sisters who is denied aid because her parents' income of \$10,000 is "inadequate" by some formula. We see the recipient of a National Defense loan receiving a maximum of \$1,000 per year—the same maximum that was written into the law when it was passed in 1958, even though tuition for him may have tripled since that time. We see 58 percent of those students in the forthcoming fiscal year who can meet the already stringent requirements for educational opportunity grants being denied these grants because the amount of appropriations recently passed by the House of Representatives could finance absolutely no more. Were these examples isolated exceptions, we could perhaps live with them. As it is, the fact that they are so commonplace demands remedial action.

S. 659 is to be commended for extending the magnitude of the Federal Government's commitment to the problems of higher education. The provision for supplemental grants geared to the income tax will provide funds direly needed by the lower and lower-middle class. While we realize the income tax is an imperfect measure of need, it is a laudable indicator for the lower income brackets to which this provision applies. Again, the mechanism of providing this additional assistance seems less important than the commitment to provide assistance. Perhaps the additional funds could be channeled through existing programs in an equitable manner to achieve the desired result.

As regards the cost-of-education allowances, we have some serious reservations. S. 659 would provide such funds only where the student is charged less than \$1,000 tuition. Now, while virtually all State universities would reap the benefits, aid for private schools would be minimal. It appears a drastic misordering of priorities to provide a bonanza for State supported schools where tuition is minimal while denying additional moneys to private universities who are in an even more precarious position. By lowering the incremental cost of a student at a public university, such a proposal can only provide artificial incentives to use public rather than private universities.

The idea of institutional aid is one we sanction; however, this particular mechanism seems ill suited to the problems of our time. It would be relatively easy to restructure the distribution of funds between the public and private sector in an equitable manner. The crisis of private higher education demands as much.

Earlier this morning I heard you mention a proposal, I believe by a gentleman from N.Y.U., Mr. Hester, which perhaps would do that, if I heard the formula correctly. Indeed, a restructuring must be in order to get the correct balance.

By way of conclusion, I should like to emphasize one very important point, a point which was made by the gentleman earlier this morning and a point which is implicit in what I have to say, and I would do so by way of raising a very unpleasant spectre.

We have already established that private higher education is something that should exist. The question then becomes for whom? The spectre I would raise is one where private higher education became

the exclusive province of the wealthy few, and certainly such a situation smacks of elitism which does run against our egalitarian grain; however, it is much more realistic than you might expect. There are suggestions that such a trend is in the workings and some of the mechanisms I have talked about today could aggravate this trend.

Providing money to the public schools rather than the private schools would aggravate this trend. Similarly, starving the middle class and giving money to the poor could drive both groups to the public universities and again the private universities would be left only to the very rich. This would be intolerable.

The coalition believes this committee and the Congress and the entire Nation shares our disdain for such a situation. They will react when the crisis reaches crisis proportions, however, reaction times are often long and reactions after the fact, as we can see by taking a look at poverty programs and a few other areas, oftentimes lead to ad hoc measures, not a coherent plan for solving the basic problems.

The legislation this committee is considering now will shape the nature of the Federal Government's commitment to private higher education for some years to come. However, at this time, time is really of the essence. We strongly urge this committee and the rest of the Congress to not only act today but act tomorrow. It is much better for us to pass legislation which will let us anticipate a crisis of tomorrow rather than not doing so and having to react to it in the future.

Mr. Chairman, that concludes our testimony.

Senator PELL. I thank you very much for your testimony and for your strong support of S. 659.

I would add in this regard that the problem here of the cost of education to help the institutions is overly complicated in this bill and we intend to simplify it so it will be a straight \$1,000 grant for each youngster that gets a basic cost of education grant. So the amounts will not be too different between this approach and President Hester's approach.

Mr. ANGLAND. To the extent that occurs, we would probably support it wholeheartedly.

Senator PELL. I am also delighted that Senator Kennedy, whose statement I inserted in the record, also supports this bill.

I have one question I wanted to ask your view on, and that is, do you subscribe to the basic philosophy of the bill which is before us, which is, that there should be a right to an education beyond high school—not necessarily a liberal arts education, it could be vocational education—but a right available to all American people. One provided to them if they can maintain their grades that are necessary and have a desire to do so?

Whether it is a private or public education is not the important point here. The point is that there must be a floor of post-high school education available to all people, just as probably 60, 70, 80 years ago the idea that a high school education would be available to all people was probably rather radical. If you went to high school that was considered a privilege and you had to pay for it. Today, if you want to go to Phillips Exeter Academy, that is a privilege and you pay for it; but you do have high school available to you.

This is what we are trying to get with post-high school education now.

Mr. ANGLAND. The coalition wholeheartedly endorses that sentiment. I was going to use the analogy of high school which you beat me to. It has been a long time now since we first granted people the absolute right to have a high school education. The only constraint upon offering more were financial constraints. If one looks at the wealth available to America now and the wealth available to America then, one would think some could be channeled to extending this opportunity a few grades higher.

Mr. Nixon emphasized this when he wanted to extend it 2 years higher when he proposed the Educational Opportunity Act of 1970. What we questioned is whether he provided the means and about that we have serious reservations.

Senator PELL. Do any of the others of you have any other thoughts you would like to bring out at this time? [No response.]

We are glad you are here. It is a rare privilege for us to hear from the consumers of the education programs. I thank you all.

This subcommittee is now in recess until tomorrow morning at 10:00 a.m.

(Whereupon, at 11:30 a.m., the subcommittee was recessed, to be reconvened at 10 a.m., Wednesday, April 28, 1971.)



The first part of the book is devoted to a general introduction to the subject of the history of the world. The author discusses the various theories of the origin of life and the development of the human race. He also touches upon the different stages of civilization and the progress of science and art. The second part of the book is a detailed account of the history of the world from the beginning of time to the present day. It covers the various empires and nations that have risen and fallen, and the events that have shaped the course of human history. The author's style is clear and concise, and his treatment of the subject is both comprehensive and interesting. The book is a valuable addition to any library and is highly recommended to all who are interested in the history of the world.

