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HEARING

BEFORE THE

COMMITTEE ON HUMAN RESOURCES

UNITED STATES SENATE

NINETY-FIFTH CONGRESS

FIRST SESSION

ON

PATRICIA A. GRAHAM, OF MASSACHUSETTS, TO BE DIRECTOR
OF THE NATIONAL INSTITUTE OF EDUCATION

JULY 21, 1977

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NOMINATION

THURSDAY, JULY 21, 1977

U.S. SENATE,
COMMITTEE ON HUMAN RESOURCES,
Washington, D.C.

The committee met, pursuant to notice, at 9:40 a.m., in room 4232, Dirksen Senate Office Building, Senator Jacob K. Javits presiding pro tempore.

Present: Senators Williams (the chairman), Pell, Cranston, Riegle, Javits, and Stafford.

Senator JAVITS. The committee will come to order.

This morning, the Human Resources Committee meets to consider the nomination of Patricia Graham to be Director of the National Institute of Education.

OPENING STATEMENT OF SENATOR JAVITS

I am very glad to introduce to the committee Dr. Patricia Graham, nominee of the President to be Director of the NIE—the National Institute of Education. Dr. Graham, a distinguished professor at Harvard, studied and taught with distinction for many years at Columbia University in my State, and her early teaching experience includes a 2-year tenure at St. Hilda's and St. Hugh's, a private school in New York City.

We consider Dr. Graham one of our own. She has compiled a most impressive record as an educator, administrator, researcher, and author, and I would say to you, Dr. Graham, we need it, and we need it badly in the National Institute of Education. If there is anything we suffer from, it is the fact that we seemingly have not kept abreast of the times and how to teach our young people to read and write, to think and to study.

Dr. Graham is a fellow of both the John Simon Guggenheim Foundation, which is essentially centered in New York, and Radcliffe Institute. The quality of her scholarship has been universally acknowledged.

She is an outstanding researcher in the field of progressive education and the role of women in education. She has great administrative and teaching experience and has demonstrated an openness to new forms of inquiry and comprehensive knowledge of the way the system works.

Dr. Graham would bring to the National Institute of Education an outstanding capacity for innovation as both a scholar and a leader. She has the ability to address critical problems facing our educational system.

At this moment, too, I would like to commend the previous Director, Dr. Harold Hodgkinson, for his fine accomplishments during his 2 years at NIE. He came to NIE as Director during the period of some turmoil in the Institute. We know it best on the Senate floor where there was always the deepest opposition to getting necessary money for NIE, simply because it was said not to be performing impressively. This was before Dr. Hodgkinson came there. However, he performed most impressively and this effort will considerably help us, as he laid the basis for correcting the woefully inadequate level of funding. Notwithstanding everything members of this committee can do, including the chairman and myself, the level remains woefully inadequate.

I regret Dr. Hodgkinson's departure as Director, and yet I have the greatest confidence in Dr. Graham's dedication and her competence to improve the National Institute of Education. She has a clear commitment to focus its activities on the most urgent problem in contemporary American education.

Dr. Graham, we are glad to see you. Senator Williams, the chairman, will be here in a moment. He will have some questions for you about the nature of your leave from Harvard and the conditions of that leave, but we will wait until he gets here. In the meantime, would you like to make any statement to the committee?

**STATEMENT OF PATRICIA ALBJERG GRAHAM, NOMINEE FOR
DIRECTOR, NATIONAL INSTITUTE OF EDUCATION**

Dr. GRAHAM. Thank you very much. I have submitted a statement to be entered into the record. I might simply say I am concerned at the present time with the state of the art in American education. Now, for the first time, substantial educational achievement for the entire American population is imperative. In the past, it has not been as essential that every American citizen achieve a high level of educational attainment as it now is. The task of the educational institutions up to now has been to provide a measure of educational achievement for its citizenry, but the demand has not been in the past as it now is to do this for all citizens at such a high level. I believe the National Institute of Education can take the lead in understanding how to complete this task and in helping our educational institutions to achieve this objective. Thank you.

[The biography and prepared statement of Dr. Graham follows:]

Biographical Information

Patricia Albjerg Graham was born and grew up in Indiana. She began her school teaching career in Deep Creek, Virginia and later taught in Norfolk, Virginia and New York City. She also served as a high school guidance counselor. From 1965-1974, while Director of Barnard College's Education Program in New York City, she worked closely with teachers and administrators in Manhattan and the Bronx to assist beginning teachers in their schools.

She has been a lecturer at the Indiana University School of Education, a visiting professor at Northern Michigan University, and a professor of history and education at Teachers College, Columbia University. In 1972-73 she was awarded a John Simon Guggenheim Fellowship. She has served as Dean of the Radcliffe Institute and Vice-President of Radcliffe College. At the time of her nomination she was professor at the Harvard Graduate School of Education.

Her three books--one a history of progressive education, another an analysis of community and class in American education, and a third on women in American education--illustrate the range of her interests. In 1969, her article "Educating the City's Children" was published as part of a collection on urban problems. Recently her article, "America's Unsystematic Education System," appeared in A Nation of Learners. Her other articles focus on a wide range of topics in the history and current practices of education.

Ms. Graham holds a bachelor's degree with "highest distinction" from Purdue University. Her doctoral degree is from Columbia University.

Statement

Substantial educational achievement for the entire American population is now imperative. The National Institute of Education must lead in helping educational institutions become more effective with all their students.

Formerly this society did not place such a high priority on educational accomplishment for all citizens. Now, however, adults find it very difficult to be self-supporting if they are only barely literate. This increasingly complex society requires its citizens to perform tasks that necessitate mastery of such basic educational skills as reading, writing, and arithmetic. Beyond the level of these requirements, many adults find themselves in jobs that change, requiring that the persons who fill them must learn new skills and develop additional expertise. In order to do this they must have a substantial educational background that will enable them easily to acquire such knowledge. Finally, as we live longer and spend relatively less of our waking hours in paid work, we find that our interests change, both vocationally and avocationally. To accommodate these new interests we frequently need to study and to learn about new things, sometimes in a structured manner and sometimes independently on our own. In order to engage in either kind of learning, we need adequate preparation and educational materials to do so.

The demands of the society for educational achievement for its entire citizenry are real, appropriate, and relatively new. Ever since Thomas Jefferson assured us that if we expected our nation to be ignorant and free, we expected what never was and never would be, we have recognized that we had an obligation to educate our citizenry. We recognized that obligation initially by providing elementary schools for our youngsters but not requiring them to attend. By the end of World War I we required children to attend, but even then our expectations for their universal achievement were

limited. Traditionally, we have concentrated on providing the facilities.

Schools in America have understood their responsibility to be to instruct the pupils who attended them. The tacit understanding has been that students would withdraw from school when they had reached the limit of their interest or ability (or of their family's willingness to permit them to attend). When I began teaching in rural Virginia in 1955, we had four sections of the eighth grade and one of the twelfth. In other words, nearly three quarters of the students withdrew from formal schooling before completing high school.

When a large portion of students withdrew from the junior and senior high school classes before receiving their high school diplomas, the job of the high school teacher was less complicated than it is today when the majority of the student remain in school until completion of high school. Many, though not all, of the students who withdrew were not doing well academically. Some were failing, either because the school failed to reach them or because they failed to do the required work or some combination of these factors. Consequently the student who graduated from high school twenty or thirty years ago was likely to be a student who was academically motivated and who had a history of school success. Such students are much easier to teach than those who have had a history of school failure.

The current dilemma facing educational institutions is one which recognizes, first, that educational achievement is now a necessity for all Americans and, second, that schools and other educational institutions must find ways of successfully reaching and instructing that portion of the citizenry who formerly withdrew, either physically or psychologically, from continued learning. The responsibility and opportunity for educational

research is to suggest ways in which this dilemma can be resolved. In short, we have been quite effective in educating young people who both wanted to learn and who were not precluded from attending school by financial need. We have been less effective in achieving a similarly high standard of accomplishment with others. We can no longer afford that disparity. We must find ways to eliminate it.

The solution to these complex problems of assuring greater achievement to our citizens rests upon increasing our understanding of how people learn, what effective teaching is, the ways schools function best, and how money can be most effectively spent on education. These are the concerns of the National Institute of Education.

We do not believe that we have all the wisdom on these matters ourselves nor that our task would be complete even if it were possible for us to achieve such wisdom. Rather, we believe that our obligation is to determine in consultation with teachers, administrators, researchers, parents, legislators, and others concerned with education the critical issues in education, to support responsible persons with a diversity of views to learn about them, and to make their findings available to persons who can best utilize them.

To improve educational opportunity for all Americans is both necessary and complex. The task of NIE is to undertake research and development efforts in education that will aid this society in achieving that goal.

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Senator JAVITS. Thank you very much, Dr. Graham. You have a reputation as an innovator. We understand, of course, you have not yet entered into the responsibilities which are encompassed within the NIE, but could you give us from your own observation of its work, what you believe to be the major lines that you would pursue, given the opportunity to head this particular agency? What do you think would be your priorities in terms of the NIE and its operation?

Dr. GRAHAM. It seems to me we need to have a combination of work at NIE that will focus on questions of how people learn, what effective teaching is, the ways that schools function best and how we ought to spend our money on education. I understand that these areas are rather broad, but it seems to me that these are the kinds of concerns which we need to engage in at NIE, and I will be happy to be more specific either now or at some later time. But those are the general areas in which I think we need to work.

Senator JAVITS. Would you, if given this task, undertake to keep us apprised of your progress so that we may not only have the feeling that we can bring you up here for legislative oversight, and so forth, but you would consider using this committee, especially its Education Subcommittee, which is chaired by Senator Pell, and whose ranking member is Senator Stafford, as an advice and consent body, as a sounding board for counseling on new ideas or new lines of inquiry which you might wish to establish and pursue?

Dr. GRAHAM. I would be happy to meet with this committee at any time this Committee wishes to discuss with me the activities of the National Institute of Education, current or proposed.

Senator JAVITS. My question went beyond that. We do not know often what you are doing, and we are terribly busy people, and we have got many, many responsibilities. I would express the hope, as ranking member of the committee, that you would seek us out, when it is worth it, and when it is consequential, and say: "Look, gentlemen, and ladies—we hope there will be a few around here one day—this is my idea."

Dr. GRAHAM. I will be pleased to see that.

Senator JAVITS. The ideas of ladies in the Senate may threaten me, personally. [Laughter.]

I would hope you would seek us out and say:

I really have in mind some innovative approaches, some new ideas and breakthroughs, and I would like very much to talk it over with you before I start, before I commit the agency to the line of endeavor.

Now you will do that undoubtedly with the Secretary. You might do it with the President, if it is a sufficiently important matter. I suggest you do it with us, too.

Dr. GRAHAM. I would be happy to undertake such consultation with you and your colleagues on this committee.

Senator JAVITS. Another thing I think would be invaluable, if you would include this consultation for the Appropriations Subcommittee that handles your appropriation. We have a great expression around here: We like to be in on the takeoffs as well as the landings. I could not think of any more important area than this one, because this agency has been kicked around a good deal for that reason.

Dr. GRAHAM. I appreciate that counsel very much. In the several weeks in which I have been a consultant at the Department of Health, Education, and Welfare, I have found that some of the most valuable time that I have spent has been here on the Hill with Members of Congress and their staffs. During those visits, I have become more familiar with their views and have had an opportunity to offer some of my own for their criticism.

Senator JAVITS. Dr. Graham, I hope that Senator Williams will be able to join us in a minute, but in the case that he does not, I am going to ask you the question myself, and then if you would be kind enough to stand by, and we will call other witnesses until Senator Williams is ready.

I would like to know the details of your leave of absence arrangement with Harvard, and we are interested in two things. One, the absence of conflicts of interest as NIE makes contracts and grants. And, second, your complete independence from the thoughts, disci-

plines, ideas, principles upon which the Harvard approach to education may operate.

Dr. GRAHAM. Should I be confirmed as Director of the National Institute of Education, I have been assured I will be granted a leave of absence from my professorship at Harvard University. I have also signed a letter at the request of Secretary Califano stating that during the term that I might serve as Director of NIE, other persons than I would pass on any material that involved Harvard University in negotiations with the National Institute of Education.

Senator JAVITS. What about ideas, the feeling of any umbilical cord with Harvard? We want your experience, including that gained at Harvard, but we want your feeling, that you will now approach judgments independently, and on a national level, with input from anybody that you feel is worthy of input.

Dr. GRAHAM. I hope I would have learned from my experience at Harvard and from my colleagues and students there, but my tenure at Harvard has been relatively brief in comparison to the time that I spent at Columbia University in your home state; Indiana University, Purdue University, or Northern Michigan University. I hope I have learned from all these experiences, as well as my experiences as a high school teacher, and as a high school guidance counselor. I trust I have learned from all of these and that one does not predominate over the others.

Senator JAVITS. So we can count on your independence?

Dr. GRAHAM. Yes, you can count on my independence.

Senator JAVITS. Would you consider it appropriate—perhaps you would wish to ask Secretary Califano, but he would like to have the letter you mentioned to be made a part of the record, i.e., the letter that you signed for the Secretary.

Dr. GRAHAM. I have no objection to that. I assume Secretary Califano does not, but I believe we would need to be assured of that from him.

Senator JAVITS. Would you submit that for the record?

Dr. GRAHAM. Yes, I will submit that for the record.

[The information referred to follows:]



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

July 6, 1977

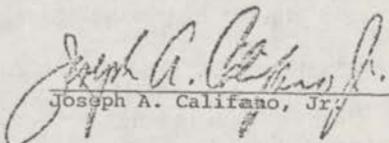
MEMORANDUM FOR PATRICIA ALBJERG GRAHAM

SUBJECT: Disqualification from Participation in Matters
Specifically Involving Harvard University

I have determined, pursuant to 18 U.S.C. 208(b), that your relationship to Harvard University during the period of your leave of absence from that University will not constitute an interest so substantial as to be deemed likely to affect the integrity of the services which the Government may expect from you as Director, National Institute of Education relevant to official matters which may affect Harvard University to the same extent that they may affect other universities and colleges in general.

Notwithstanding such determination, you have advised me that you will not participate in any way in any official matters specifically involving Harvard University while you are Director, National Institute of Education. Accordingly, you should take appropriate steps to see to it that such matters are not referred to you and that any action required of you with respect to such matters is delegated to your deputy.

I am sending a copy of this memorandum to the Executive Secretary, and it should also serve as an instruction to him that you are disqualified from participating in any matters specifically involving Harvard University.


Joseph A. Califano, Jr.

cc:
Executive Secretary

Senator JAVITS. Thank you, Dr. Graham. If you would be good enough to stand by momentarily, until we can give Senator Williams a chance to question you.

Dr. GRAHAM. Thank you very much.

The CHAIRMAN. Dr. Graham, I could not be here for your statement. I am going to include my statement of introduction of Dr. Graham in the record at this point, and will not read it in full. We are pleased that you have been nominated to be Director of the National Institute of Education.

OPENING STATEMENT OF SENATOR WILLIAMS

The CHAIRMAN. The National Institute of Education was established by the Congress in 1972 to provide guidance regarding the direction and the improvement of education in the United States. The NIE was created to assist States and localities as well as to inform the Nation about Federal assistance to education.

The burden of providing such guidance falls heavily upon the National Institute of Education. It has been allocated by the Congress the duty to mobilize the best in evaluation technology to shed light upon the most important issues facing the development of the highest possible standards of education for the United States.

Sometimes it is overlooked that the law creating NIE also established a national education policy for this Nation. Simply put, that policy is to extend to each citizen the best that can be offered by way of educational services, opportunities, practices, and technologies. The job of monitoring our progress toward that objective has been given the National Institute of Education.

This committee has urged upon the Congress increased support for the National Institute of Education in order to make it possible to undertake this broad and difficult mandate. Thus, we urged significantly increased support in our recommendations for the fiscal 1977 and fiscal 1978 budgets.

The driving sentiment behind our recommendations was the recognition that industry and other significant aspects of American enterprise had benefited greatly from modest investments in research and development programs. The committee desires to realize similar benefits for the millions of persons of all ages who look to education to provide new opportunities for economic productivity and for personal satisfaction and growth.

Education in this Nation is an enterprise totaling nearly \$120 billion, only 8 percent of which is Federal money. With \$70 million appropriated for fiscal 1977, for N.I.E., the role of research and development to renewing the huge educational enterprise could be a limited one at best.

It is particularly gratifying that the Appropriations Committees of the Senate and the House of Representatives have concurred in our judgment. Both of those committees have recommended an increase of funding for fiscal 1978 of approximately \$19 million. This is an important step forward. While such increases may not fulfill all the needs of an agency in a state of development itself, the direction is most constructive.

Money alone, of course, will not provide the National Institute of Education with the capability of meeting the mission charged to it by the Congress. Leadership is essential to fulfill that mission.

It is most appropriate that the committee today has convened for the purpose of hearing the nomination of Patricia A. Graham of Massachusetts. Dr. Graham has been nominated by the President to provide the essential leadership ingredient needed at the National Institute of Education. She is before us today having been nominated as director of that important agency.

Dr. Graham has been dean of the Radcliffe Institute, an educational research and development organization at Radcliffe College where she has also served as vice president since 1974. Dr. Graham is also professor at the Harvard University Graduate School of Education.

Prior to her appointments at Radcliffe and Harvard, Dr. Graham was professor of history and education at Teachers College, Columbia University.

Dr. Graham has been a public school teacher in the State of Virginia and New York City. She has been a trainer of teachers while at Columbia University.

Dr. Graham is the author of three books, two of which deal with the history of American education, the third concerns women in higher education. Dr. Graham has written numerous articles dealing with educational history.

Dr. Graham it is a pleasure to welcome you this morning.

Senator Javits was pleased to have the opportunity to meet you here formally. I feel most has been covered. But one thing I asked him whether he raised and he did not, and that is any potential conflict that might exist through your stockholdings in companies that are now and potentially will be in the future contractors for the Institute. The shares that struck me: IBM was one, and Xerox was another. Are there others?

Dr. GRAHAM. I know of only two which potentially might have subsidiaries that could be contractors of the National Institute of Education.

One is IBM and the other is Xerox. I hold a very modest amount of a number of shares and those are handled through the First National City Bank. I would be happy to divest myself of those shares should the committee wish me to do so.

At the present time the National Institute of Education has no contracts or grants or any other connections with any other subsidiaries of either IBM or Xerox.

The CHAIRMAN. None exist now?

Dr. GRAHAM. That is right. However, it is always possible that something might come up. Negotiations for an award, for example, might come up. Should the committee wish me to do so, I would be happy to divest myself of those very modest shares.

The CHAIRMAN. You hold these shares of stock jointly with your husband, am I right?

Dr. GRAHAM. That is correct.

The CHAIRMAN. What amount of shares are there in those two companies?

Dr. GRAHAM. We are talking about a value at the present time of approximately \$2,500.

The CHAIRMAN. \$2,500?

Dr. GRAHAM. Yes.

The CHAIRMAN. In the statement that I have with your total holdings stated, there is no breakdown.

Dr. GRAHAM. That is correct.

The CHAIRMAN. The total came to \$30,000?

Dr. GRAHAM. That is right.

The CHAIRMAN. As far as these two companies, just \$2,500?

Dr. GRAHAM. Yes. I checked last night, and the records which we have, I believe, are May 1, 1977, records. Since we are in the process of moving, and our current financial records were not instantly available to us, they are the May 1 records, I believe. The holdings at that time were approximately \$2,500. Again, I would like to state that should the committee wish me to do so, I would be happy to divest myself of it.

The CHAIRMAN. Was this raised in your discussions with representatives from the White House when they talked this nomination over?

Dr. GRAHAM. It was not. This query came to me yesterday afternoon.

The CHAIRMAN. Here is a situation requiring clarification. Perhaps it can be handled through disqualification of any decision that might arise in connection with those companies. What is the administrative decisionmaking mechanism at NIE on contracts? Who does the contracting?

Dr. GRAHAM. We, of course, have a contracts office which does the contracting, but I think that the critical issue is who makes the decision as to whether a particular contractor will receive an award. Decisions involving a substantial amount of money for such a contract will come to the Director's office ultimately. So in that sense, if, shall we say, Science Research Associates, which is a subsidiary of IBM, were to apply for a grant, it is remotely conceivable that I would make a decision as to whether a grant should be given to Science Research Associates or not.

The CHAIRMAN. Why is that remote? You say it comes to the Director's office—

Dr. GRAHAM. Those kinds of decisions only come to the Director's office if they constitute a significant sum of money. Other than that, they are decided by the deputy, although I suspect that probably the Director has the option of signing and reviewing all such matters.

I think the issue is remote as far as Science Research Associates is concerned since it does not currently have any contractual obligation with the National Institute of Education.

The CHAIRMAN. If we suggested disqualification in these two situations, would that cripple the Institute in coming to a decision on contracts in these areas?

Dr. GRAHAM. I do not think it would cripple the Institute.

The CHAIRMAN. Would not that be a better way to handle this?

Dr. GRAHAM. I think that is certainly an option. Since it is not a substantial financial holding from my point of view, it is also quite simple to sell the stock. I would heed the committee's counsel in this matter.

The CHAIRMAN. I feel that you are not going to be swayed because those interests are probably so minimal. I think if you just disqualified in the event of a tremor of prejudice, it may suffice.

Dr. GRAHAM. I would be happy to disqualify myself under those circumstances.

The CHAIRMAN. Senator Pell wanted to be here, but he is chairing his own subcommittee in Foreign Relations. He would like to preserve an opportunity to present some questions for your written reply.

Dr. GRAHAM. Fine.

The CHAIRMAN. I would hope this would be very soon.

Senator Stafford.

Senator STAFFORD. Thank you, Mr. Chairman. I have a fairly lengthy statement, Mr. Chairman, with observations, comments, and questions, but in the interest of time I would like to ask unanimous consent to make it a part of the record at this point. Rather than take up the time of the committee in a lengthy statement, I would ask

Mrs. Graham, if she cares to, to respond in writing to some of the comments and maybe one or two questions that are raised in the statement.

Dr. GRAHAM. I would be happy to do that.

OPENING STATEMENT OF SENATOR STAFFORD

1. POLICY STUDIES

We are looking forward to receiving from NIE this summer a major, in-depth evaluation of ESEA title I. We anticipate that it will be of great help to us as we consider the renewal and improvement of this law. I am delighted that we in the Congress will benefit so directly from NIE's work, and in this regard I would like to make a broader point concerning policy studies.

The ESEA project has the great merit of having the end user clearly in mind. One occasionally gains the impression, somewhat to the contrary, that NIE has encouraged and supported work initiated by academics and other researchers, which may well advance the discipline of education qua academic discipline as practiced within the professorial culture, but which does not always result in a product of practical use in the field. While I do believe it can be constructive for NIE to stimulate the discipline, I submit that that shouldn't be done, as in the past, largely to the neglect of problems and analytic work which could usefully be defined in cooperation with people who must make educational policy.

I don't propose the earmarking of funds, as we do want NIE to make independent and professional judgments on our national priorities in educational research and development, but some occasional policy work would be appreciated. The ESEA title I study is the first one I can recall of this type, and I hope we can look forward to additional studies similarly conceived and similarly useful to us in the Congress.

2. STATE ADMINISTRATION

Secondly, I am concerned about the effectiveness of State administration across the country and want to follow up on an idea presented recently by Fred Burke, New Jersey's very able Commissioner of Education.

We have only had major Federal programs for a dozen years, and in this short period the State education agencies (SEA's) have evolved rapidly, but often unevenly, from small-scale and relatively unsophisticated organizations into the primary managers of public education across the Nation. Both the local agencies and the Federal Government deal with the SEA's increasingly, in relationships of growing complexity. For their own effectiveness and for maximally effective management of Federal-State relationships, the SEA's need to employ the most modern and sophisticated management techniques.

So I want to pick up Fred Burke's suggestion that NIE might be of great service by disseminating information about existing exemplary management at the State level. It could thus contribute to dialog which will help the States to learn from one another. I think that is one of the ways NIE can help to improve the functioning of the whole national system of education.

3. DISSEMINATION

One of NIE's most important and appealing functions is dissemination, helping teachers and administrators to become aware of new perspectives and improved methods. Dissemination is crucial; without it we will not have implementation. The very point of having NIE is to provide real help to local teachers and administrators. So I would like to focus on dissemination. My impression is that a great deal more work needs to be done in dissemination.

I would like first to indicate, however, that NIE and Vermont have been developing a steadily improving relationship. Vermont has a special purpose NIE grant to help build a comprehensive, generalized dissemination capability. With NIE help, Vermont is building a fine system.

Our 1976 NIE reauthorization legislation authorized funds to be used for "Education Extension Agents" to carry out dissemination. Vermont now has 35 agents. All are teachers, are paid by honorariums, provide advice in a wide range of fields—at least collectively they do—and all conduct workshops.

This leads to a comment about the ongoing discussion on training disseminators. Obviously, there are many subjects and even several special target groups. But in Vermont, we have not needed to train disseminators. We have hired esteemed teachers who know their stuff to do the disseminating in their own fields.

Vermont has developed a State education information system compatible with NIE's ERIC system, and it is being used frequently and increasingly.

In Vermont, OE and NIE diffusion are being linked, especially in relation to ESEA title IV innovation programs.

Yet I have three concerns with regard to dissemination:

First, problems of administrative overlap. As I understand the present situation, NIE (Dissemination and Resources Group) and OE (National Diffusion Network), both have dissemination offices, each specializing in the dissemination of its own products. There is need in the field for general dissemination, regardless of product source, and there ought not to be uncoordinated or competing federally funded networks. My impression is that there could be, very constructively, a tighter relationship between NIE and OE with regard to dissemination.

Secondly, the relevance of the materials to the localities. When we look at the ERIC index, we see many entries of abstract nature. The emphasis, I submit, should be on the practical, upon what teachers can readily apply. Further in this regard, teachers—and I know this true for Vermont—have the easiest respect for or confidence in ideas developed in working situations like their own. Information from far larger systems, like those in California or Illinois, often don't generate deep feelings of pertinence in Vermont. So I suggest some attentiveness to this dimension of appropriateness also.

Third, the subject matter focus. It just isn't broad enough. I recognize that, given not much more than \$20 million for dissemination and given 17,000 school districts and 2 million teachers, NIE does not have resources to disseminate on all subjects. However, the 1976 NIE reauthorization legislation authorized funds to be used for "Educational Extension Agents" to carry out dissemination.

With some imagination, it should be possible to utilize these positions to broaden the subject matter of materials disseminated.

An example of a field which needs support in dissemination, but isn't getting it, is global education. With the support of the Kettering Foundation and others, good teaching materials are becoming available. This field is ready for the dissemination phase, but there hasn't been a natural way to plug it in. Yet dissemination is needed to help overcome this country's serious deficiency in global education, and the Council of Chief State School Officers and the National Association of Secondary School Principals are beginning to call for help in better preparing our young people for the "shrinking" and increasingly interdependent world in which they will be living. Even if global education, for example, were not to become a priority area for NIE research and development, NIE could help to meet this national educational need through its dissemination activities. And I suggest that imaginative use of the education agents could be an enormous help with a field like this.

The CHAIRMAN. Senator Tower has asked to have the opportunity to present to you a written question for a written answer.

Dr. GRAHAM. I would be happy to respond to that.

[The following was received for the record.]

JOHN TOWER
TEXAS

United States Senate
WASHINGTON, D.C. 20510

COMMITTEES:
ARMED SERVICES
BANKING, HOUSING AND
URBAN AFFAIRS
JOINT COMMITTEE ON
DEFENSE PRODUCTION

July 20, 1977

Question of Senator John Tower for Dr. Patricia Graham:

School districts along the Texas-Mexico border have long been heavily impacted by immigrant/alien students. The tax base in these areas is inadequate to support the education of these children, even though they are entitled to a public education by State law, and they are legal residents by Federal law.

In 1976-77, there was a total of 51,343 immigrant/alien students enrolled in Texas. We have no statistics about this impact in other border states. Although the statewide percentage of alien/immigrant students is only 1.8%, the percentage in the school districts most seriously affected ranges from just under 4% to 30%.

This represents a tremendous and unfair burden on these school districts and the local taxpayers. As a first step in seeking a solution to this problem, would the nominee to the directorship of the National Institute of Education consider ordering a study of this problem, analyzing the impact in Texas and all other border states similarly affected, identifying the primary responsibility for the problem, and making recommendations about remedies at the appropriate level?



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
NATIONAL INSTITUTE OF EDUCATION
WASHINGTON, D.C. 20208

OFFICE OF THE DIRECTOR

JUL 29 1977

Honorable John Tower
United States Senate
Washington, D. C. 20510

Dear Senator Tower:

Thank you very much for submitting your question to the Senate Human Resources Committee during my confirmation hearing for the Office of Director of the National Institute of Education. Your concern for the problems facing the local school districts and taxpayers in Texas is shared, and I appreciate your asking the Institute to help find solutions for these problems.

Under my leadership I expect NIE to take great interest in the special burdens of poverty, multilingualism and low tax bases under which school districts must operate. As you may know, NIE is just completing a Congressionally mandated study of Title I of the Elementary and Secondary Education Act (Compensatory Education Program). We hope that the study will be the first of many efforts by NIE to produce research of immediate utility to policymakers at the local, State and Federal levels. The problem you raise is a grave one, and we shall seriously consider it among the possible topics which our policy and practitioner-focused research will investigate.

If you have any further questions about this matter, please do not hesitate to contact me.

Sincerely,

Patricia Albjerg Graham
Patricia Albjerg Graham
Director-Designate



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
 NATIONAL INSTITUTE OF EDUCATION
 WASHINGTON, D.C. 20208

OFFICE OF THE DIRECTOR

29 JUL 1977

The Honorable Harrison A. Williams, Jr.
 Chairman, Committee on Human Resources
 United States Senate
 Washington, D.C. 20510

Dear Mr. Chairman:

As I indicated during my confirmation hearing for the Office of Director of the National Institute of Education, I have requested a two year, non-renewable leave of absence from Harvard University. At the end of that time I will either remain in the Government, thereby resigning my appointment to the University; return to Harvard; or do something else. I am enclosing a copy of the determination by Secretary Joseph A. Califano, Jr. that my being on leave of absence from Harvard University will not preclude me from performing my duties as Director of NIE. I am also enclosing a memorandum from Secretary Califano explaining that I will absent myself from all matters involving Harvard University which may come to the National Institute of Education.

With regard to my ownership of IBM and Xerox stock, I want to apprise the Committee that I have decided to sell this stock within thirty days.

I am also enclosing my responses to the questions which were submitted during the hearing. Should you or the Members of the Committee wish to discuss further the substance of the enclosed responses, or any other issue, involving the Institute, or myself, please feel free to call.

Sincerely,

Patricia Albjerg Graham
 Patricia Albjerg Graham
 Director-Designate

Enclosures



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

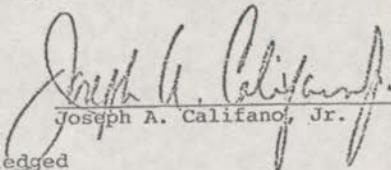
July 6, 1977

MEMORANDUM FOR PATRICIA ALBJERG GRAHAM

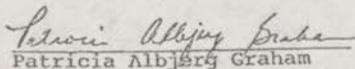
Subject: Waiver under Section 208(b), Title 18 of the
United States Code

You have advised me that you will take a leave of absence without pay from your position as a professor on the faculty of Harvard University, effective upon your taking office as Director, National Institute of Education. You have further advised me that during the period of your leave of absence, you will have no financial relationship with Harvard University, save your continued participation in the University's pension and life insurance plans, to which the University will make no financial contributions during the period of your leave of absence.

Pursuant to the delegation to me from the President by Executive Order 11222 to exercise the authority conferred upon him by 18 U.S.C. 208(b), I have determined that your relationship to Harvard University during the period of your leave of absence will not constitute an interest so substantial as to be deemed likely to affect the integrity of the services which the Government may expect from you as Director, National Institute of Education relevant to official matters which may affect Harvard University to the same extent that they may affect other universities and colleges in general.


Joseph A. Califano, Jr.

Confirmed and Acknowledged


Patricia Albjerg Graham



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

July 6, 1977

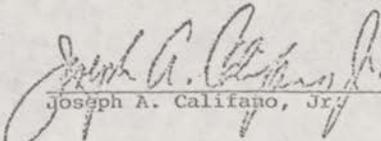
MEMORANDUM FOR PATRICIA ALBJERG GRAHAM

SUBJECT: Disqualification from Participation in Matters
Specifically Involving Harvard University

I have determined, pursuant to 18 U.S.C. 208(b), that your relationship to Harvard University during the period of your leave of absence from that University will not constitute an interest so substantial as to be deemed likely to affect the integrity of the services which the Government may expect from you as Director, National Institute of Education relevant to official matters which may affect Harvard University to the same extent that they may affect other universities and colleges in general.

Notwithstanding such determination, you have advised me that you will not participate in any way in any official matters specifically involving Harvard University while you are Director, National Institute of Education. Accordingly, you should take appropriate steps to see to it that such matters are not referred to you and that any action required of you with respect to such matters is delegated to your deputy.

I am sending a copy of this memorandum to the Executive Secretary, and it should also serve as an instruction to him that you are disqualified from participating in any matters specifically involving Harvard University.



Joseph A. Califano, Jr.

cc:
Executive Secretary

DARRISON A. WILLIAMS, JR., N.J., CHAIRMAN
 JEROME H. MANDIGLI, N. Y.
 CLAUDE W. PYLE, N. I.
 EDWARD H. BERNOFF, MASS.
 GUYMON NILESON, WIS.
 THOMAS F. FAGLETON, MD.
 ALAN CRANTON, CALIF.
 WILLIAM D. HATHAWAY, MAINE
 DONALD W. REEGL, JR., MICH.

JACOB H. AVITS, N.Y.
 RICHARD S. SCHWEIKER, PA.
 ROBERT T. STAFFORD, VT.
 OWEN G. HATCH, UTAH
 JOHN H. CHAFFEE, N.H.
 R. J. HAYAGAMA, CALIF.

United States Senate

COMMITTEE ON HUMAN RESOURCES

WASHINGTON, D.C. 20510

July 21, 1977

Dr. Patricia A. Graham
 Director-Designate
 National Institute of Education
 1200 - 19th Street, N.W.
 Washington, D.C. 20208

Dear Dr. Graham:

I regret that I was unable to be present during the hearing of the Committee on Human Resources this morning on your nomination to be Director of the National Institute of Education. I consider this a very important post in our national education structure, since the Institute is the principal research arm of the Education Division of the Department of Health, Education, and Welfare.

As you may have heard, last week my Subcommittee on Education, Arts and Humanities held a hearing on the general subject of quality in elementary and secondary education, with special emphasis on the possibility of setting some standards for basic reading, writing, and computation at various grade levels. Such tests could be administered by school boards, at their option, and could provide both educators and parents with an objective measure of student achievement, measured against nationally uniform standards.

Since, as prospective Director of the National Institute of Education, you could be charged by Assistant Secretary Berry with the development of such testing instruments, I would be interested in your opinions on the following issues:

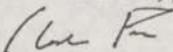
- 1) Do you think national standards for reading, writing, and computation for various grade levels could be developed?
- 2) Could such tests remain essentially bias-free, so that middle-income and low-income children with different cultural backgrounds could be tested on an equal footing?
- 3) Do you think that the availability of such tests would spur school boards to test their students and, by implication, their own performance in educating such students in basic skills?

- 4) Would such tests be an effective device to involve parents in the day-to-day education of their children, giving them a mechanism to measure performance in necessary skills?

I would be interested in any other thoughts you might have concerning this issue, and the larger issue of educational quality. Whether or not pupil performance is actually declining, it is the popular perception that today's students are not achieving as well as prior generations. I believe that it is necessary for us all to address this issue.

I look forward to receiving your response as soon as possible, so that we may proceed with your nomination.

Ever sincerely,



Claiborne Pell
Chairman
Subcommittee on Education,
Arts, and Humanities



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
 NATIONAL INSTITUTE OF EDUCATION
 WASHINGTON, D. C. 20308

29 JUL 1977

OFFICE OF THE DIRECTOR

Honorable Claiborne Pell
 Chairman, Subcommittee on Education
 Committee on Human Resources
 United States Senate
 Washington, D. C. 20510

Dear Mr. Chairman:

While I regretted that because of an unavoidable conflict of duties you were unable to attend the recent hearing at which I appeared before the Committee on Human Resources, I very much appreciate the opportunity to respond to the questions you presented and to acknowledge your concerns for the National Institute of Education. Let me begin by saying that the testing issue is a most important one. At NIE we have been concerned about it for some time and have done a considerable amount of work on it. We would be pleased to make information about testing more broadly available to the American public.

I would like to draft my reply in two parts: the first, a general statement similar to what I would have replied orally, and an appendix, prepared by the NIE staff giving a fuller and more technical explanation of the issues.

(1) I believe that it is extremely difficult at the present time to envision an effective and equitable test by which national standards for reading, writing, and computation for various grade levels could be established and administered. While many of us say that we, of course, understand what we mean by basic literacy skills, I fear that we would have difficulty translating that informal understanding into the formality of a standardized test. Since education has been significantly reserved to the States and localities, we in the Federal government are under legitimate and vigorous scrutiny if we attempt to set a centralized educational standard such as that common in many other parts of the world. While testing is not identical with curriculum, many teachers and administrators would recognize that testing requirements, particularly if they are regarded as important, have a profound influence on what is taught in the schools. Thus, a national test might incline us toward an indirectly determined national curriculum, much as the early definition of college requirements set the high school curriculum of the early twentieth century. Such a development would be at variance with our educational tradition. I believe that if we wish to change the assumption that education is principally a local and State matter, we should address that issue directly, not indirectly through the question of national tests.

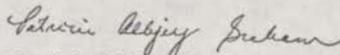
(2) The current state of the testing art combined with the expectations prevalent in many schools for the school achievement of students from low income and various cultural backgrounds makes me skeptical about the likelihood that the national standardized tests could adequately and accurately assess students from differing income and cultural backgrounds.

(3) National standardized tests, I suspect, would spur those school boards to test their students if they believed that their students were performing at or above the standardized norms. Those who feared that their students were performing less well would, I believe, seek to avoid such tests except in the cases when the school board believed that blame could easily be placed on a party for low performance. Since low performance is likely to be a result of several factors, I believe that tests that are more varied in their approaches in identifying the difficulties students are having would be more appropriate and helpful in achieving what we all desire, namely greater student achievement.

(4) The involvement of parents in their children's schooling is a goal much to be desired, in my opinion. Whether this extremely valuable end can best be gained by national standardized testing, however, is debatable. I believe that most parents are responsive to their children's educational needs when the parents are convinced that the school shares their commitment to their children's educational progress and when the schools manifest their supportive desire for the student's increased educational achievement in specific ways. I believe that a variety of assessment measures might be more informative both to parents and to schools than a single one, and therefore, more useful.

Finally, let me say that I share your concern about educational quality. Never before in our history has it been as important as it now is for every American to achieve a high standard of educational achievement. That is a demand that has not previously been placed on our educational system, and it is a very difficult one. As we at the National Institute of Education attempt to assist educational institutions to achieve that vital goal, we will need your advice and counsel. I look forward to receiving your views on these important matters whenever you desire to give them, and I will take the liberty of seeking them as new issues to develop at NIE.

Sincerely,



Patricia Albjerg Graham
Director-Designate

JUL 29 1977

APPENDIX

ADDITIONAL COMMENTS ON TESTING IN RESPONSE TO SENATOR PELL'S QUESTIONS

Tests serve several important elements in our educational system, being used to:

- o Make important decisions about individual students - what they will be able to study and where.
- o Evaluate the effectiveness of schools, teachers, and curricula and make decisions about allocation of funds.
- o Aid in teaching by diagnosing the learning difficulties of students.

Question:

- 1) Do you think national standards for reading, writing, and computation for various grade levels could be developed?

Response:

- 1) To develop traditional, standardized tests which discriminate among children and which provide at least a rough indication of what children have learned and how skillfully they can use their literacy and computation skills is a relatively simple matter. Whether such tests could reasonably constitute a national standard is arguable. Even more arguable is whether they are desirable. Also, standard or cut-off scores can be set above which students can be certified as having a useful level of competence, and below which they will have considerable difficulty in future school learning and in performing the literacy and arithmetic tasks encountered in responsible activities outside the school. Many such standardized tests exist today, and though cut-off scores have not been set, we can be reasonably certain that high school students who consistently score at the 20th percentile or lower on well developed standardized tests of basic skills will encounter great difficulty in pursuing further academic study and in obtaining, holding, and advancing in a responsible job.

Given the foregoing, it must be recognized that the setting of any cut-off or standard score will have some features of arbitrariness, even though they represent our "best bet." Furthermore, with respect to any given child, decision errors may be made due to the fact that achievement tests are not, even under ideal conditions, accurate assessment tools. Given low scores, students should be further tested, individually of course, to insure that extraneous factors such as fatigue, failure to comprehend instructions and so forth, are not causing poor performance.

Contrasted to traditional standardized tests, in which a battery of tests are administered, it may be wiser to think in terms of alternative routes to finding out how well children are developing literacy and arithmetic skills. In this approach, large numbers of tasks appropriate to various age levels, and which represent school and non-school activities, might be developed so that individual schools or school districts could use these tasks in assessing children's performance levels and more accurately fit the tests to their particular curriculum. Limited test systems like this are available now, and could be studied for their feasibility of use in a national assessment system which could offer alternatives while still encouraging high levels of achievement in basic skills.

Using either the traditional standardized tests or a set of innovative alternatives to standardized tests, establishing a standard will be more or less arbitrary. We believe, however, that the degree of arbitrariness can be held to a minimum given well defined objectives and a carefully specified set of decisions which such assessment tasks are supposed to facilitate. A modest effort to study basic problems in setting cut-off scores on tests is currently underway here at NIE, but this is certainly an area where much more research would have to be done in the course of developing an assessment system.

Question:

- 2) Could such tests remain essentially bias-free, so that middle-income and low-income children with different cultural backgrounds could be tested on an equal footing?

Response:

- 2) Probably not, if traditional standardized tests are used. Such tests reflect as much, or perhaps more of, the home and community environment as they do the school. However, using non-traditional approaches, in some of which, for instance, the child's competence in oral language would set an initial standard for competence in early reading, it should be possible to produce assessment systems which take into account individual differences in language and rate of learning, differences in school curricula, and differences in cultural background.

Question:

- 3) Do you think that the availability of such tests would spur school boards to test their students and, by implication, their own performance in educating such students in basic skills?

Response:

- 3) While many school districts already do considerable testing, it is likely that a well developed assessment system

incorporating a variety of tests and including an extensive training component for ensuring that teachers, principals, parents, and others understand the nature and purpose of the assessment system, would be a useful tool in improving the utilization of information provided by tests. All instruction requires some feedback to the teacher that learning is indeed taking place. This feedback can be informal, casual, sporadic, and unsystematic, or it can be formal and systematic (but non-threatening). The results of repeated studies show that instruction which includes well defined assessment (and thus well defined objectives) coupled with classroom activities which cause each student to spend active time learning an appropriate task, is the most effective approach for reaching those children who have most difficulty learning. It is also very efficient instruction for other children, too.

Question:

- 4) Would such tests be an effective device to involve parents in the day-to-day education of their children, giving them a mechanism to measure performance in necessary skills?

Response:

- 4) Though it has proven difficult to involve most parents in the day-to-day education of their children using a variety of approaches (parent-teacher conferences; Parent-Teacher Associations; payment for parents as classroom aides), there are cases where the publishing of the results of tests for a school district has provoked considerable parental interest in schooling. It remains to be seen whether or not any additional emphasis on testing or test results would produce greater parental interest in the education of their children.

As suggested in the above answers to your questions, it is my view that we could achieve your objectives best through a national effort aimed at assuring that we have:

- A. A variety of tests appropriate to specific curricula and educational objectives of parents, communities, states, etc. Most nationally administered tests of reading and arithmetic, for example, are not now closely tied to specific educational objectives. Cross-referencing of tests would enable state and local education authorities to make appropriate comparisons while preserving autonomy in choosing goals and educational programs.
- B. Better tests, designed and administered to:
- o give a true measure of student capabilities in various real tasks rather than capability in test-taking.

- o give information as to why the student was unable to perform a given task so that he or she can be helped to do better.
 - o measure a student's capabilities rather than his or her family background.
- C. Better understanding by educators, policymakers, and parents of what individual tests actually measure and how their results should be interpreted.

While NIE currently has projects in each of these three categories, these efforts represent a very moderate level of activity, in which greatest emphasis is on building the knowledge base. To move from this level to one in which NIE could make an early, strong impact on testing in this country would require substantial increases in funding and personnel. I believe such an initiative would have great benefits for education.

Statement Submitted by Senator Robert T. Stafford During Confirmation
Hearings of Dr. Patricia Albjerg Graham to be Director of the
National Institute of Education

(1) Policy studies

We are looking forward to receiving from NIE this summer a major, in-depth evaluation of ESEA Title I. We anticipate that it will be of great help to us as we consider the renewal and improvement of this law. I am delighted that we in the Congress will benefit so directly from NIE's work, and in this regard I would like to make a broader point concerning policy studies.

The ESEA project has the great merit of having the end user clearly in mind. One occasionally gains the impression, somewhat to the contrary, that NIE has encouraged and supported work initiated by academics and other researchers which may well advance the discipline of education qua academic discipline as practiced within the professorial culture, but which does not always result in a product of practical use in the field. While I do believe it can be constructive for NIE to stimulate the discipline, I submit that that shouldn't be done, as in the past, largely to the neglect of problems and analytic work which could usefully be defined in cooperation with people who must make educational policy.

I don't propose the earmarking of funds, as we do want NIE to make independent and professional judgments on our national priorities in educational research and development, but some occasional policy work would be appreciated. The ESEA Title I study is the first one I can recall of this type, and I hope we can look forward to additional studies similarly conceived and similarly useful to us in the Congress.

(2) State administration

Secondly, I am concerned about the effectiveness of state administration across the country and want to follow up on an idea presented recently by Fred Burke, New Jersey's very able Commissioner of Education.

We have only had major federal programs for a dozen years, and in this short period the state education agencies (SEAs) have evolved rapidly, but often unevenly, from small scale and relatively unsophisticated organizations into the primary managers of public education across the nation. Both the local agencies and the federal government deal with the SEAs increasingly, in relationships of growing complexity. For their own effectiveness and for maximally effective management of federal-state relationships, the SEAs need to employ the most modern and sophisticated management techniques.

So I want to pick up Fred Burke's suggestion that NIE might be of great service by disseminating information about existing exemplary

management at the state level. It could thus contribute to dialogue which will help the states to learn from one another. I think that is one of the ways NIE can help to improve the functioning of the whole national system of education.

(3) Dissemination

One of NIE's most important and appealing functions is dissemination, helping teachers and administrators to become aware of new perspectives and improved methods. Dissemination is crucial; without it we will not have implementation. The very point of having NIE is to provide real help to local teachers and administrators. So I would like to focus on dissemination. My impression is that a great deal more work needs to be done in dissemination.

I would like first to indicate, however, that NIE and Vermont have been developing a steadily improving relationship. Vermont has a special purpose NIE grant to help build a comprehensive, generalized dissemination capability. With NIE help, Vermont is building a fine system:

-- Our 1976 NIE reauthorization legislation authorized funds to be used for "Education Extension Agents" to carry out dissemination. Vermont now has 35 agents. All are teachers, are paid by honorariums, provide advice in a wide range of fields -- at least collectively they do --, and all conduct workshops.

This leads to a comment about the on-going discussion on training disseminators. Obviously, there are many subjects and even several special target groups. But in Vermont, we have not needed to train disseminators. We have hired esteemed teachers who know their stuff to do the disseminating in their own fields.

-- Vermont has developed a state education information system compatible with NIE's ERIC system, and it is being used frequently and increasingly.

-- In Vermont, OE and NIE diffusion are being linked, especially in relation to ESEA Title IV innovation programs.

Yet I have three concerns with regard to dissemination:

First, problems of administrative overlap. As I understand the present situation, NIE (Dissemination and Resources Group) and OE (National Diffusion Network), both have dissemination offices, each specializing in the dissemination of its own products. There is need in the field for general dissemination, regardless of product source, and there ought not to be uncoordinated or competing federally-funded networks. My impression is that there could be, very constructively, a tighter relationship between NIE and OE with regard to dissemination.

Secondly, the relevance of the materials to the localities. When we look at the ERIC index, we see many entries of abstract nature. The emphasis, I submit, should be on the practical, upon what teachers can readily apply. Further in this regard, teachers -- and I know this is true for Vermont -- have the easiest respect for or confidence in ideas developed in working situations like their own. Information from far larger systems, like those in California or Illinois, often don't generate deep feelings of pertinence in Vermont. So I suggest some attentiveness to this dimension of appropriateness also.

Thirdly, the subject matter focus. It just isn't broad enough. I recognize that, given not much more than \$20 million for dissemination and given 17,000 school districts and two million teachers, NIE does not have resources to disseminate on all subjects. However, the 1976 NIE reauthorization legislation authorized funds to be used for "Educational Extension Agents" to carry out dissemination. With some imagination, it should be possible to utilize these positions to broaden the subject matter of materials disseminated.

An example of a field which needs support in dissemination, but isn't getting it, is global education. With the support of the Kettering Foundation and others, good teaching materials are becoming available. This field is ready for the dissemination phase, but there hasn't been a natural way to plug it in. Yet dissemination is needed to help overcome this country's serious deficiency in global education, and the Council of Chief State School Officers and the National Association of Secondary School Principals are beginning to call for help in better preparing our young people for the "shrinking" and increasingly interdependent world in which they will be living. Even if global education, for example, were not to become a priority area for NIE research and development, NIE could help to meet this national educational need through its dissemination activities. And I suggest that imaginative use of the education agents could be an enormous help with a field like this.



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
 NATIONAL INSTITUTE OF EDUCATION
 WASHINGTON, D. C. 20203

29 JUL 1977

OFFICE OF THE DIRECTOR

Honorable Robert T. Stafford
 United States Senate
 Washington, D. C. 20510

Dear Senator Stafford:

I am very pleased that you have taken a strong interest in the activities of NIE, and I do appreciate your comments. What follows are my initial reactions to some of the issues you have raised.

POLICY STUDIES

I believe that research must ultimately be useful to teachers, legislators, administrators, school board members and the general public. I share your enthusiasm for the ESEA Title I study now under way and I am delighted to hear that you anticipate making use of the study results in considering legislation later this year. This study is an excellent example of the type of research which has practical application. In addition, we are completing, in cooperation with the National Center for Educational Statistics, a study on violence and vandalism in the schools. We believe that the results of this study, due to be published in the late fall, will be of substantial value to persons concerned about and responsible for reducing violence and vandalism in schools. Finally, we are just beginning a study of vocational education programs, as requested by the Congress. We hope that this study will be useful to the Congress and to federal, state, and local administrators of vocational education programs.

STATE ADMINISTRATION

The idea of disseminating information about exemplary state management is an important one. I have already met with several Chief State School Officers in order to make sure that NIE maintains good communications with them, and I think that they should be a most helpful group in advising us on these matters. I hope to meet with the Chiefs as a group in early August.

DISSEMINATION

You expressed three concerns about dissemination activities. Let me briefly report to you on the issues involved as I understand them. You note a potential problem of administrative overlap between the National Institute of Education and the Office of Education. There is a difference between the responsibilities of USOE and NIE for dissemination. USOE is responsible for disseminating its own products while NIE has the responsibility for disseminating information about all the results of education research and development in general. Recently, USOE and NIE have engaged

in several collaborative efforts in the area of dissemination. For example, the USOE/NIE Joint Dissemination Review Panel reviews evidence of effectiveness of potential exemplary products and practices developed with funds provided by either agency. A June, 1977 Dissemination Forum, was planned and sponsored by the USOE, NIE, and the Office of the ASE. For the first time, more than 600 representatives met to exchange program information and begin work toward increased coordination in the area of dissemination.

On your second concern, since ERIC is primarily a research information resource, it does not have immediate relevance to the needs of teachers. However, it does serve as an information resource for those people within State Education Agencies, Intermediate Service Agencies, and institutions of higher education who serve teachers directly. We are planning now for the development of an Education Practice File that will meet the needs of teachers and administrators for information that will be directly relevant to their needs. This File will include information on curriculum products, exemplary practices, evaluation of educational programs, and trends and issues in education. In addition, as a result of our State Dissemination Capacity Building Program, several states are establishing education information centers with staff trained to assist teachers in acquiring information they need. Because we, too, recognize the differences that exist among states, we have geared that program to meet the particular needs of individual states.

On your third question, it is indeed difficult to address the broad NIE mandate for dissemination in all subjects with limited resources, as you recognize. Therefore, our programs are designed to broaden and to strengthen existing dissemination activities in the states and through OE, and to create new ones only where no other agency can meet the need. We envision the extension agents for education as one such important activity. In many places, potential agents already exist; the problem is how to build closer ties between them and the source of research and expertise. Of course, providing the requisite technical and R&D assistance to agents will be costly, as will supplying additional agents in areas not now covered.

Finally, I want you to know that I am very interested in the issue of global education. It is true that much of the effort in this area will fall to other agencies, but I do hope that we will be able to find a way to include NIE in helping to address this issue. I have read Sven Groennings' speech on the subject presented to the Florida Association of Secondary School Principals on June 24, 1977, and I believe that his suggestion that NIE might be helpful is well taken.

I hope these comments are useful to you. I have tried here to indicate general reactions rather than specific program description, but needless to say, I would be glad to supply more detail at any time. I look forward very much to working with you in the months and years ahead.

Sincerely,

Patricia Albjerg Graham
Patricia Albjerg Graham
Director-Designate

United States Senate

WASHINGTON, D.C. 20510

BANKING, HOUSING AND
URBAN AFFAIRS
JOINT COMMITTEE ON
DEFENSE PRODUCTION

July 20, 1977

Question Senator Tower would like asked at the nomination hearing of Dr. Patricia Graham to be Director of the National Institute of Education:

School districts along the Texas-Mexico border have long been heavily impacted by immigrant/alien students. The tax base in these areas is inadequate to support the education of these children, even though they are entitled to a public education by State law, and they are legal residents by Federal law.

In 1976-77, there was a total of 51,348 immigrant/alien students enrolled in Texas. We have no statistics about this impact in other border states. Although the statewide percentage of alien/immigrant students is only 1.8%, the percentage in the school districts most seriously affected ranges from just under 4% to 30%.

This represents a tremendous and unfair burden on these school districts and the local taxpayers. As a first step in seeking a solution to this problem, would the nominee to the directorship of the National Institute of Education consider ordering a study of this problem, analyzing the impact in Texas and all other border states similarly affected, identifying the primary responsibility for the problem, and making recommendations about remedies at the appropriate level?



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
NATIONAL INSTITUTE OF EDUCATION
WASHINGTON, D.C. 20208

OFFICE OF THE DIRECTOR

29 JUL 1977

Honorable John Tower
United States Senate
Washington, D. C. 20510

Dear Senator Tower:

Thank you very much for submitting your question to the Senate Human Resources Committee during my confirmation hearing for the Office of Director of the National Institute of Education. Your concern for the problems facing the local school districts and taxpayers in Texas is shared, and I appreciate your asking the Institute to help find solutions for these problems.

Under my leadership I expect NIE to take great interest in the special burdens of poverty, multilingualism and low tax bases under which school districts must operate. As you may know, NIE is just completing a Congressionally mandated study of Title I of the Elementary and Secondary Education Act (Compensatory Education Program). We hope that the study will be the first of many efforts by NIE to produce research of immediate utility to policymakers at the local, State and Federal levels. The problem you raise is a grave one, and we shall seriously consider it among the possible topics which our policy and practitioner-focused research will investigate.

If you have any further questions about this matter, please do not hesitate to contact me.

Sincerely,

Patricia Albjerg Graham
Patricia Albjerg Graham
Director-Designate

The CHAIRMAN. I have nothing further, Dr. Graham.
Senator Riegle?

Senator RIEGLE. I have no questions. I'd just like to say I'm
delighted to have you before us. I just wish you well.

The CHAIRMAN. Thank you very much, Dr. Graham.
[Whereupon, at 12:25 p.m., the committee was recessed, subject
to the call of the Chair.]



