

U.S. OFFICE OF EDUCATION

HEARINGS

BEFORE THE

SPECIAL SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

EIGHTY-NINTH CONGRESS

SECOND SESSION

ON THE

STUDY OF THE UNITED STATES OFFICE OF EDUCATION

PART 2

HEARINGS HELD IN ORONO, MAINE, DECEMBER 1, 1966; BOSTON, MASS., DECEMBER 2 AND 3, 1966; ATLANTA, GA., DECEMBER 7 AND 8, 1966; EVANSTON, ILL., DECEMBER 7 AND 8, 1966

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U.S. OFFICE OF EDUCATION

THURSDAY, DECEMBER 1, 1966

HOUSE OF REPRESENTATIVES,
SPECIAL SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON EDUCATION AND LABOR,
Orono, Maine.

The subcommittee met at 9:30 a.m., pursuant to call, in the Bangor Room, Memorial Union, the University of Maine, Orono, Maine, Hon. Sam M. Gibbons presiding.

Present: Representatives Gibbons, Hathaway, and Quie.

Present also: Maurice Heartfield and Mrs. Helen Philipsborn, members of the subcommittee staff.

Mr. GIBBONS. Good morning.

Gentlemen, first of all, we appreciate your coming to us and adding to our store of knowledge. You will recall about 5 months ago Congress authorized and directed this subcommittee of the Education and Labor Committee to study the Office of Education, to reevaluate the programs that Congress had enacted, and to file a report of what we found within 6 months.

This is a study that has been conducted, and which we expect to continue to conduct, on a very broad front. We had public hearings and executive sessions in Washington with the Office of Education and with other interested witnesses. We are now involved in the program of going to the institutions and school systems, both on the record and off the record, to get their opinions of these programs and of the Office of Education, and to get any other helpful suggestions which they might have as to how Congress can improve its activity in this broad field of education.

We have present for the hearing this morning, of course, your own Congressman, Bill Hathaway, whom we are very proud to have on our Education and Labor Committee, and who has worked extremely hard and very diligently and very effectively in the whole congressional activities, particularly in this area.

We have to my left Congressman Quie of Minnesota, a man more senior than myself on this committee, a man of great knowledge and great ability who serves not only on the Education and Labor Committee but also on the Agriculture Committee of the Congress.

I think that we will proceed very informally this morning if that meets with your approval. I know that you have prepared statements to present. We would ask you to either read your prepared statement or to summarize it, whichever you may wish to do.

If you would like we will, at any rate, include your prepared statement in the record for our review at a later date and for the review

by others on the committee. Then we will go into an informal discussion.

As I understand, the witnesses that we have present here this morning are Dr. Edwin Young, President of the University of Maine; Mr. Bryce Grindle, Assistant Director of Student Aid at the university; Dr. Walter Moulton, who is the secretary to the Committee on Student Aid of Bowdoin College; and Dr. Lincoln Sennett, President of the Washington State College. Is Mr. Fred Reynolds here?

Mr. REYNOLDS. Yes.

Mr. GIBBONS. Then Dr. Charles Phillips, president of Bates College. Is Dr. Phillips here?

Suppose, Dr. Young, the time being about 9:40, and considering the fact that we have to break up around noontime to go to another meeting, will you in your mind divide the time, and limit the opening statement to about 10 minutes? We will pass around the table starting with you, Dr. Young. You do not need to take all that time. You may take more if you feel you need to go further.

I will say to my panel members we might try to keep the discussion limited during these statements but after that, break it up with no holds or time limits involved.

If any of you in the audience, when we get into the general discussion, have anything you think is at all pertinent or want to add to or subtract from what is said, we will be glad to hear you if you will just ask to be recognized.

Dr. Young, we will hear from you first.

STATEMENT OF DR. EDWIN YOUNG, PRESIDENT, UNIVERSITY OF MAINE, ORONO, MAINE

Dr. YOUNG. Mr. Gibbons and members of the committee, I am very pleased to welcome you to our campus. We feel honored that the committee would come here and hold hearings. To us it is a very important matter. I have a prepared statement. There are copies available for you so that I can skip through it fairly fast, hitting on the highlights rather than reading it to you and then get on to the discussion more quickly.

(Dr. Young's prepared statement follows:)

PREPARED STATEMENT OF DR. EDWIN YOUNG, PRESIDENT, UNIVERSITY OF MAINE

Mr. Chairman, I am Edwin Young, President of the University of Maine. I appear today on behalf of the University of Maine which is participating in the following Office of Education programs:

- Higher Education Facilities Act of 1963
- PL 88-164 Education of the Handicapped
- PL 87-447 Educational Television
- NDEA Student Loan Program
- NDEA Graduate Fellowships
- NDEA Counseling and Guidance Institutes
- NDEA Institutes for Advanced Study
- Economic Opportunity Act—Work Study Program
- Higher Education Act of 1965
 - Title I Community Service and Continuing Education
 - Title II College Library
 - Title IV Student Assistance
 - Title V Fellowships for Teachers
 - Title VI Undergraduate Instruction

Since Mr. Grindle will discuss our participation in the various student financial aid programs, I shall confine my remarks to the other programs I have identified.

As a land-grant Institution, the University of Maine has long been accustomed to the concept of federal support for higher education. Founded in 1865, the University received its initial thrust from a federal grant of land under the Morrill Act; additional money grants at later dates fostered the development of the University, particularly in agricultural teaching, research, and service.

But the broadening of the scope of federal aid and the increase in its amount in recent years have been so sudden and significant that even those most used to the idea of federal aid—the faculty, staff, and alumni of land-grant institutions—have been jolted and jarred by the changes. I am happy to report that these jolts and jars have been, on the whole, happy and fruitful ones.

The new federal programs have made a substantial contribution to the improvement of the University and the expansion of its programs. They are helping the University accommodate an increasing number of students at a time when Maine stands 51st among the states in the percentage of high school graduates who go on to higher education. They are encouraging innovation in teacher education and in teaching methods on all levels at a time when higher standards and higher efficiency are national necessities. They are providing more opportunities for graduate education in a state where the first Ph. D. was granted not more than a decade ago. It should not be overlooked that these programs reach out into the state to encourage more young people to go on to higher education; to improve the qualifications of teachers in languages, history, and mathematics; to support enrichment of education through ETV; and always with a multiplicity of primary and secondary effects.

Naturally, certain problems have arisen in connection with these programs. I understand the interest of the Subcommittee in these problems which new legislation might be able to solve or alleviate, and will try to point to specific problem areas. But if I appear to dwell longer on problems than on progress, on lapses rather than leaps, it is only because the benefits seem so self-evident to educators and informed citizens alike.

I propose to give you a brief résumé of federal programs presently in course at the University of Maine, and then to consider some of the patterns of problems that have been encountered in putting them into effect. I purposely omit references to student grants, loans, and work-study programs as Mr. Grindle, the Assistant Director of Student Aid, is to testify separately on that subject.

The Higher Education Facilities Act of 1963 has made it possible to expand our building program to provide more and better facilities for graduate and undergraduate education. Additional space for psychology and foreign languages was partly underwritten by the Federal Government. Besides a number of renovations to existing buildings, two new buildings for zoology and forestry are under construction. It is worth noting that these two structures are not only going to be more adequate and better equipped than had been hoped a few years ago, they will also be architectural creations in which the citizens of the state can take pride.

Public Law 87-447 provided \$96,000 to assist in the construction of an additional link in the state-wide ETV network at Calais. Programs of the network can now reach over 90 percent of the population of the state, if a cooperating station owned by private colleges in southern Maine is included.

The National Defense Education Act has had an impact on the University for a number of years now. Loans, institutes, and fellowships have widened opportunities in important fashion. In particular, the NDEA doctoral fellowships have been instrumental in encouraging the introduction and expansion of Ph.D. programs in a number of disciplines. (The University now offers the Ph.D. in nine specialties, and the Ed.D. in two areas.)

NDEA institutes for teachers and counselors have been conducted each summer since 1959. The institutes have contributed to strengthening the regular programs by bringing national, professional leaders to the campus to work closely with resident staff, by encouraging curriculum and teaching changes which feed back to the regular program, and by increasing the geographical "mix" of the student body.

Of course, the Higher Education Act of 1965 is a landmark in this area. The University has been making every effort to exploit its potential for improving

higher education in Maine. Its recent date and broad scope have necessitated both urgency and zeal on the part of the University in order to obtain maximum benefit from its extraordinary possibilities.

Title I provides the first funded opportunity to marshal the interests and capacities of institutions of higher education on a state-wide basis in educational programs directed towards problems of broad citizen concern. The potentials for community service are limited only by the funds available and the awareness and imagination of the institutions. Both are less than is desirable. The quality of proposals will improve as experience is gained and already there are indications that Title I funds will provide seed money to encourage institutions to increase their own community service efforts from institutional funds.

A total of \$10,000 was granted to the University under Title II for the purchase of books for the Orono and Portland libraries last year. It is hoped that a new Master of Library Service degree program may soon become eligible for fellowship support.

In connection with Title III, the University has indicated a willingness to work with other institutions in Maine to assist in developing their resources. Last year a cooperative arrangement with the Maine Maritime Academy was deemed worthy of support by the Office of Education but not approved for lack of funds.

Mr. Grindle will report on our activities under Title IV.

As for Title V, no experienced teacher fellowships were approved for the University (or for New England) for the current year. A prospective teacher fellowship program is being conducted. The encouragement to interdisciplinary planning and teaching which these programs have provided is one of their virtues for it contributes to an all-University acceptance of responsibility for teacher education.

Under Title VI the University has received funds for the purchase of audio-visual materials and equipment for science laboratories.

There are other programs which could be mentioned—for example, education of the handicapped—but these are the main programs in which we have participated.

Relations with USOE in the implementation of these programs has been generally satisfactory. With the explosion of new programs in the last year there has been an understandable increase in the problems of planning and negotiating contracts. I will comment on three salient problems reported by our staff members who have been responsible for implementing USOE programs:

First, too little time provided by USOE between the publication of guidelines and the deadline for proposals. The lack of lead time between issuance of guidelines and deadlines for proposals is understandable in the first year of a program, but not in subsequent years. For example, prospective teacher proposal guidelines were received on this campus on January 28, 1966, for a February 25 deadline the first year of the program. But for the second year, guidelines were received on November 18 with a December 17 deadline. Proposals for interdepartmental and intercollege programs require involvement of many faculty and administrative personnel in planning. Unlike research proposals developed by individual faculty members, the proposals for complex programs for instruction require considerable time for communication in the planning process.

Second, a slow down in the processing of contracts leading to uncertainties about program features which require closure well in advance of the opening of a program. In the period between USOE announcement of an institute award and the final contract arrangements, considerable negotiation is undertaken. In recent years, this negotiation has been by telephone with the director of the institute. Such negotiations have involved fiscal as well as curriculum matters, yet the USOE has not obtained concurrence of the University financial officer in readjustments in a proposal he has already signed before incorporating these adjustments in a binding contract. In these negotiations at a date as late as April and May, such items as salaries, allowances for postage, and support for practicum activities in a summer institute to start in July have been questioned by USOE although the proposal may have been in their hands for many months. Under these circumstances, the original announcement through a senator's office that USOE and the University had an agreement to offer a program appears premature.

A further difficulty in contract negotiations has appeared as fiscal officers in USOE unfamiliar with educational programs and processes have made seem-

ingly arbitrary cutbacks in program proposals, without the benefits of professional understanding of the proposal which another branch of USOE could be expected to provide. That is, University faculty have respect for and reasonably clear communication with professional staff in USOE, but not with fiscal officers who may have final veto power over components of a program.

As long as good will prevails on both sides, these crises can be surmounted. However, if contracts are to be honored, they must be concluded at a reasonably early date with *all* parties to the contract fully informed.

Third, late decisions on proposals by USOE disrupt the planning of staff assignments. When proposals are made for programs 6 to 15 months ahead but for which final approval may not be forthcoming until a few months before the start of the program, major difficulties may be experienced in scheduling faculty assignments. Staff cannot easily be recruited at the last minute to replace faculty promised to new programs, yet the University is not in a position to stockpile extra faculty in anticipation of approval of programs.

In summary and conclusion, then, our experiences with USOE have generally been satisfactory in a partnership which has already demonstrated unquestioned values for the State of Maine. The following suggestions are made in recognition that USOE has experienced growing pains in recent years. Fundamentally, the irritations of our experience with the Office would be substantially reduced if Congress itself would provide more lead time for programs. It would assist the orderly process of education if the following suggestions could be adopted:

1. If USOE could approve two-year proposals, planning could be more efficient, staff assignments could be more certain, and a generally more orderly procedure could be followed. From the standpoint of the University manpower devoted to planning could be doubled if it were possible for each program to be funded for a two-year period since it requires no more of a man's time to plan and write a two-year program than a one-year program.

2. Negotiated changes in contracts, while discussed by phone, should be put in writing and approved by all parties before they become binding.

3. Common budget and accounting procedures should be adopted and followed by each agency of the government thus allowing greater efficiency of record keeping in the University business office.

4. Deadlines should be set by USOE to provide more time after receipt of guidelines for preparing proposals and more time for completing negotiations before the program must be operational.

Dr. Young. As you can see from the first page we are concerned with a number of titles. Mr. Grindle will talk about the financial aid for students. The treasurer of the university, Mr. Gordon is in the room in case there is some issue arising about the fiscal affairs.

In the first place, to our university and every State university, Federal money is very important for the continuation of education. We have had it for a long time. We expect to have it in the future.

However, the recent increase has been phenomenal and it has taken us a bit of time to adjust to make the most use of it, but we think it is very successful. These new programs have made a substantial contribution to the improvement of the university. They are helping us to accommodate more students. They are encouraging innovation in teacher education and methods, more graduate education. Our first graduate Ph. D. degree was granted less than a decade ago.

In addition to what we do on the campus we are able to reach out into the State to encourage more young people. We improved the qualifications of teachers in language, history, mathematics, to support education through ETV, and many other effects.

Naturally, certain problems have arisen in connection with these programs. I understand that your interest is with the legislation that might solve or alleviate some of these and therefore I will try to point to specific problem areas.

But if I appear to dwell longer on problems than on progress, on lapses rather than leaps, it is only because the benefits seem so self-evident to educators and informed citizens and the like.

I propose to give you a brief résumé of programs presentable at the university and then consider what implications of what some of those are for us.

Our Education Facilities Act of 1963 has made it possible to expand our building program to both graduate and undergraduate education. We have more space for psychology and foreign languages, and renovations of a number of existing buildings.

If you notice, the campus is dug up. Part of it is because we are getting two new buildings for zoology and forestry, both with substantial assistance of Federal money.

I might say although it is not in my statement here, we would have been in a very bad situation without it because building costs have risen about 30 percent since the legislature appropriated the money and your matching money has made it possible for us to keep it going. They are going to be better buildings and larger buildings than they would have been without this help. We have had \$96,000 to help in our statewide ETV network.

As you perhaps know, we have three transmitters and the three private schools in the western part of the State, own one, and we link them together for an educational network which broadcasts to 90 percent of the people of Maine.

The National Defense Education Act has had a very large effect. We have loans, institutes, and fellowships. The doctoral fellowships have been instrumental in encouraging the introduction and expansion of Ph. D. programs in a number of disciplines. We offer Ph. D.'s in nine fields and the Ed. D. in two areas. We have had teachers and counselors since 1959. They have been useful in strengthening our program in a variety of ways.

The Education Act of 1963 is a landmark and we are making every effort to exploit its potential. We are looking at it constantly to see what it may mean for us. Title I provides that the first funded opportunity to marshal the interests and capacities of institutions of higher education on a statewide basis in educational programs directed toward problems of broad citizen concern.

The potential community services are limited only by the funds available and the awareness and imagination of the institutions. So far they have not been as great as we had hoped but we think the quality of proposals will improve as we gain experience and there are indications now that the seed money from the title have encouraged institutions to put in some of their own money.

Under title II we have \$10,000 for our two university libraries. On the basis of these moneys and some other activities we are hoping to develop a master of library service degree program. We are working under title III to cooperate with the institutions and did work out a proposal which was acceptable to the Office of Education under which we would hope to enable the Maine Maritime Academy to strengthen its faculty.

That proposal was not approved because of lack of funds. Mr. Grindle will report on title IV. Title V—we have not yet had experi-

enced teaching fellowships at the university or in New England but a prospective teacher fellowship program is being conducted and we are going ahead with that.

We received funds for audiovisual materials under title VI and we have other programs, education for the handicapped. Now relations with USOE have generally been satisfactory for these programs. There have been some understandable increase in problems of planning and negotiating contracts and I will comment on three of these.

First, too little time provided by USOE between the publication of guidelines and the deadline for proposals. The lack of leadtime between issuance of guidelines and deadlines for proposals is understandable in the first year of the program but not in subsequent years.

For example, prospective teacher proposal guidelines were received on January 28, 1966, for a February 25 deadline the first year of the program. But for the second year the guidelines were received on November 18 with a December 17 deadline. Proposals for interdepartmental and intercollege programs require involvement of many faculty and administrative personnel and planning. Unlike the research proposals developed by individual faculty members, proposals for complex programs for instruction require considerable time for communication in the planning process.

Second, a slowdown in the processing of contracts.

In the period between USOE announcement of an institute award and final contract arrangements, considerable negotiation is undertaken.

In recent years this negotiation has been by telephone with the director of the institute. Such negotiations have involved fiscal as well as curriculum matters. Yet the USOE has not obtained concurrence of the university financial officer in readjustments in a proposal he has already signed before incorporating these adjustments in a binding contract.

In other words, we sign a contract, a proposal, committing ourselves, it goes to Washington and at the last minute it is changed there without our official concurrence. In these negotiations at a date as late as April or May, such items as salaries, allowance for postage and support of activities in a summer institute starting in July have been questioned by USOE although the proposal may have been in their hands for many months.

Under these circumstances the original announcement that a university has an agreement to offer a program is premature. We understand why the announcements come from the Senator's office. It is a little embarrassing if we have not agreed to what is in the contract. We still take the money.

A further difficulty in contract negotiations has appeared as fiscal officers in USOE, unfamiliar with educational programs and process, have made seemingly arbitrary cutbacks in program proposals without the benefits of professional understanding of the proposal which another branch of USOE could be expected to provide. That is, university faculty have respect for reasonable and clear communication with professional staff in USOE but not with fiscal officers who may have final veto power over components of the program.

May I interject here in addition to this statement that in my dealings, when I was at the University of Wisconsin, with AID we found the same problem over and over again. When I was an adviser to

AID in Washington, over and over again the professional work was undercut by fiscal people. I think this is a problem that may spread in other areas, too. As long as good will prevails on both sides these crises can be surmounted. If contracts are to be honored they must be concluded at a reasonably early date with all parties to the contract fully informed.

Third, late decisions on proposals by USOE disrupt the planning of staff assignments. When proposals are made for programs 15 months ahead but for which final approval may not be forthcoming until a few months before start of the program, major difficulties may be experienced in staff assignments.

Faculty may not be recruited until the last minute. Yet the university is not in a position to stockpile faculty in anticipation of approval of the programs.

In summary and conclusion, then, our experience with USOE has generally been satisfactory in a partnership which has already demonstrated unquestioned values for the State of Maine.

The following suggestions are made in recognition that USOE has experienced growing pains in recent years. Our irritation with the Office would be reduced if Congress itself would provide leadtime for programs. It would assist the orderly process of education if the following suggestions could be adopted:

One, if USOE could approve 2-year proposals, planning would be more efficient, staff appointments more certain and generally orderly procedure could be followed. From the standpoint of the university, manpower devoted to planning would be doubled, since it requires no more of a man's time to plan and write a 2-year program than a 1-year program.

Two, negotiated changes in contracts discussed by phone should be put in writing and approved by all parties before they become binding.

Three, common budget and accounting procedures should be adopted and followed by each agency of the Government, allowing greater efficiency in recordkeeping in the business office. Maybe this is going too far. We deal with a lot of general situations.

Mr. GIBBONS. It is not unreasonable.

Dr. YOUNG. Four, deadlines should be set by USOE to provide more time after receipt of guidelines for preparing proposals and more time for completing negotiation before the program must be operational.

Thank you very much.

Mr. GIBBONS. Thank you very much, Dr. Young.

Mr. QUIE. Could I ask this one question?

You have had experience with the Federal assistance for a long time. You mentioned you got aid under the Morrill Act for a hundred years.

Dr. YOUNG. Yes.

Mr. QUIE. How does that compare with the new program?

Dr. YOUNG. This is something which I feel very strongly about. Under the Morrill Act we had outright grants, support money, which you could use to support our teaching program, for instance, and our research programs.

We decided on the research side, in cooperation with the Federal officials, how to spend it. We reported on how we spent the money for

education, ourselves, for the education of students. We made those decisions.

What I really believe is that grants for which a university is accountable for basic programs really can contribute more in the next few years to higher education than some of the programs which are so closely supervised by people in Washington in HEW.

One of my good friends is Wilbur Cohen. I am sure some of you know him. He and I have argued about this some. He thinks that if the progress is to be made that they want to make with the programs, and is not to be wasted by those of us out in the field who don't know what we are doing—he didn't put it quite that way—it is a mistake, but I would hope that the Congress would look at the Morrill Act as an example of how to help institutions and look at the record. I think I once said to Mr. Hathaway, that if one looks at some of the money that has been given to the States under the Social Security Act over 25 years, they have been very responsible with Federal grants.

I would prefer more future aid in the land-grant pattern. That money allows us to support our basic programs. You provide loan money which the students get and grants and work-study money. This means more students come to us and we have to provide them with the education. These projects don't do that directly. We have to get that from the States.

As you well know, the States' burden of welfare and education is getting almost unbearable. I am going to meet with the Governor this afternoon to explain why his proposals can't be balanced by the university.

Mr. QUIE. On page 2 you talk about encouraging innovation and teaching methods at all levels at a time when higher standards and higher efficiencies are national necessities.

Are you saying that a categorical approach encourages innovation that would not have come about otherwise and therefore you are agreeing with Wilbur Cohen in that statement? Or do you think there would have been more innovation had you had the land-grant approach?

Dr. YOUNG. The record over the last hundred years shows there has been a great deal of innovation in our institutions. If the money was granted, and Congress said some of this money would be for innovations, we hope it would happen without having had the particular thing approved by HEW.

Now, being a conservative person, I would say that the Congress can do it both ways. The tendency now as you know in the last budget message is to pull away the outright grant money and put it all in category. This is my argument with Wilbur Cohen. He is all category. I think we need some of the other.

Mr. QUIE. What you are saying is that there has been great innovation in the past without categorical programs.

Dr. YOUNG. The fact that American higher education is the outstanding system in the world is due in large part to the Morrill Act.

Mr. QUIE. Do you think that we ought to then move in the direction of eliminating the categorical approach by providing the same amount of aid and general assistance?

Dr. YOUNG. I would not recommend moving that fast. I would say that perhaps you could provide more general assistance and perhaps less categorical and watch to see what happens over some time. I don't think it is appropriate every 2 years to upset everything, turn it upside down. I would argue for moving now to look at ways of insuring through the institutional grant the objectives of the Congress. I think they can be because I think the Morrill Act and experience with the land-grant institutions points that way. But I would not remove all category because there are certain things that Congress must do.

Mr. QUITE. Don't we have political pressures built up from those who are receiving the categorical aid who would be screaming for continuation of it?

Dr. YOUNG. I suppose so. We certainly built some pressure to continue what little Morrill Act money we have. I think very seriously that you could consider trying both and see what happens. But moving all to the category I think is a mistake.

Mr. HATHAWAY. Do you deal with the regional office or directly with Washington?

Dr. YOUNG. We deal with the regional office. Mr. Freeman, who does that, is not here today because he had a meeting that he had to attend in Boston in the regional office and which was scheduled before this meeting was scheduled here.

As near as I can find out, we seem to be getting along well with the regional office. They are helpful in every way. They come up when we ask them to. I get an impression, and this is an impression of my own and, remember, I have been here only a year so I can make some serious mistakes, but my impression is that sometimes the regional office is somewhat handicapped in the commitments they can make. Perhaps they should be allowed to make more commitments if we are to continue this pattern.

I think this is the tendency in the Government, anyway. Sometimes you talk to a regional man and he can't say yes or no. He has to check back.

Mr. HATHAWAY. You would be in favor of giving them more responsibility?

Dr. YOUNG. Yes, in defining the program.

Mr. GIBBONS. Dr. Young, I am from Florida and this is my first trip to Maine. I know very little about your institution. I would like to put it in a frame of reference so that I can understand it.

Your institution is over a hundred years old. How many students do you have?

Dr. YOUNG. 6,300 on this campus, 1,300 in Portland, and 200 in Centus. These are full-time day students. We have as many part-time students.

Mr. GIBBONS. In the administrative setup, President Young, have you found it necessary to establish some kind of agency within the university to deal exclusively with the Federal programs or do the different departments just go to the Federal Government?

Dr. YOUNG. No one is supposed to make any serious, any formal proposal without clearing through the office of the treasurer to make sure it is legal and binding.

I recently got myself an assistant who will be primarily concerned with watching all Federal programs. But we encourage individual faculty members and departments to deal with their counterparts. We know that this is the only way. No one person can be an agent for everybody dealing with Washington. Our people in agricultural research, for instance, have years of experience and they know their counterparts. They know the problems. They can deal. We have confidence in them. I encourage individual faculty members to informally work out proposals. We try to provide guidelines.

At the same time, they are asked to notify their deans immediately and notify my assistant that they are doing this. But the ability of a good chemist to get money from the NSF is much greater than the ability of my assistant to get money for him from the NSF. So we have to do it that way. And we do the same thing with foundations.

Mr. HATHAWAY. How much extra time do you think you need on the average to meet these deadlines? Would 60 days be enough?

Dr. YOUNG. Sixty days would be a tremendous improvement. People are teaching full time. We decide to get a proposal together. First a committee has to be formed. Then they get a draft. It has to be checked back and be reproduced and cleared. Some of it has to be sounded out informally with the people that we are dealing with in Washington. So that 60 days would be much better.

Mr. GIBBONS. Thank you, sir.

President Sennett, we would like to hear from you next.

STATEMENT OF LINCOLN SENNETT, PRESIDENT, WASHINGTON STATE COLLEGE, MACHIAS, MAINE

Mr. SENNETT. I haven't any prepared statement as I received my invitation over the phone and was asked to appear, but I will be glad to submit a written statement following this session.

Mr. GIBBONS. It is not necessary but if you would like, we will have it included at this point in the record.

(The statement furnished follows:)

WASHINGTON STATE COLLEGE,
Machias, Maine, January 19, 1967.

Mrs. EDITH GREEN,
Chairman, Special Subcommittee on Education, U.S. House of Representatives,
Washington, D.C.

MY DEAR REPRESENTATIVE GREEN: I believe a few comments are in order relative to the experience we are having with various Federal programs assisting students at Washington State College.

1. I wish to commend the Boston office for their cooperation and helpfulness in advising us about problems which might arise or have arisen in administering the programs.

2. The forgiveness feature for those entering teaching has not in my belief aided to any extent in influencing training for teaching. It might be advisable to discontinue this forgiveness feature.

3. The repayment period of eleven years seems long especially if the total loan indebtedness of the student is \$1,000 or less. Please consider shortening the period to not more than six years, for loans not exceeding \$1,000.

4. It is my conviction that a minimum payment repayment schedule should be established for all loans.

5. Opportunity grants are proving to be especially helpful in meeting needs of students from extremely poor families. Federal scholarships in lieu of grants

would have a tendency to funnel funds away from the most needy cases. In many cases students coming from a poor environment are not apt to compare scholastically very favorably with those students originating from more favorable environments.

6. The program of the United Student Aid Fund seems to be working extremely well except the number of eligible applicants greatly exceed available funds. Therefore, it is my sincere belief that a sizable increase would be appropriate to assist in making more guaranteed loans available.

7. If U.S. Student Aid Funds could be increased to the extent necessary to meet student needs it might be advisable to phase out the National Defense Student Loan Program. This would permit the colleges to go out of the loaning business as most of them are not set up to adequately service the loans. If this change is not possible there should be developed a state agency to handle collections.

8. We have had only six months experience with the Work-Student Program, but this meager experience makes us enthusiastic supporters of such a program, and it is our hope that the program will be expanded.

Sincerely,

LINCOLN A. SENNETT, *President.*

Mr. SENNETT. We are a very small institution. We have not taken advantage to any extent of the Federal programs. Our activities are confined largely to the student loan, the work-study and the opportunity grant arrangement. As far as our relationship with the Department, the Office of Education, we find that we have had excellent cooperation with them. They are very responsive and they have been willing to give us the benefit of their experience with other institutions, and we have had really no problems with them except that they cut our request for funds like, probably the request of other institutions.

As far as administrative procedure is concerned, we do not have any particular quarrel other than some of the reports they require. It is difficult for amateurs, you might say, to complete and have them in on time. That is as far as I wish to go now.

I would like to interject a few things later to find out the experience of other institutions relative to bookkeeping, relative to the NDEA versus the United Student Aid Fund, as far as the method of administration and the method of loans.

Also this student work program, how it works in other places and methods which we might find to improve the program. And, of course, the opportunity grants perhaps speak for themselves in an area such as we find here in the State of Maine.

Mr. GIBBONS. President Sennett, could you describe for me—as I explained before, I am a foreigner to this part of the country—the size of your institution?

Mr. SENNETT. We are located in eastern Maine. We were a small State teachers college with 300 enrollment. We were changed a year ago to a State college with the expectation that our program would be considerably expanded to take care of needs other than teacher education. Of course, the report of which Dr. Young spoke a minute ago, relative to reorganization of higher education and administration in the State of Maine, came out only a short time ago. We expect, if this program is followed, to greatly expand our opportunities in higher education.

Mr. GIBBONS. What is the age of your institution?

Mr. SENNETT. It is 58 years of age.

Mr. GIBBONS. You say you have about 300 students?

Mr. SENNETT. We have 327 students this year.

Mr. QUIE. How many State colleges?

Mr. SENNETT. There are five in the State of Maine.

Mr. QUIE. All under a State college board?

Mr. SENNETT. No. They are under a State board of education. The State board of education is a policy group, you might say, of the State department of education.

Mr. QUIE. The same group of people makes the policy decision on elementary and secondary schools as well?

Mr. SENNETT. Right.

Mr. QUIE. Do you have any junior colleges?

Mr. SENNETT. No, no public junior colleges in the State of Maine. We have a few private junior colleges in the State of Maine but no public ones.

Mr. GIBBONS. Is this State board of education elected or appointed?

Mr. SENNETT. They are appointed by the Governor. They represent different groups. They represent the public colleges, the private colleges; they represent labor and industry, and so on. They cater to different segments of our population.

Mr. GIBBONS. Do they all come and go with the Governor?

Mr. SENNETT. No, they have staggered terms.

Mr. GIBBONS. How many people on the State board of education?

Mr. SENNETT. Either nine or 10.

Mr. QUIE. Why do they represent private colleges?

Mr. SENNETT. Well, private colleges, you might say, are quite a large segment of our postsecondary education system in our State of Maine.

Mr. QUIE. But they don't get any State aid?

Mr. SENNETT. No. They exercise a lot of influence on public education in the State. The former chairman who just retired as chairman was also a professor of Bowdoin College, a prominent professor of Bowdoin College for many years.

Mr. QUIE. Does this State board handle any of the Federal programs like the Higher Education Facilities Act?

Mr. SENNETT. Yes.

Mr. QUIE. Do the same ones handle the title I?

Mr. SENNETT. Yes.

Dr. YOUNG. We have title I.

Mr. QUIE. Title I of the Higher Education Act of 1965?

Mr. GIBBONS. The urban extension program.

Dr. YOUNG. We have a higher education title I.

Mr. QUIE. Given to the university?

Dr. YOUNG. Yes.

Mr. QUIE. Have you used all the money yourself or have you shipped some of it out to some of the other institutions?

Dr. YOUNG. We have been very careful to ship some of it out to our other institutions.

Mr. QUIE. How do you decide who gets what? Do you call the individuals from the other institutions and talk it over?

Dr. YOUNG. We have a statewide advisory committee. We ask the other institutions to submit proposals. In fact, we encourage them to, and help them, in fact, promoted them in the first round of proposals. Dean Libby, head of our Life Sciences and Agricultural Col-

lege, is chairman of that. Our staff in consultation tries to indicate the strengths and weaknesses of the various proposals as they relate to the purposes of the act. The advisory committee makes the final recommendation. They are to be—personally, I guess I am the responsible person in that I sign it but we do what the advisory committee agrees to. It has worked out quite well so far because there have been funds for most of the projects.

Mr. QUIE. Did you have a general extension program prior to this?

Dr. YOUNG. Yes. A very active one.

Mr. QUIE. Is any of the money in the University of Maine used for the general extension of the program now where they relate to the community problem?

Dr. YOUNG. We didn't use any of this money for anything that we were doing before. We set up, if I can remember—I don't think there is anybody in the room, but I think Miss Page could get from Dean Libby a copy of the report of this first year. Would that be useful to you?

Mr. QUIE. It would be useful to know the kind of projects you have funded not only in the University of Maine but other institutions.

Dr. YOUNG. We can have the material by lunchtime for you.

(The information follows:)

Exhibit H of the Maine State plan

Proposal No.	Institution	Proposal	Contribution	
			Local	HEA
1-67	Bowdoin College, Gorham State, Nason College, University of Maine-Portland, Portland Symphony Orchestra.	Southwestern Maine String Quartet.	\$13,000	\$25,000
2-67	Westbrook Junior College.....	The community leadership seminar.	1,778	5,865
3-67	University of Maine College of Life Science and Agriculture.	Community education concerning pesticides in our environment.	1,825	3,604
4-67	Gorham State College.....	Community leader training program.	4,850	9,465
5-67	University of Maine Cooperative Extension Service.	An information and advisory service for adult women.	5,625	16,700
6-67	University of Maine Bureau of Public Administration.	Seminar for councilmen and selectmen.	1,768	3,600
7-67	do.....	A Maine State-local government executive seminar in PPBS.	1,545	4,250
8-67	University of Maine educational television.	Distinguished Maine visitors.....	7,492	8,700
9-67	University of Maine Bureau of Public Administration.	Principles of fire administration....	2,333	7,000
10-67	do.....	Street and urban road maintenance course.	2,530	7,070
11-67	do.....	Effective supervisory practices....	3,200	9,000
12-67	do.....	Local planning administration.....	2,166	6,500
	Total.....		48,112	106,754

NEWS LETTER

COMMUNITY SERVICE AND CONTINUING EDUCATION

TITLE I—HIGHER EDUCATION ACT OF 1965

STATE TITLE I, HIGHER EDUCATION ACT ADVISORY COUNCIL APPOINTED

Governor John Reed and President Edwin Young have collaborated in appointing a State advisory council consisting of the following individuals:

Stanley L. Freeman, Jr., chairman, University of Maine.

Hayden L. V. Anderson, Department of Education, Augusta, Maine.

Benjamin J. Dorsky, Maine State Federated Labor Council, Bangor, Maine.

F. Philip Dufour, director, Maine Technical Services Act, Orono, Maine.

Father John J. Curran, parish priest, Augusta, Maine.

Paul C. Emerson, State chamber of commerce, Portland, Maine.

David B. Hopkinson, University of Maine in Portland.

Wolcott A. Hokanson, Jr., Bowdoin College.

Mrs. Thomas Pinkham, Fort Kent, Maine.

Graham W. Watt, city manager, Portland, Maine.

The council will meet August 18 to begin organizing and evaluating project proposals to be funded for the fiscal year 1967.

TITLE I COORDINATOR APPOINTED

Frank W. Hagan of South Paris, Maine, has been appointed to the University of Maine Extension Service effective August 15, 1966, to administer title I of the Higher Education Act. Mr. Hagan, who will be located in Orono, has been an employee of the Cooperative Extension Service, Oxford County, Maine, for several years. In his new responsibility, Mr. Hagan will be working with Maine institutions, citizens, and the advisory council to promote the community service and continuing education goals of the Higher Education Act.

PROJECTS FOR FISCAL 1967

At this time, the funds available to Maine for fiscal 1967 (July 1, 1966-June 30, 1967) are not definitely known. Nonetheless project proposals are solicited. Deadlines established earlier by the Office of Education indicate that allocations to projects should be made by October 1, 1966. Proposals and questions should be directed to Mr. Frank W. Hagan, coordinator, title I, HEA, Merrill Hall, Orono, Maine.

COMMUNITY SERVICE PROPOSALS PREVIOUSLY APPROVED

The interim advisory council, together with President Young and Dean Libby, approved proposals from the following institutions for funds provided during the fiscal year 1966:

<i>Institution</i>	<i>Project Proposal</i>
Bowdoin College	Land use and recreation
Westbrook Junior College	Problems of youth
University of Maine	Land use, pollution
St. Francis College	Guidance and counseling
Aroostook State College	Guidance and counseling
University of Maine	Public administration
University of Maine	Guidance and counseling

PREVIOUSLY SUBMITTED PROPOSALS

Institutional proposals submitted for fiscal year 1966 which were not funded will automatically be presented to the new advisory council for consideration. Those who wish to change previous proposals in any way are encouraged to contact Mr. Hagan as soon as possible to have their original proposals returned for amendments.

MISCELLANEOUS

The State of Maine title I, Higher Education Act, funds were completely allocated.

Indications from Washington imply funds for the fiscal year 1967 will be increased over those appropriated for last year.

Forty-nine of the possible 55 States and territories have had State plans approved and \$9,239,258 of the \$10 million authorized were obligated.

Dr. YOUNG. Frank Hagan has come into the room. He is administrator of title I. Instead of hearing from me let us have Mr. Hagan tell us about the projects in 1966 and the ones we propose in 1967.

Mr. GIBBONS. We are very much interested in this. We realize it is new. We had a lot of trouble in this committee trying to put it together, the philosophical problems as well as the technical problems. We want to find out from you how it is working.

**STATEMENT OF FRANK HAGAN, COORDINATOR, TITLE I, HIGHER
EDUCATION ACT**

Mr. HAGAN. John Blake was assigned this task first. He had a very short time in which to get the committees and to get the colleges in the State of Maine really aware of the program so that they could take advantage of it.

However, in the fiscal 1966, I believe there are eight colleges in Maine that saw the possibility, the opportunities in title I and have applied for grants and the types of programs that these colleges were interested in involved training of municipal government officials.

This was interesting because it was not only true in Maine that this interest came about, but all throughout the Nation there has been great interest in this type of project. So, a group of courses have been laid out by the bureau of public administration in the department of the University of Maine that attempts to fill this need. The program is underway and in terms of responses by people and the communities it appears to be well taken and is appreciated as an opportunity for inservice training in this area.

Another area of interest by the colleges in the State of Maine is land use. Of course what has been happening to our land, especially the coastline, brought to the attention of the people of the State of Maine through a Bowdoin College project, the Maine coastline—

Mr. GIBBONS. Could I interrupt just a moment there? Could you distinguish between the programs that are in operation and the programs which you plan? These are programs in action, actually in operation now in the training of municipal officers and employees.

Mr. HAGAN. These are in progress. These are funded under 1966.

Mr. GIBBONS. How long have they been in progress?

Mr. HAGAN. The courses actually began in September.

Mr. GIBBONS. They have been in operation 2 months?

Mr. HAGAN. Yes. In the case of the land-use project by Bowdoin—that was in progress soon after the funding of the project, which came in August, I believe. They had their symposium in October. This has gained a great deal of recognition throughout, not only the State of Maine and in New England, but this project has gained attention throughout the country as a real issue of need.

Mr. GIBBONS. In these programs, how many hours of study, of instruction, are actually carried on with the student? Maybe you are going to cover all of this, so go ahead.

Mr. HAGAN. Another type of project is the recognition by St. Francis College in Biddeford of the need for social worker aids. This has been a gap which has been hard to fill. They have taken this as an issue. Their course is 4 hours a week, two evening classes. Two credit hours are given for this particular course.

Mr. QUIN. What does the social worker aid do—the paperwork for them or to help the social workers?

Mr. HAGAN. I believe in this instance they are out in the field doing work with people.

Mr. GIBBONS. That is where social work is supposed to be, not filling out forms.

Mr. HAGAN. St. Francis College was overwhelmed by the response they got. They didn't have any idea of the number of people who would be available. They feel it is a tremendous course.

At Westbrook College, for instance, the parent-adolescent—there is a real struggle apparently here in most communities in communication.

Mr. QUIE. Adolescent parent or the—

Mr. HAGAN. Understanding of the adolescent by the parent. They have a course in progress. We have the first semester now and they will have a second repeat in the second year. Dr. Levy, who is one of Maine's outstanding psychologists and psychiatrists, is handling this course. The parents are taking part, and this is for parents. They just believe this project has tremendous value. It is not reaching enough people. It is limited in its size and scope and facilities and circumstances and money but it is performing a real service for parents who are really struggling how to understand and cope with the teenagers' behavior which is giving them a hard time.

Another project is agricultural wastes from processing plants and from actual agricultural production. This is planned for 1966 fiscal, but it won't actually occur until spring.

Mr. QUIE. Is this training people or studying what they are going to do with it?

Mr. HAGAN. This is trying to give the producer and the processor facts that he must face on the dangers of polluting the stream, and what ultimately he can do technically and economically to correct it. This is attempting to give them something to work with.

They don't have the answers. They are trying to see some leads that the processor and producer can use. They call it a seminar.

That covers basically the areas of interest with one exception. I left out Aroostook State College concerning the disadvantaged student that is able, and they are trying to pick that student out at an early age, at the grammar school level. This course is designed to help identify and assist the student who has the ability, yet whose financial background indicates that his chance to continue his education is small.

This is a training procedure to know the techniques of finding these able but disadvantaged youngsters at an early age. It follows hand in hand with some other projects that are attempting to find the able students. This is for Aroostook County. It is unique.

Mr. QUIE. That makes three programs for needy students.

Mr. HAGAN. Then there is guidance and counseling on a limited scale in the State of Maine by the University of Maine. We are hoping to put on a demonstration and a system of guidance and counseling that will interest groups of schools that can't afford this type of thing. It is designed to help them to see its value so that they will be willing to put their money in it after they see what it can do and what it does for their younger generation.

That covers basically the areas of interest that the Advisory Council has decided title I money should be devoted to in 1966.

Dr. YOUNG. Would you read quickly the list of proposals for 1967?

Mr. HAGAN. Recommended proposals for 1967 again covers several courses in government officials, a continuation of other areas of interest

and the training, inservice training, for government officials carried on by the bureau of public administration of the university.

We have, coming to Maine, some of the world and national leaders in a variety of industrial and other interests. ETV could be an excellent medium to grasp the material that these visitors could give to us—to give Maine some focus on where it can go to grow and to progress economically. Tapes and pictures might also be made, for use by service clubs and teaching organizations.

Another one is Information Service and Advisory Service for Adult Women. There are women in the middle age group of ability who just need a little encouragement and assistance to come back into the work force. And how to reach them and how to tap this and encourage it? There is a community leader training program by Gorham State College attempting to encourage certain forms of developing cultural activities in the small communities which can't afford this type of thing ordinarily. If they can get volunteer leaders to come in and be trained in art and music and formal recreation, they can go then back to their communities and try to set up programs there. There would be a followup by the proposal director to see to it that they attempt to utilize their training to develop programs in their small communities on the outer fringes of Portland.

In another community leadership training program at Westbrook College, it is hoped that influential leaders, carefully selected from the Greater Portland area, could be brought in any given a real task to consider. Local government is now concerned with social and economic affairs, and local leadership ought to try to help their local government to do a better job in welfare, economic development, and social development. This would explore the question of: How can we involve these local leaders and see that they are better equipped to use their organizations and their own initiative to help local government perform better?

Another project in the cultural line involves four colleges, Bowdoin, Gorham, Nason, and Portland, plus the Portland Symphony Orchestra. With the aid of title I funds, the four colleges will add to their personnel capable people in certain musical talent, certainly the classical and stringed instruments.

So that by bringing in a quartet, with each college sharing a part of the cost, and having the benefit of one of the groups of four on its faculty, they hope to bring to the students of music a kind of quality and depth in certain musical instruments that they have not been able to have before. The quartet would be a part of the symphony orchestra, and would be given a chance to perform in the area both as a demonstration and teaching procedure, and thereby give the public something new and interesting in this phase.

Mr. GIBBONS. It will be most interesting to come back in a few years to see how this idea works out.

Mr. QUIE. Is this last one funded?

Mr. HAGAN. No. This is all based on if and when. These are recommended.

Mr. QUIE. If you follow the intent of what we are talking about, I think you will have a little problem.

Mr. HAGAN. We hope we will know real soon whether the problems that exist are gone.

Dr. YOUNG. The people who proposed this were told it would not be recommended beyond one year. The schools are making commitments. They are now putting \$13,000 of the \$20,000 Federal funds and they will have to pick up the total tab after the first year. It might turn out to be a very good investment under those terms.

Mr. QUIE. Does Washington State College get any title I money?

Mr. SENNETT. No, but we cooperate with the university in administering the program.

Mr. GIBBONS. Dr. Young, how long is this report of your title I activities? I am thinking about whether or not we should include it in the record now. If it is extremely bulky we will receive it for our files.

Dr. YOUNG. I don't know. At this stage it would be very informal. There has been no time to get a formal report yet.

Mr. GIBBONS. Without objection, I will leave it to the staff to decide whether we ought to put it in now or keep it in our files but I think all of us would like to see what is going on.

Dr. YOUNG. Yes. In fact, if you would like, I would ask Dean Libby to come right over.

Mr. GIBBONS. That would be fine. Ask him to come prepared to talk about title I.

Mr. QUIE. You say the university has indicated a willingness to work with other institutions in Maine. My concept of title III was that the purpose wasn't for a large institution in the State to work with other institutions in the State. I am even more surprised when you talk about an academy. I look at the academy as a high school rather than a college.

Dr. YOUNG. It is not. It is a degree-granting maritime institution.

Mr. QUIE. Why is this a developing institution when the bill was passed as a means of strengthening weak Negro institutions?

Dr. YOUNG. I knew what the Congress had in mind. Let me explain a little bit. Some years ago, about the beginning of the war, this maritime academy was set up and had some Federal support. I am sorry that the head of it is not here. It has had good years and bad. Under present administration, I think it is excellent. They have developed a program that is quite strong in preparing people to become deck officers. In fact, they are in great demand, as you know.

The Government has asked them to graduate a class early this year. But in recruiting the faculty their finances are such that the faculty gets paid less than the graduate who goes out and takes a position on a ship. So the recruitment has been difficult. They have recruited retired officers, some of whom are excellent as far as the maritime part is concerned, the deck and ship part, but who do not have the academic background.

Mr. QUIE. Their English is not so good.

Dr. YOUNG. Yes. Perhaps their English is not so good. Their mathematics may not be as good as it ought to be. They may understand, but to teach they need some help. At least, they believe they do. They have asked us to help them. Having worked on the programs at Wisconsin with one of the institutions in the South, I can't see that the public purpose is any different. We want better education.

Can I say something that won't get on the record?

Mr. GIBBONS. Sure.

(Off the record.)

Mr. GIBBONS. On the record.

Mr. QUIE. That is the only institution, the Maine Maritime Academy, which you consider is a developing institution.

Dr. YOUNG. For this purpose.

Mr. QUIE. That is all I have.

Mr. GIBBONS. Well, next then to the man who seems to specialize in student assistance.

Has Dr. Phillips come in the room yet? Maybe he got snowed in.

We will go next to the student assistance. Since we have not heard from anyone from Bowdoin College, perhaps we ought to hear from you next about your views. So, Mr. Moulton, you may proceed.

STATEMENT OF WALTER MOULTON, SECRETARY TO COMMITTEE ON STUDENT AID, BOWDOIN COLLEGE, BRUNSWICK, MAINE

Mr. MOULTON. I have no particular statement to make other than the very short one that is in front of you.

BOWDOIN COLLEGE

Bowdoin College is represented by Walter H. Moulton, Assistant Director of Admissions, who also serves as Secretary of the Faculty Committee on Student Aid. Mr. Wilder, the Director of Student Aid, is not available, being out of the State at a professional meeting.

Bowdoin has participated since their establishment in the National Defense Student Loan Program, the College Work Study Program, and the Educational Opportunity Grants Program.

The loan program has been of incalculable assistance to the College and to its students, and presents no serious administrative problems. Operations under the other programs have been limited, but satisfactory.

The College recognizes that the loan program must eventually be phased down, and students are being increasingly referred to their hometown banks for assistance under the Guaranteed Loan Program.

I am the assistant director of admissions in Bowdoin College. I spend approximately 75 percent of my time doing this. Mr. Wilder, who is the director of student aid, is in Connecticut today and he could not be here. He asked me to stand in his place.

I spend approximately 25 percent of my time—most of this period is in the spring when prematriculation awards are made to incoming students at Bowdoin.

I handle all of the prematriculation awards. That includes the assignment of grants, loans, and jobs to students who are entering the college.

The final two paragraphs in the statement pretty much wrap it up. The program that we have been involved in for the most part is the National Defense Education Act program. We have been in it since 1958. This year, we have approximately \$100,000 of Federal funds, and it is of inestimable use to us. We can finance about 250 students a year who find it extremely difficult to pay the cost at Bowdoin, which is about \$3,450 per year now.

We are less involved with the educational opportunity grant program and with the college work study program. At present, we have

some 45 students at the college who are working under and receiving Federal help for their work. We have about 25 to 30 students who are receiving educational opportunity grants varying from \$200 to \$800. Where we have been able to provide these funds for students they have been very, very useful, but our experience so far is limited with both of these programs.

I am afraid as a private college, with the cost of \$3,450 a year, we discourage an awful lot of people who might qualify for this kind of help from even applying to us. Wherever possible, we try to encourage such people to come. We do not want to exclude anyone on the basis of financial need from the college.

We have been involved in a number of programs here in the State, notably Upward Bound, to try to bring students to the campus, to encourage them to think in terms of colleges, both public and private.

We have been involved in the talent search program. Mr. Shaw, the director of admissions, has been very much involved with it over the past year. I can't say that we have made great use of either of these two programs.

Other than that, I have no formal statement to make. I have some random thoughts, simply from dealing with them.

Mr. GIBBONS. Go ahead. The floor is yours.

Mr. MOULTON. One, the National Defense Education Act, and I may be trespassing a little bit here on Mr. Grindle's statement, but I agree with him that it is time to stop, look, and listen at all of the Federal programs. The educational opportunity grants, the national defense student loan program, guaranteed loan program, and the college work-study program work in concert as far as I am concerned, to provide a package of financial assistance that makes it possible for students to come to the college, to various colleges.

Basically we have grants, gifts, for the neediest. We have the low-cost loan program for a kind of middle group and we have a somewhat higher cost loan program for the higher income groups but people who are still going to have trouble getting up \$3,450 a year.

Mr. QUIE. When you say "we" are you talking about the loan program or the one that came before that?

Mr. MOULTON. I am talking about Bowdoin College with reference to these four programs now. I am giving the private college point of view on this.

At our cost it is quite probable that we will have to make use of all four programs and, therefore, I would be loathe to see any one of them dropped at this point. Now I am referring, of course, to the possibility of phasing out the national defense student loan program.

Mr. QUIE. Why do you say that the college recognizes that the NDEA loan program must eventually be phased out? Why should it be phased out?

Mr. MOULTON. I don't know whether it will or not. I am referring to the cut from approximately \$190 million to about \$30 million that was proposed by the President in his budget message last year.

There is overlap in these two programs. I think this is quite apparent to almost everyone dealing with them but how much we don't know.

The guaranteed loan program is not operational in all States yet and we have not had any experience with this, we don't know whether

the private sector of the economy is going to be able to supply all the money necessary for students to obtain their education from one year to the next. Economic conditions are going to change. There may be a good deal of money available some years and less in other years.

Mr. QUIE. What is your experience with the overlap?

Mr. MOULTON. I don't really have any. We have just instituted the guaranteed loan program in this State. We have had some students applying for guaranteed loans. Wherever possible we have tried to refer students to banks.

Mr. GIBBONS. Are they getting any loans?

Mr. MOULTON. Yes, they are.

Mr. QUIE. In other words, if they can get a guaranteed loan program you won't provide a NDEA loan program for them?

Mr. MOULTON. We have need for approximately \$140,000 worth of funds under NDEA this year and our appropriation is \$100,000. So for some students it was necessary to refer them to banks.

Mr. QUIE. What would happen if you did find yourself in an overlap? Would you try not to use the NDEA program?

Mr. MOULTON. This, I don't know. I will plead ignorance. This is actually Mr. Wilder's province. How he would handle this one, I don't really know. The situation might very well rest on the financial situation of the family. If it is a family that is fairly prosperous now, a family that is making \$15,000 or more, we definitely send them to the bank. We view the National Defense Education Act program as being money available to students who are going to find it very, very difficult to pay their bills to the college.

Mr. QUIE. It was never intended that the NDEA loan program would be available to students from families with incomes over \$15,000.

Mr. MOULTON. That's correct.

Mr. QUIE. As I recall, \$10,000 and \$11,000 is as high as the schools have gone on that.

Mr. MOULTON. It is on a college scholarship service need analysis basis. That is if students have a need on a CSS basis they qualify for National Defense Educational Act money and we would provide it if we have the money for them.

Mr. QUIE. I am concerned when I see a sentence like your last one in your report because the Congress refused to go along with the President. In fact, we were unanimous in our committee not to cut out the student loan program in NDEA; neither to phase it out. We should not even buy the new gimmick, the so-called revolving fund, which would end up phasing it out. To me, the most damaging testimony they had on phasing it out is that it would cost the Federal Government more money in the guaranteed loan program than it costs the Federal Government in the NDEA loan program.

The only reason why Congress supported the guaranteed loan program in the first place is that they thought they would save some money and they would give the loan money to the students at lesser cost.

I recognize that the college bears costs in the NDEA loan program that you don't in the guaranteed loan program.

Mr. MOULTON. That is correct.

Mr. QUIE. So, because of that I should say I look at the selfish reasoning for the college willing to see the shift. But I am concerned

when a bank runs a loan program and knows how to determine the credit risk, but does not know the academic potentialities of the poor student. I look only at the institution having that knowledge.

Mr. MOULTON. Perhaps you misunderstand me here. I am not finding any fault with the National Defense Education Act. I think under all costs it should be maintained. I think once all 50 States have the guaranteed loan program in operation that there could be some overlap and that in the National Defense loan there may be a large appropriation one year and a considerably smaller one the next, depending on the need that is being felt by the students who are attending colleges from one State to another.

It may be an excellent buffer program when economic conditions get tight. For example, they will be able to loosen up a little bit on the NDEA program. But to phase it out now would be a disaster, I think.

Mr. HATHAWAY. You don't know what percentage of students have been denied guaranteed loans?

Mr. MOULTON. I have no idea.

Mr. HATHAWAY. Are any students getting both NDEA and guaranteed?

Mr. MOULTON. That is an interesting question. I can't answer it specifically. It would be possible if the student were granted a National Defense educational loan for a thousand dollars and then borrowed a thousand dollars under the guaranteed loan program; there is nothing illegal about it so far as I know.

Mr. HATHAWAY. Would you first refer somebody to a bank and ask, "See if you can get a guaranteed loan and if you can't, come back and we will talk about NDEA"?

Mr. MOULTON. I don't know what procedure Mr. Wilder would follow in this case. There is some honest indecision amongst financial aid officers as to what they would recommend if this situation cropped up.

If a student received a National Defense Education Act loan and accepted it and then turned around and went to the bank and sought another thousand dollars under the guaranteed loan program, what kind of recommendation could we make to the bank in this case? Would we recommend that the student be granted the loan or not? The right of paying for the education any way he would like to pay for it is still his. But at the same time, is the budget unreasonable? Should we withdraw the NDEA money? Should we in turn cut his grant? How should we package it in a situation like this? These are questions up in the air.

I think we have not had much experience with these two programs yet, working in conjunction.

Mr. HATHAWAY. How about the administrative costs?

Mr. MOULTON. Our administrative costs do exceed the Government subsidy.

Mr. HATHAWAY. About how much?

Mr. MOULTON. I don't know. I would have to ask the business office on this. There has been no problem administering the program. We are grateful for the money.

Mr. HATHAWAY. Any problem with late funding?

Mr. MOULTON. Very little. We have no serious default rate. The serious default rate, the real delinquents would be less than 3 percent. Occasionally we will run into some people who will delay payment for a month or two but it has been our policy for a number of years now to give students a coupon book in their exit interview. They are clearly told what the repayment schedule will be and they agree to it. They are given a coupon book and they pay back on a monthly basis. This has kept the delinquency rate way down. We have had no problems on this of any sort.

Mr. HATHAWAY. How about the late funding by the Congress?

Mr. MOULTON. It would be very helpful to have at least another month on that. Especially last year.

Mr. GIBBONS. I wish it had gotten out earlier last year, too.

Mr. MOULTON. We did have to rearrange our funds for the freshman class at a very late date because we did not know how much NDEA money we were going to have. As it turned out, we were not given what we asked for. Consequently, we had to do a little bit of juggling between the upper classmen and freshmen to get the things balanced. So an additional month or two would be delightful.

Mr. GIBBONS. I know Bowdoin College is an old college. Give me some estimate of its size.

Mr. MOULTON. We have about 885 students in residence right now in the four classes. We are an undergraduate men's college entirely.

Mr. GIBBONS. Does the problem of forgiveness in the NDEA loans give you any problem?

Mr. MOULTON. No.

Mr. QUIE. You don't have much forgiveness?

Mr. MOULTON. No, not a great deal. A great many of our students go on to graduate school and then into the professions. A fair number of them do go into teaching. But forgiveness as such has not been a major item.

Mr. GIBBONS. In the \$3,450, what does that include, and what does it exclude? Is that total cost?

Mr. MOULTON. That is total cost. Our fixed cost is \$2,915. That includes the tuition, room, board, and fixed fees. The additional \$500 to \$550 would be in personal expense items which we feel is reasonable for us. This is the budget figure which we use for calculation of financial need by the CSS method.

Mr. GIBBONS. In the work experience program or the work-study program that you have, what kind of work are the students actually doing?

Mr. MOULTON. Tutorial assistance, research assistance to various faculty members. As a matter of fact, I can give you exactly what we put in it for this year, the title of the job. Again, I am afraid I will have to plead ignorance on other items. Of all of the Federal programs, I deal less with college work-study than I do with any other so I know less about it. Tutorial assistance, teaching assistance, research assistance, laboratory assistance, usually these are chemistry, biology, and physics majors who are assisting faculty members in either their own research projects or in the laboratory with other students. Library and museum assistance. Technicians, graphic arts, some clerical help, hospitality assistance, guides for campus and so

forth. These are the kinds of jobs that we have been able to defer under the college work-study program.

Mr. GIBBONS. In the college work-study program, did you have a program similar to this prior to the college work-study program?

Mr. MOULTON. We have had work programs on the campus for a great many years. Our work budget now for an 885-man college is about \$95,000 this year. It is hard to control a lot of it since men work in fraternity houses. Fraternities are private and the men in the fraternity hire their own waiters, their own dishwasher, and so on. Of course, skill is involved. You can't go out to hire anyone to ring the chimes and bells, call for classes, and so forth and so on.

But students have been working on the campus for a great many years.

Mr. QUIE. How does that \$95,000 compare with the Federal money in the work-study program?

Mr. MOULTON. We are requesting \$15,000 this year.

Mr. HATHAWAY. Will the change in matching requirements alter the work-study program?

Mr. MOULTON. Very little. We have, as I say, only 40 to 45 students who are going to be under college work-study. This is simply an institutional program. There is no carryover to summer programs. So that the matching requirement will affect us practically none at all.

Mr. GIBBONS. You conducted an upward bound program, I believe. Will you tell me how many people were involved in that?

Mr. MOULTON. There are two people on the campus involved on a full-time basis, Robert Melody, associate director of the missions, and Doris Davis. Mr. Melody was director of the upward bound program. He hired 57 faculty members for this summer's program. He is involved with a number of other people throughout the State, counselors.

Mr. GIBBONS. How many students did you have?

Mr. MOULTON. Fifty. We had 25 boys and 25 girls.

Mr. QUIE. Did they all go on to college?

Mr. MOULTON. They are all seniors in high school now.

Mr. GIBBONS. What is your opinion of the program?

Mr. MOULTON. I had very little contact with it. From what contact I did have, it seemed to be working very well. I gave a lecture on financial aid and possibility of receiving help to finance education beyond secondary school to this group one evening for about 2½ to 3 hours. They seemed very excited about the whole project.

Mr. GIBBONS. Do you think this is something that the Federal Government ought to be involved in?

Mr. MOULTON. In what way?

Mr. GIBBONS. Promoting such a program.

Mr. MOULTON. Yes, very definitely. I think these were students who quite possibly, if it weren't for upward bound, would never had considered anything beyond secondary school.

Mr. GIBBONS. Do you have any problem of dealing with the administrators at the Washington level with this program because it is not an Office of Education program?

Mr. MOULTON. Bob Melody, the associate director of the missions and director of the upward bound project, would have to comment on this. From what he has told me, none whatsoever. He has received excellent cooperation.

Mr. QUIE. What about your educational opportunity grant? What kind of criteria did you write there?

Mr. MOULTON. We use the CSS method of calculating the financial need. Any student whose total parental contribution was less than \$625 a year would qualify for one of these grants. We gave out the money to all of the students who did qualify for it, concentrating primarily on the freshman class, the incoming students.

Mr. QUIE. Do you feel that they would not have been able to go to college if it had not been for the grant?

Mr. MOULTON. May I speak candidly on that one?

Mr. QUIE. OK.

Mr. MOULTON. This is one of the requirements in the law. I think any financial aid officer has to tuck his tongue back in his cheek when he answers this one. The answer is both "Yes" and "No." They are on campus. A student who is receiving an \$800 educational opportunity grant will be receiving something like \$2,200 from Bowdoin College. It has been my experience that if you give the student \$2,000, \$2,200 or \$2,300, he will get there somehow. Technically, I guess the answer to that is "No." But of course what this money has enabled us to do is spread our funds over a greater number of students. We have also been able to encourage some students who might not think of Bowdoin in bringing them to the campus. It is an integral part of the package. If we didn't have it, it would put quite a burden on us to continue financing. It would be extremely difficult.

Mr. GIBBONS. Have you ever had an outside audit of your NDEA funds?

Mr. MOULTON. That, I don't know. Where I am involved with them, you see, on the freshman level primarily, I do not get involved in the requests for the funds or in the audit or anything of this nature.

Mr. HATHAWAY. Are your costs the same as Bates and Colby, students' costs?

Mr. MOULTON. Probably \$200 or so more expensive, the major difference being in tuition. I do not know what the Colby or Bates tuition is at present but we might be \$100 or \$200 more expensive than they are.

Mr. GIBBONS. Mr. Grindle.

STATEMENT OF BRYCE GRINDLE, ASSISTANT DIRECTOR OF STUDENT AID, UNIVERSITY OF MAINE, ORONO, MAINE

Mr. GRINDLE. Yes, would you like me to comment now?

Mr. GIBBONS. We certainly would.

Mr. GRINDLE. The tenor of my presentation I think is in keeping with President Young's feelings generally in that as far as student aid is involved, less category and more freedom of decisionmaking in our own office is needed. I am going to read from my statement, if you don't mind.

Mr. GIBBONS. Certainly, go ahead.

Mr. GRINDLE. I will limit my comments to the Financial Aid Branch of the U.S. Office of Education since this is the area of responsibility in which I am involved.

It is, in my view, time to stop, look, and listen. Apparently, Members of Congress are in agreement with me; hence this committee hearing.

From a student aid officer's point of view there are now sufficient programs available to provide financial assistance to students. Quantity, or lack of it, is not our problem. With the passage of the Higher Education Act of 1965 and the establishment of federally supported grants-in-aid this is particularly true. We must now concern ourselves with quality of administration and finesse in assisting the most needy students with the best possible aid arrangements.

Ideally, to make student aid most effective, few restrictions should be placed on the administration of funds. Present policies of the USOE, Federal Government, have turned student aid officers into little more than bookkeepers. Imagination and expertise in financial aid administration have been lost. I doubt that there would be any marked change in present award patterns if more freedom were allowed. Needy students would continue to be assisted. Also, there would be in most cases little civil rights conflict. Student aid officers are in the best position to evaluate a student's need and to decide which financial aid package is best suited to his needs.

Present restrictions are so binding in the arranging of awards that there is little else to do except to follow tables. This is particularly true in the awarding of funds under the educational opportunity grants program.

Please allow me at this time to evaluate the three major financial aid programs that the university is involved with:

1. THE NATIONAL DEFENSE STUDENT LOAN PROGRAM

This is the oldest of the Federal programs and one of the most successful. In no small measure can the success be attributed to the fact that great freedom in administration has been enjoyed by the student aid officer. This program must be heralded as a major breakthrough to the college cost barrier.

For the first time, large sums of loan money were available to needy students on an unsecured basis. It is my opinion that hundreds of thousands of young people have been able to attain a college education because of the availability of this loan assistance.

Without it, they would not have had this opportunity. Rumors that administration plans called for the phasing out of this program came as a great shock to student aid personnel. Any action of this kind would constitute a grave injustice to the young people of this country and would leave a large gap in financial aid programs.

2. COLLEGE WORK-STUDY PROGRAM

This program of self-help is becoming an increasingly important program of financial assistance. Most students welcome the opportunity to help meet their college costs through their own efforts. The shift of part of the burden to meet expenses from the parents to the student is most desirable as college cost continue to rise.

The psychological benefits cannot be measured as the student assumes this responsibility, but it certainly is important. Also, the

chance to participate by working gives the student a keen awareness of economic problems and develops a certain camaraderie between his friends and faculty.

Most significantly, it gives the student, from the low-income family, the opportunity to have a few dollars to spend on clothing, recreation, and travel which he otherwise would not have. It gives him the chance to participate in the whole college experience, because some of these experiences cost money.

3. EDUCATIONAL OPPORTUNITY GRANT PROGRAM

This is one of the most exciting programs which has ever been developed. Gentlemen, I do not need to remind you of the historic significance either. Truly, there need be no talented youngsters stay out of college for a lack of funds. The administration and the Congress should be complimented on meeting the high cost of college head on. As things were going, it was indeed impossible for a youngster to aspire to attend college. Financially, it was simply out of reach.

Now, with the advent of this program, coupled with the national defense loans and college work-study jobs, a financial aid package can be arranged which will make it possible for these youngsters to go to college. Significantly, this is a grant program. Undue or excessive loans can be avoided by making this part of the aid package.

Generally, the Office of Education does an adequate job in administering the Federal student aid programs. However, as was mentioned before, less restrictions and more freedom in administration is needed. All too frequently the administrative memorandums come some months after the program has been put into effect at the institution. This results in blind groping and error.

Some difficulties arise in preparing reports, because no instructions well in advance of the report are sent indicating what information will be requested. Likewise, data processing systems are thrown off when USOE changes report requirements and coding in midstream.

I would like at this time to express concern over three major problems.

1. The first of these are: late notification of National Defense Student Loan Program funds.

At this point I would like to stop and give the dates from 1962 to 1966, the dates on which the University of Maine received a firm commitment of national defense funds. In 1962, we got our commitment on August 15th; in 1963, on September 5th; in 1964, on September 16th; 1965 was a very good year, June 16th; in 1966, on August 5th.

This causes great problems in committing money to students since we don't have a commitment ourselves as to exactly how much money we will have to loan.

The U.S. Office of Education need not share the blame here. It seems that Congress insists on waiting until the 11th hour to appropriate the funds.

However, the wrath of the participating institutions must be borne by the Office of Education. It would seem advisable for Congress to put the appropriation of the money for this program at the top of the calendar in order to give participating institutions an opportu-

nity to receive a commitment of their allocation at the earliest possible time. It seems that year after year, school is about to open before a firm commitment of funds is received.

2. Secondly, in regard to the college work-study program the share of agency payments to students will increase to 25 percent from the present 10 percent on August 20, 1967.

It is the view of most student aid officers that this will have a disastrous effect on the future growth of the program. I have talked to the administrators of several of the off-campus agencies that employ our students and am told that they simply will have to withdraw, because they cannot raise the additional funds.

Likewise, institutional employment will drop off, because departmental budgets simply cannot expand to meet this increase. It is my considered judgment that it is a disservice to nonprofit agencies, institutions, and needy students if this is allowed to happen because of an increase in percentage support. Congress should be implored to support a bill to freeze the matching share at 10 percent. To do this would be in the public interest, and entirely in keeping with the spirit of providing financial assistance for needy students.

3. Finally, present Office of Education schedules for determining the amount of EOG awards are too restrictive. By law, no award can exceed \$800 and none can be less than \$200. This is entirely acceptable.

However, between these extremes, the student aid officer has to determine the size of the grant within the maximum and minimum levels based on his own information, knowledge of the students' needs, and prevailing economic conditions.

In summary, we must strive for quality in education while opening new vistas of opportunity for all our citizens. It is a time to stop and reflect on what we have, to look searchingly at new approaches to our problems, and to listen to experience.

That is my presentation.

Mr. QUITE. Since there is a pause here, let me ask a few questions, if I may.

Mr. GIBBONS. Go ahead.

Mr. QUITE. You are concerned over the change in matching money?

Mr. GRINDLE. Yes, sir.

Mr. QUITE. But listening to the jobs that Mr. Moulton spoke of in his college it looked like the program was especially of aid to the college because all the jobs that are being done are ones that if the college had the money they would have funded themselves. Therefore, since the college benefits to such a great degree, surely 25 percent should not be out of line because they can do a better job of teaching and every other way.

Mr. GRINDLE. You will note that Bowdoin's program is entirely for the institution itself. He listed no jobs off campus. The University of Maine has done a good deal of activity off campus. We do during the school year, while school is in session. I must confess the great bulk of our students are employed here because we have transportation problems, even into Bangor, which is only 8 miles away. There is no bus service after 6 in the evening. It is very difficult for us to get students back and forth.

However, we do have over 40 students employed with seven different agencies in the Bangor area during the school year. Our major concern is primarily in the summer.

I have arranged a work program for next summer to include practically the entire State of Maine. I attended a meeting in Augusta at the office of Mr. Robert Brown, who is the State coordinator for the Office of Economic Opportunity, at which all of the community action program directors from all of Maine's 16 counties were present.

I asked them if they would cooperate with us to arrange a work program this summer to employ our students at various nonprofit agencies, or with OEO activities, so that these students could be employed basically in their hometowns.

We have a program this summer which will operate from Fort Kent, Maine's northernmost city, to Kittery, which is Maine's southernmost city, in conjunction with the program.

So we will be able to offer students under these programs employment in their hometowns virtually statewide. Concern arises out of the fact that we employ students with agencies such as the YMCA. As you know, they work on very, very limited budgets. They can't hope to operate on membership fees alone. They must receive their money from gifts and contributions and their fair share of United Fund activities. It will cause them some problem when this goes to 25 percent.

We are actually talking almost 30 percent, you see, because we must consider social security benefits in this payment, too. Also, each of these agencies is required to provide workmen's compensation. In many cases, this requires them to go out and purchase a separate policy. So that when we are talking the difference between 10 and 25 we are talking of a difference between really 15 and something over 30.

MR. QUIE. Do you feel there could be any difference where the institution benefits from the work that the student does and one where it doesn't benefit?

MR. GRINDLE. Yes, there probably could be a difference. Our fiscal arrangement here at the university is that each university department has its own budget, and part of that budget is allocated to student employment. This is all university money, I will grant you.

But departmental budgets are strained to provide for equipment and research and this type of thing, and the student employment item of that budget is not a great one. It will cause departments to not be able to hire as many students as they did before.

President Young could comment on this much better than I could. Maybe what is in your mind is: "Why does not the university generate more money for student clinics?" I don't know.

MR. MOULTON. I think the one who is benefiting from the Work-Study Program is not the institution necessarily, it is the student.

MR. QUIE. I don't know about that. If the student could have worked for the institution without any Federal money and therefore instead of increasing your own program of employment you got the Federal help by the Federal Government paying the student, really the institution is benefiting from it.

DR. YOUNG. Mr. Chairman, may I comment on this? Part of the requirement when we started this is that we continue all previous levels

of student employment. This we have stuck to very closely. We understood when the law was passed that the 10 percent would later go to 25 percent, and we accepted it under those terms. We have a policy, insofar as we can, of providing our increased jobs for students.

We will make every effort if it goes up to 25 percent to shift to student employment. There are many areas where it is difficult because of hours, as in running kitchens and dormitories. I think the basic point is, when we ask the department can you afford to go from 10 percent to 25 percent, their answer is "No." But I can pledge you that we would much prefer 10 percent. But if it goes to 25 we will still do our very best to make it work and shift our funds accordingly, but it will take some doing.

Mr. Gordon is in the room. He is our treasurer. He may want to make some comment but I know his resourcefulness and I know somewhere, somehow, he will find as much of the money as we can lay our hands on. We will try to divert. It is a burden on some of our management people to use students who will disappear during examination time and go on vacations.

There are lots of things around the universities that students can't do. Bowdoin projects are clearly the kind that are not bothered by the problems we have. But we have a lot more students. Unless we can employ them with our own money, the thing we have to do, student employment does create problems. But we will handle it.

We would rather stick to 90 percent rather than 75 but we will take the money and work with it.

Mr. GRINDLE. Our basic problem will be more off campus than on campus.

Mr. HATHAWAY. What are some of the other agencies besides YMCA?

Mr. GRINDLE. Mr. Hathaway, it depends on what particular unit we are talking about.

Let me cite an example of one of our most impressive projects, I call it, last summer in Augusta. We did have a program with the Augusta-Gardner Area Community Council which is the community action program for southern Kennebeck County. We employed 51 students in that area. They worked in about a dozen different agencies. We had many students employed by the State of Maine as clerical help in the State department. We had several employed as guides in the State house. We had students at the Augusta State Hospital.

In addition to this, other agencies such as the Augusta Nature Club used one of our students as a natural trail guide. The student had considerable experience in forestry and did a real bangup job.

We had students at the Augusta General Hospital and with the various Augusta municipal departments as well.

One student, a business major, assisted the city of Chelsea, and did a real fine job there, too.

This is generally the type of work which you will find the student involved in in most communities. In addition to this, they work for school districts and school systems. Sometimes it is in Headstart, assisting teachers in OEO programs. Sometimes it is as maintenance people if we can't find anything else. We don't generally like to put a college student in a maintenance job. We have very few of these.

We try to make the experience a meaningful and a learning experience when we can.

Mr. HATHAWAY. These agencies have complained that 25 percent is going to hurt them.

Mr. GRINDLE. Many of them have, yes.

Mr. HATHAWAY. Even those are jobs they would have had normally.

Mr. GRINDLE. No, these are not jobs they would have had normally. These are jobs they would have above and beyond. We must remain within the spirit of the law and not replace existing workers. These are jobs that were desirable to be done and which in many cases had never been done before but now could be with this program.

Mr. QUIE. But they do lighten the load of the organization?

Mr. GRINDLE. In some instances, yes. But in many instances it is a service being performed which otherwise would not be performed. We have had students working at Acadia National Park in Bar Harbor the last two summers. The superintendent at the park was overjoyed at the work that is being done, particularly in the opening of new accesses to the park, which could not have been done otherwise with his own staff.

I don't know if you are familiar at all with the Bar Harbor area, but this was the summer home of the Rockefellers for many years, and cutting through Acadia National Park are many carriage trails. These trails have just simply gone to ruin. They have grown over. Some of our students worked opening these trails up. This makes a much more enjoyable place for visitors to go now because the park is much more serviceable. The superintendent assured me that these trails would not have been opened because they did not have the staff to do it themselves.

Mr. GIBBONS. Would you really call that a meaningful learning experience?

Mr. GRINDLE. No, I wouldn't.

Dr. YOUNG. May I interrupt, sir?

Mr. GIBBONS. Go ahead.

Dr. YOUNG. I was at the park and these students were developing exhibits and classifying them. They were really doing botany. Mixed up with some of the digging was excellent supervision. I was surprised. I would have had the same view you had, but I was down there looking around seeing what was going on, and found that it was for these students a very meaningful experience.

Mr. GRINDLE. Not all of our students were involved in this work at Acadia. We had other students involved with some of the types of activities he suggests plus doing receptionist work and manning some of the information booths, this type of thing, in the park as well.

Mr. QUIE. Of course there they are working in a national park and therefore it is still the Federal Government's money, the 25 percent share that they would pay.

Mr. GRINDLE. I would like to comment on that if I might, on the park. The Federal Government has paid us nothing for the employment of these students down there. There is no conflict of Federal money, matching Federal money. The then Attorney General Katzenbach ruled that this could be done.

However, the Interior Department has not paid us, for two summers, their share of employment down there.

Mr. QUITE. They are even worse than the U.S. Office of Education.

Mr. GRINDLE. Yes. The reason being that the Legal Counsel for the Interior Department has determined that since the appropriations bill to run the Interior Department, which is a public law, carries no specific reference to payment of money for these students, legally it cannot be done. We got stung.

The University of Alabama got stung the same way. They employed students under the auspices of the Bureau of Mines and they have not received their money either.

I know Congressman Hathaway is aware of this because we enlisted his aid to see if we could not resolve the situation. Two summers ago, we employed 21 students; this past summer, 17 students, at the park. Next summer it is doubtful that we will be able to employ any, unless some type of arrangement can be made for the park to fund its share.

Mr. HATHAWAY. On the economic opportunity grants you mention that you are relegated to a position of being a bookkeeper. You would like what, a 100-percent discretion at this time, limit the amount?

Mr. GRINDLE. I would like the opportunity to make this comment on that. This educational opportunity grant program as it is now in operation is a difficult one to administer fairly, keeping in mind that there is a great deal of difference between institutions. For instance, at the University of Maine, our total cost is \$1,650. Bowdoin's is \$3,450.

Mr. QUITE. Are you comparing the same costs?

Mr. GRINDLE. The same types of costs, total costs.

Mr. QUITE. Room, board, clothing.

Mr. GRINDLE. The whole bit.

Mr. MOULTON. Our difference being in tuition.

Mr. GRINDLE. Ours is \$400 and theirs is \$1,900.

Under present schedules, as I pointed out, if a student is eligible for a \$700 grant we must give him that. We must; Bowdoin must. If we give a student a \$700 grant and Bowdoin gives a \$700 grant, we are doing a great deal more, proportionately, for that student than Bowdoin is.

I am not talking about the final package now. I am talking about what the grant represents. So that we would like the opportunity to give that student something less than that, to possibly give that student only a \$400 educational opportunity grant; but the schedule says he is entitled to \$700, and you must give him \$700.

Mr. GIBBONS. We didn't intend it that way. I really didn't understand that, because that is not what we intended.

Mr. GRINDLE. That is what OE says.

Mr. MOULTON. I disagree with Bryce on this point, quite frankly. I think the guidelines for the U.S. Office of Education are entirely reasonable. The U.S. Office of Education is squarely behind the scholarship service method of computing financial need. In that method I think the financial aid officer has all the flexibility that he needs. He may accept or not accept the family income figure on the scholarship service statement. He may accept or he may grant or he may not grant the allowances that are usually taken into account on the system of computing need.

He may accept or not accept the contribution from income. He may increase it; he may decrease it. What he does in this process of

establishing a student's need will then be reflected in the educational opportunity grant the student is given, but he has complete freedom to decide how much is coming from the home.

It is common practice for me when computing financial need for incoming students to change approximately 35 percent of the financial needs analysis reports that are submitted by the College Scholarship Service when these forms are filed.

Mr. GRINDLE. There is no conflict here, because whether you use the parents' contribution that comes through on the parents' financial needs analysis report, from the College scholarship Service, or whether you adjust it and use your own, you still are going to be working with a figure in the end. You are still going to be working with a parental contribution.

I don't question that these are changed. We change them, too. I don't know if we change 25 percent of them but the point is that there is a definite schedule here, starting at 625 at the top and zero at the bottom.

Now, whatever your final parental contribution is—and this can be the CSS figure or your own; I don't care—you must look down on that schedule and find the parents' contribution; and that is the size of the award—it must be that.

Now I don't particularly like to do it this way. I would rather, within the spirit of the law, the 800 maximum, the 200 minimum, based on our experience and our knowledge, be able to determine the size of the award.

One other point comes to mind on this. Every out-of-State student necessarily has a higher financial need because out-of-State students pay more tuition.

For instance, an in-State student pays \$400 tuition. An out-of-State student pays \$1,000. The budget, therefore, for an in-State student is \$1,650. Theoretically for an out-of-State student it is \$600 more, \$2,250. This makes practically every out-of-State student appear to have a higher degree of financial need.

We use our educational opportunity grant money on those students with the highest financial need. We take all of our folders and we pull all those out who need the help the most and these we want to give this grant money to.

Mixed in that group are many, many out-of-State students. So that theoretically what this program does here is to assist out-of-State students and the money is gone and we have nothing left to help the Maine students.

Let us bear in mind at the same time that we have an 80-20 relationship in enrollment—80 percent of our students are from Maine, 20 percent are from out of State. But because of the higher cost to an out-of-State student, and therefore, a higher financial need, all the EOG money will go to out-of-State students—to 20 percent of the student body.

Mr. GIBBONS. I wish the staff would make a note to check whether that is unique here or whether that is a constrained interpretation.

Mr. GRINDLE. We don't have the flexibility to determine who gets the award and the size of the award within the maximum and minimum levels. We don't have the same problem that Bowdoin College

has. If they give an EOG award they are still a long way from meeting the student's need.

If we give an \$800 EOG, we are halfway there.

I did want to make this point clear.

Mr. MOULTON. May I ask you a question, please?

Mr. GRINDLE. Yes.

Mr. MOULTON. Do you have any EOG money to finance all the people in your freshman class that qualify for it?

Mr. GRINDLE. We had more than enough EOG money to assist all of our freshman students who had a relatively high degree of financial need, yes.

Mr. MOULTON. The reason I ask the question is this: If you accept a student from out of State versus a student from within the State, if both families make the same amount of money, if the financial situations are comparable, the student from out of State does have a higher need, consequently, the money is going to the needier student, whether he is in the State or out of State.

Mr. GRINDLE. Yes. I can't argue that fact, of course.

Mr. MOULTON. I would assume, too, there would be some reciprocity between States.

Mr. GRINDLE. Yes. But we want to be sure that we are helping the most needy students and not giving this money to a small segment of our small minority, if you want to call it that, of our student body.

We use our educational opportunity grants money to our most needy students. When that is gone, then our institutional money goes into play. By law, of course, we must maintain our own spending, our own institutional spending. We have done this. In fact, we have exceeded it. It has gone up.

Mr. QUIE. What about the requirement that the student would not otherwise have been able to attend college or the university?

Mr. GRINDLE. This is a difficult thing to say because if the student didn't get an educational opportunity grant we probably somehow would have arranged a University of Maine scholarship for him.

So it is difficult to say. You have to look at it maybe another way. By using this money on the top of our need schedule it allows us to assist more students who have maybe a moderate financial need.

If you are coming to college and your need is \$600, that is just as real to you as the need to a student who has a \$1,200 deficit.

Do you see what I mean? A student has a \$1,200 need, he has a real need to him. A student who has a \$600 need, his need is real, too.

Mr. QUIE. But the \$600 student would be more willing to work through a loan method than the \$1,200 student.

Mr. GRINDLE. I don't know. I don't think anybody is any more willing to accept a loan than a scholarship.

Mr. QUIE. Not that, but I think it is easier to accept a \$600 loan than a \$1,200 loan.

Mr. GRINDLE. Exactly.

Mr. MOULTON. One of the things that the educational opportunity grant has done is to convince some students who would not think of college, that college is possible; that the publicity of the EOG through the school systems has resulted in an increase in the number of people who wouldn't consider college.

Mr. GIBBONS. One thing we tried to do in the EOG operation was to reach out and identify and really tie it in with upward bound. There is also a program that is similar to upward bound that is authorized under the same section of this law. What kind of programs of outreach is the university carrying on?

Dr. YOUNG. May I answer that?

Mr. GIBBONS. Yes.

Dr. YOUNG. I found this item in the law as soon as it was published. We joined with the other institutions in the State in developing a program which we called the talent scout program we have about \$75,000. We have a staff of five people. An advisory committee representing Mr. Moulton's superiors, I guess you would say, is very active in this.

We have a staff going out from here telling the schools, change your guides and program because there are opportunities now for the able students if you combine all these things. This is going on.

Everywhere I speak in the State, the service clubs, alumni, I say it is the task of every businessman, every person in the community, to help with the program, to explain it to young people, and to advise them. One of the great problems we have in our admissions office is that of bright students who took the wrong programs in high school, simply because 4 or 5 years ago this opportunity did not exist and they were advised to take the short course, the wrong track.

Now we are trying to overcome this by getting to the eighth and ninth graders and to their families. We are very proud of this program.

Mr. GRINDLE. May I make some additional comments?

In addition to working very closely with what is called the Maine Talent Utilization Agency that Dr. Young mentioned, the office of student aid at the university has endeavored to launch a recruitment activity. We have contacted all three upward bound programs in Maine. We have one here at the university. Bowdoin College has one and so does Gorham State College.

I have invited all of the directors of these programs to refer, without a moment's hesitancy, to me any of the students in this program who express a desire to attend the university, and to give that student a real hard look, studentwise.

Of course, when the student gets admitted I do intend for this student to have an educational opportunity grant without any question.

In addition to this, every high school principal and guidance instructor in Maine has been sent information, broken down in simplified terms, regarding the educational opportunity grant program. They all have been invited to remain in close contact with me, to refer to me any student who appears to be talented, who appears to need this money.

So that we have launched this recruitment activity. Another thing which I haven't done, but which I contemplate doing, is to get in touch with the Family Services Division of the Maine Department of Health and Welfare and to encourage each and every social worker in the State to refer to me any student that they come in contact with in their day-to-day dealings with families who appears to be a candidate for this type of assistance.

We are not limiting our contacts to 12th grade or seniors, either. We want to know of ninth grade students or sophomores and juniors in high school, to advise them as early as we can to be sure to take the proper programs to get into college.

We can't make a formal commitment. I can't tell a high school freshman that 4 years from now he will receive this and this and this, because our money is not structured that way.

Mr. QUIE. The University of Minnesota, by the way, does do that now. They have a program where they will make the commitment.

Mr. GRINDLE. This is a very desirable thing to do. But when Congress makes commitments, or the U.S. Office of Education makes commitments, from year to year it is difficult to make commitments for 4 years hence.

We particularly find this true with the National Defense program. Mr. Cutts, who administers this program, was telling me yesterday that the curve has been continually going up in the amount of money we have received and the number of students who have gotten these loans since the program was instituted in 1959.

However, this year the curve drops sharply. We received over \$100,000 less in National Defense money to use this year than we got last year. Last year, we received \$416,000. This year, we are receiving \$280,000.

Mr. QUIE. What is the reason for the cuts since the Congress appropriated the money?

Mr. GRINDLE. We asked the same question. We were given this answer: that according to a schedule, this is what the University of Maine is entitled to.

Now we asked, of course, why did we get \$416,000 last year or why have we been getting over the schedule, and now suddenly a schedule is applied?

Well, we got this answer that apparently in the last decade there has been a tremendous growth in colleges and universities in the Midwest and Far West and there has not been a comparable growth in New England and that New England institutions have been in the past receiving money above what the schedule called for.

Now since this money is needed more badly in the Midwest and Far West because of their growth, they must now take away from us the money that they were allocating above the schedule.

Mr. QUIE. That is why my friends from Minnesota have never come to me with this problem.

Mr. GRINDLE. Yes. It seemed to us a reasonable explanation and one which we were satisfied with, and while we are not happy about the loss of money to use, we certainly don't want to penalize somebody who is entitled to this money and we will be very happy with our scheduled share.

But this did, you see, cause us a serious problem. Now a good deal of the void has been filled with the guarantee loans. About 2 weeks ago, we ran a quick tape on what we know about University of Maine students who have borrowed. At that time, the University of Maine students had borrowed in excess of \$230,000. So that the amount of money that we did not have to lend was more than made up by students being able to go to the bank and borrow money.

Mr. GIBBONS. Let me interrupt you here. One problem which has been worrying the whole committee for a number of years is the general philosophy of forgiveness in the NDEA loan.

Let us talk a little about the whole philosophy of forgiveness in the national defense education student loan program. Can we get some philosophical views from you as well as some practical views of the administration of this particular phase of the program?

Mr. SENNETT. I would like to make one comment relative to the forgiveness feature.

It is my conviction that we should abolish the forgiveness feature not only from an administrative angle but also from a philosophical angle of getting something for nothing. In telling a student, "It is a loan which we will forgive you," we are saying in other words, "We are bringing you to become a teacher in a public or a private school."

I think it is absolutely wrong to set aside a particular group to receive these benefits while other groups do not receive comparable benefits.

Then there is another thing which I would like to see and that is a considerable shortening of the time of repayment of these loans, especially if they do not exceed, we might say, a thousand dollars or something like that.

It seems to me it is an extremely long time to carry on an account for as long as 12 years from the time the student leaves school to periodically collect five, six or what-have-you dollars from that student.

Mr. GIBBONS. I agree with you.

Mr. QUIE. I just want to comment that your statement on the forgiveness was surely after my heart.

I would like to hear what the other gentlemen think on it. What we tried to do for awhile was to give to the institution the latitude of receiving the total amount of money, of \$100,000 to use as an example. Since about 24 to 25 percent of the student loan money is actually forgiven to them, you can use all of the \$100,000 for loans or if you desire, and up to 25 percent of it can be used in a grant for the most needy students to work out a package for them so that they would receive their financial grant not as a result of going to a particular occupation, and later on when they can afford to pay it back but at a time when it will do the most to encourage them to enter college or pursue their college.

Mr. GIBBONS. You have forgiveness now, maybe it doesn't hit you all. I don't know whether you have medical training schools and nurse training schools and things like that, but we have forgivenesses now in so many of these loan programs that it has really become a hodgepodge. We would like you to talk about the philosophy of forgiveness, the practicality of forgiveness.

Dr. YOUNG. Our treasurer, Mr. Gordon, is here. He may have had some experience.

Mr. GORDON (treasurer, University of Maine). Philosophically, I agree with Mr. Sennett, but mechanically, of course, it is a mess—because, as you mentioned, there are so many areas of forgiveness. We can live with it. We are not suffering, but it seems very complicated.

Mr. GIBBONS. Do you feel it makes second-class citizens out of teachers? Does it really affect their income, say, "Well, you got your education partly for free or mostly for free and we are going to take it out of your pay anyway"?

Mr. GORDON. I don't know. I think originally it was to encourage teachers. I don't think it does that. I don't think most people have gone into the teaching profession.

Mr. GIBBONS. Does it have the effect of making people look down on teachers to say, "Well, the only reason you are a teacher is because you got your education free"?

Mr. GORDON. I don't believe so.

Dr. YOUNG. Mr. Crawford may have some comment.

Mr. CRAWFORD. I agree with Mr. Sennett that I do not like the idea of the forgiveness feature, particularly since it applied to teachers, but I would not like it anywhere for a category. If Congress wished to forgive a certain amount for all who went to college that would be a different story. That would be essentially the grants you are talking about. But to pick out casually, I don't like it but so far as teachers are concerned, I don't like it at all.

Mr. GIBBONS. That is interesting. The teacher lobby doesn't tell us the same thing.

Mr. MOULTON. I don't have strong opinions on this one way or the other. I am not involved in it. I was sitting here thinking, however, that if a student in a very expensive college such as Bowdoin manages to borrow \$3,000 and is paying it back on a 10-year basis and is forgiven \$1,500 of it, that represents only \$150 a year. I don't think that a teacher, or for that matter any other group of people, is going to feel extremely pinched for \$150 a year.

Mr. GRINDLE. I have rather mixed feelings about it because it strikes me personally. I was married when I went to college, myself, and self-supporting, and borrowed national defense money and went into teaching and did get a cancellation.

I might comment that I signed a contract to teach school the first year for \$3,900—married and two children. While paying back \$150 or \$200 or whatever it is, I would have done it had I had to. Certainly it was a welcome relief at the end of the year to receive this grace. I am very thankful for it. I don't know how many teachers start at \$3,900 any more. I know they start in Maine for about \$4,700 now. Outside of Maine, they start for a great deal more. Our placement director tells us that those who go into industry or government or whatnot start for anywhere from \$1,500 to \$2,000 more a year than those who go into education. So that theoretically, keeping in mind the era out of which this program was born—the post-Sputnik era—and the great charge ahead for excellence in teaching, I don't have any strong feelings that forgiveness is bad. That was nearly 10 years ago.

The need to attract people I think is still here but the need to cancel may not be here. I really don't know. I don't have strong feelings on it one way or the other. But I don't think that the country has suffered. I don't think the teaching profession has suffered because of

this cancellation. I don't personally feel they are being singled out. I don't feel that they are being labeled or anything of this nature. It is a very personal thing.

If you borrow in a 1-to-1 relationship from the college you pay it back the same way. I am sure that the business office of any college isn't making public the fact that you have money and that each year you must come and pay this off. To get the thing canceled you only have to have your superintendent sign a form so that he is the only one in the school system who knows this.

If you don't choose to tell anybody else—I am making mine as a matter of public record with the Congress of the United States—but if you don't choose to tell anybody, who knows? I just offer these comments, that is all.

Mr. QUIE. May I ask a couple of questions here. One has to do with the Congress appropriating the money, which ends up with the forgiveness, to better use some place else. And the second one is that in 1958 we needed quantity. We didn't have the teachers, qualified or not. Now we have the numbers, we need the quality. Will the forgiveness give us quality?

Mr. GRINDLE. I don't think so. I think if a person is a high-type individual and talented he will or will not go into teaching because he does or does not want to teach or he will or will not go into business. In other words, I don't think that the forgiveness feature attracts talented people into teaching, no.

Your first question, if I am right now, was the ability to use 25 percent of that money for grant purposes?

I would suggest that since we have a grant program now that if this is what Congress wishes to do, just give us 75 percent of whatever our loan allocation would be and put the other 25 percent on the EOG program. Why create another administrative problem, another set of reports and another application?

Mr. QUIE. Of course, this was recommended before on EOG.

Mr. GRINDLE. Yes.

Mr. GIBBONS. Wipe out forgiveness.

Mr. HATHAWAY. President Young, I was curious when we got to your statement on page 5 that no applications for title V have been granted to this university or New England. Do you know why?

Dr. YOUNG. I don't know why. I don't think there is anybody in the room who knows why.

Mr. SENNETT. Mr. Chairman, there is another problem as far as we are concerned. The teachers' colleges, State colleges in most cases now throughout the land, have for the most part a student body which is not of the economic level of the student body at Bowdoin, Bates, Colby, and so on, or even the State university.

The grants are made on more or less of a basis of cost to students at these institutions as far as the NDEA loans are concerned. It is my belief that the percentage of need for students at State colleges is considerably greater than it is at the major portion of our private colleges. To give you an illustration of that, I believe Bowdoin had a grant this year of roughly \$100,000 with 850 students.

Mr. GIBBONS. What program is this?

Mr. SENNETT. NDEA. Bowdoin had a grant of something over \$100,000. Washington State College has a grant of \$13,500, in the neighborhood of \$13,500. In other words, about \$35 per student.

Mr. GIBBONS. How many students did you say you had?

Mr. SENNETT. 327 students. We can say \$35 per student with Bowdoin's grant of considerably over \$100 per student. It is my contention that the percentage of need on the part of our students is considerably greater than it is at most of our private colleges. In other words, \$100 on the account of a student at Washington State College means a great deal more than on the account of the student at Bowdoin College.

Mr. HATHAWAY. Were you cut back like the other institutions?

Mr. SENNETT. Yes, we were cut back on what we requested and the formula we were supposed to go by.

Mr. HATHAWAY. Were any of you on that regional panel, in the regional office from the New England area? Anybody from the University of Maine on that regional panel?

Mr. GRINDLE. You mean to consider the applications for student aid programs for this current school year?

Mr. HATHAWAY. Yes.

Mr. GRINDLE. No. But the Director of Student Aid, Mr. Warrick, is on the panel to consider the applications for the next school year. But the year we got the big cut we weren't represented.

Mr. MOULTON. Could I ask a question, Dr. Sennett? How much would it cost a student reasonably to go to your school for 1 year?

Mr. SENNETT. Exclusive of personal expenses, almost an even \$1,000.

Mr. MOULTON. I would be interested now, it will cost a student \$2,915 to go to Bowdoin exclusive of personal expenses. What would be the percentage of need to fill by our \$100 versus your \$35 per student?

Mr. SENNETT. Of course, that is taking figures off the top of my head but I do believe that if we take the average parental income of Bowdoin College parents and compare it with the average income of parents of Washington State College students, I am going to say the parental income of Bowdoin College students would probably be four to five times the parental income of Washington State students.

Mr. MOULTON. I can tell you what the average income of our scholarship recipient is. These are people getting grants and loans. For the class of 1959 I can give you several different figures on this. The average family income of candidates requesting aid, was \$10,191. The average family income of aid recipients, that is those to whom we made offers of aid, some of these did not matriculate of course, was \$8,469. The average family income of aid recipients who matriculated was \$7,778. Our total cost of \$3,450, of course, represents 50 percent of such families.

I suggest the need may be a relative consideration.

Mr. SENNETT. I am not arguing the question of the need of assistance to Bowdoin or anything of that nature so far as that is concerned, but it does concern me, because the relative aid to our students and the relative aid to students at other types of institutions seem to vary considerably.

Mr. GIBBONS. What you are saying is that Congress is preferring students who pick out the high-priced institutions?

Mr. SENNETT. Right.

Mr. GIBBONS. That has worried me. I have some practical examples down in my State, too, in the college work-study program.

Mr. MOULTON. I don't know whether there is an answer to it. I don't think we should be in the business of telling students which college they should prefer. I think that is their business, not really ours.

Dr. YOUNG. I think there might be some advantage in giving a flat sum to needy students and let them go where they want to go with their money.

Mr. GIBBONS. I think that is where you differ right there. That is the problem we run into.

Mr. QUIE. In effect that is what is happening in the EOG.

Dr. YOUNG. Not the way NDEA is giving out. Otherwise, he would get at least a third as much as Bowdoin.

Mr. GIBBONS. Not the Work-Study Program, by the way.

Mr. QUIE. Both the Work-Study and EOG are grants to students. In the loan program until this last year really most of the institutions received the money they asked for.

Dr. YOUNG. Now they are at the point of using the formula. Its unfairness shows up the first time if you agree with Mr. Sennett. As long as they didn't use it, it did not make any difference.

Mr. QUIE. It was great until you had to go to the formula. It makes us wonder whether the formula ought to be retained. I think we got into the trouble because the administration started toying around with the guaranteed loan program, so that the loan program would not show up on the budget as a deficit.

Mr. GRINDLE. I doubt if the formula would have been used if it had not been for the guaranteed loan program.

Mr. QUIE. Yes. You mentioned the fact that the Congress should appropriate for 2 years or at least give commitments for 2 years so you could get some leadtime. I think we also are guilty of continually changing these programs so that you are confused enough on what is coming next.

Mr. GIBBONS. I wish the staff would make a note of the fact we ought to examine these formulas and have discussions among ourselves as to what we ought to do about it.

Mr. MOULTON. I would like to reemphasize what Bryce said concerning the national defense loans program notification date. To give the committee a little background on this—we normally make commitments to students about June 20. That is, as soon as grades have been passed in at the conclusion of the academic year.

We try to let students know in early summer how much aid they are going to have and in what proportion. Of course, if we don't learn how much National Defense money we are going to have until August or September, that makes things a little difficult for us.

One other comment. I have been impressed in my travel with what impact the four Federal programs, college work-study, national defense, guaranteed loan and EOG are having on both colleges and secondary schools, and, of course, students. As a consultant for the college scholarship service, I make service calls on other colleges. This year I have been particularly impressed with the number of colleges who are very much aware of financial aid and the need for a financial aid office in a coordinated program. Many colleges have run

a vest-pocket operation with maybe the business office or the dean's office just kind of taking care of whatever funds were available.

The impact of the Federal program has made a lot of colleges re-appraise financial needs and its role on the campus. A lot of colleges who had never considered this before are now in the market for a competent financial aid officer.

Also, in the secondary schools that I visit, when I talk to counselors, counselors who had never even asked a question about financial aid, who didn't know anything at all about it and who were in a position to do nothing more for students except hand them a parents' confidential statement and say "go talk to a college financial aid officer," are now asking very serious questions about these programs.

They feel a real need to know something about them. I think this attitude is filtering down to the student. The full impact of it may not be available, may not be recognizable for another 3 or 4 years but it is a very, very helpful thing. There is no question about that.

Mr. HATHAWAY. Just one more question for the record. Do any of you have any comment with respect to Federal control on education as a result of the Higher Education Act?

Dr. YOUNG. I would like to say that this is not a great worry. As long as we have the channels of committees such as this or Congressmen we can go to and ask, "Why are those people in HEW holding us to this and is that the intent?" We may not win that time, but the next time you will fix it up. The law will be changed. As long as we have the avenues, we have our associations and we protest, you will hear from us.

Mr. HATHAWAY. You are happy with that, that we are not exercising undue control?

Dr. YOUNG. I don't regard that we are under Federal control, particularly. We are going to fight it very hard. If it comes not from the Congress but from the people down the line who interpret we will come back to the Congress.

Mr. MOULTON. I agree with Dr. Young. I think the Federal Government is giving us a great deal of money and giving us a great deal of latitude on how to use it within the scope of the law.

Mr. QUIE. Could I just add to this? If you shift to the kind of broad aid rather than the categorical, then you will be protected from the danger of control.

Dr. YOUNG. Yes. I would hope that the Congress would set up a very carefully thought out accountability program so that we would not get ourselves in a situation, especially those who had not been working with such programs, of doing things and then be called on the carpet afterward and saying, "Look, you misspent the money," but the broad outlines and some instructions in accounting and so on so that we can truly live within the spirit of the law.

Mr. HATHAWAY. You think your communication with the Office of Education is good?

Dr. YOUNG. Yes.

Mr. HATHAWAY. You get the information you need about Federal programs?

Dr. YOUNG. Yes. There has been a great change in personnel there, of course. As you know, they have expanded it and they have re-organized a number of times recently.

Mr. HATHAWAY. It is difficult to get personnel.

Dr. YOUNG. Yes. This is one of the dangers of having too much of the new programs' direction in Washington. The people who are available on very short notice to take a job in Washington may not be the ablest people to make very major decisions on some of these projects.

Mr. QUIE. Has the regional office setup helped at all?

Dr. YOUNG. I think so. At least, there is promise of doing that. By and large, we are very happy about things. We can always ask for more and better.

Mr. HATHAWAY. Are the reports they require too burdensome or do you think they are necessary?

Dr. YOUNG. We are in the process now, they are trying to get some uniform agreements worked out and uniform reporting. The first round is very, very difficult because everything is changed but they promised us that all the questions will follow the same pattern. If we set up our IBM machines accordingly, eventually this will pay off. This is what we are working with now.

Mr. QUIE. I will say that I have felt a great sense of respect in the Congress for the administrations of our institutions of higher learning. There is very little, if any, suggestion that you can't be trusted with your own work as you hear constantly in State departments of education.

For the higher education community there is a tremendous respect in the Congress. I am glad it has been maintained through these years where the Federal Government has become a sort of major partner in financing higher education.

Dr. YOUNG. We worry about this at our end.

Mr. QUIE. I hope you will always worry.

Mr. GIBBONS. I am sorry we didn't get to cover all the things we had in mind. For instance, I would have liked to discuss the National Science Foundation and all of the other Defense contracts and everything else that you are required and called on to do and try to do.

As you know, we have tackled a very broad subject. I don't know if we spent a week with you whether we would be able to cover everything. But we thank you for the care that you have exercised in preparing your statements and coming here and discussing the subjects with us. As a person from another part of the United States, I have been with the fine caliber of indigenous people here in Maine and I think it is amply reflected by your representation in Washington. We welcome our new colleague, Congressman Kyros, with us here today.

Without any further ado, the meeting will be adjourned.

(Whereupon, at 12:05 p.m. the subcommittee recessed, to reconvene at 1:30 p.m. the same day.)

AFTER RECESS

(The subcommittee reconvened at 1:30 p.m., Hon. Sam M. Gibbons presiding.)

Mr. GIBBONS. The meeting will come to order.

As all of you know, this is a meeting of a section of the Special Subcommittee of the House Education and Labor Committee. We

are here today pursuant to a directive from the House to investigate and study the operation of the Office of Education and of the new educational programs that have been started by Congress, to make some appraisal of the effectiveness of these programs, and to report back to the Congress.

We have on the committee today, on my right, of course your own Congressman, Mr. Bill Hathaway, of whom we think quite highly. Certainly for a man who is just beginning his second term in Congress he has made a distinguished start, and has vigorously and ably represented this area of the country.

On my left, Congressman Al Quie of Minnesota, a man with more seniority than Mr. Hathaway and myself, a man who because he is in the minority party does not have the opportunity of sitting in this chair and is not burdened with this responsibility, but a very distinguished Member of Congress and a very fine contributor to all of our education programs. He brings a great deal of insight, intelligence, and vigor to the whole consideration of these problems.

We want you to speak your minds on all these things and not to hold back. If you feel you have to go off the record to discuss any of these things we are pretty liberal about that. We want you to feel that this is an exchange of information. If you have any formal statements we will be glad to allow you to either read those into the record or place them in the record as if you had presented them, or to summarize them or to make any comment that you might have.

We have as our first witness this afternoon the deputy commissioner of education for the State of Maine, Mr. Nickerson.

Mr. Nickerson, suppose you just lead off. We will interrupt you from time to time.

(The formal statement by Mr. Nickerson follows:)

STATEMENT ON OPERATION OF FEDERAL EDUCATIONAL ASSISTANCE PROGRAMS, BY
KERMIT S. NICKERSON, DEPUTY COMMISSIONER OF EDUCATION

Mr. Chairman and members of the committee, my name is Kermit S. Nickerson. I am Deputy Commissioner of Education for the State of Maine.

I appreciate this opportunity to appear before this committee and thank the committee for its great courtesy in coming to Maine for this hearing.

At the outset I want to say that we are very appreciative of the new and increased Federal aids for various educational programs. A very harmonious relationship exists between this Department and the Federal officials. In matters of development and implementation of programs, demands on the state for records and statistical data, auditing and personal consultation regarding matters subject to review, the utmost in cooperation has existed, while at the same time we have attempted to meet the requirements of the Federal Government diligently, thoroughly and without prejudice.

Time does not allow me to comment in detail on the several programs but I do wish to mention a few of the most important.

The largest aid program until recently was P.L. 874 which provides assistance in the education of Federally-connected pupils. While the state does not handle any of the monies involved, as payments are made directly to each administrative unit, the State Department does have a close connection with all phases of the program such as applications, financial records, reports and all communications are cleared through the state office. This is a major undertaking involving nearly \$3,000,000 and takes a considerable amount of time by members of our staff. There are no Federal funds for administrative purposes. We believe that the Federal Government should provide financial assistance for stafftime required. The same suggestions are proposed for P.L. 815—Construction of Facilities for Federally-connected Pupils. There has been periodic

concern over the time lag involved in renewal or extension of these laws. I would hasten to add that the Federal administration of these laws as they have involved the state have been conducted in a very efficient and cooperative manner. The Federal officials have been most helpful in securing the financial assistance to which local units are entitled. This program has been a good example of Federal aid without restrictive controls.

VOCATIONAL REHABILITATION

This is a well-established and long-continued program which has operated efficiently and provided both humanitarian and economic assistance to many underprivileged and handicapped persons. The recent increase in matching ratio from 2 to 1 to 3 to 1 and increased Federal assistance has enabled the state to expand the program.

SCHOOL LUNCH AND SPECIAL MILK

This is a sizable program with approximately 85,000 pupils per day participating in the school lunch and 65,000 more in the school milk program in 900 different schools. Federal funds exceeding \$1,000,000 were received for both programs in fiscal 1966.

We are now reimbursing local units at the rate of 4½ cents per meal which is not sufficient to provide a satisfactory meal. It is evident from the calls we have been receiving from school administrators that there is much concern regarding the financial status of many programs. As of June 30, 1966, 32% of the programs in the state were operating in the red. Over 60% of all programs had less than \$500 on hand. The situation has been effected by increases in prices of food and more particularly by a drastic cut in the amount and kinds of donated foods. The value of these foods averaged 32.34% less than for the 1964-65 school year. These programs cannot and should not be allowed to drift deeper into deficit operations. More revenue is necessary but prices to children cannot increase unless the program is to be available only to the economically-advantaged children.

The only solution in sight, unless the Federal appropriation is increased, is for the school districts to provide additional financial support which in turn will tend to react unfavorably or decrease appropriations for instructional purposes.

The state has been hard pressed to provide funds for administration and supervision of these two programs. It is strongly recommended that an allowance of Federal funds be made for administrative purposes as is done in some other programs.

THE NATIONAL DEFENSE EDUCATION ACT

This act has been of inestimable value to the Department of Education and the schools of Maine. It has enabled the state to perform some of the supervisory and leadership functions which have been recognized for many years but could not be accomplished without additional support.

With respect to Titles administered in full or in part by the State Department:

Title II—Student loans

Maine is ranked as 50th among the states in those going to post-secondary educational institutions. This title has enabled many students to enter and remain in the five state colleges which are dedicated to the preparation of teachers. With a serious shortage of teachers this has had a small but beneficial effect.

Title III—Strengthening instruction in science, math, modern foreign language, English, history, civics, reading

Federal funds have made it possible to employ long-needed state supervisors in science, mathematics, modern foreign language, English, social studies and reading. The science equipment in the local schools has been significantly improved by use of Federal-matching funds. Unfortunately in the early years many of the local units were too poor to be able to provide sufficient local funds to utilize all Federal monies available. This situation is now reversed and with the addition of new subject areas Federal funds are insufficient to meet the applications.

Title V—Guidance and counseling

This title has enabled the Maine Department of Education to employ an additional state supervisor of guidance and has assisted a number of districts to employ guidance personnel. Unfortunately Federal funds have not been available to meet the requests for matching money.

Title VII—Educational media

The Maine Department obtained a substantial grant for The Identification and Evaluation of an Economical and Practical Method of Providing Intellectual Stimulation to Gifted Pupils in Small Secondary Schools Through a Televised Instructional Program. This study stimulated interest in educational television.

Title VIII—Area vocational educational programs

Maine secondary and post-secondary institutes have had few courses eligible for assistance under this title. Southern Maine Vocational-Technical Institute has had some assistance for courses in electronics. As more interest is generated for vocational education greater participation is expected.

Title X—Improvement of statistical services

Federal funds on a matching basis up to \$50,000 have been available and fully matched and utilized. Under this title the Maine Department of Education has been able to purchase automatic data processing equipment and employ a staff for statistical service. The information available at any given time has been greatly expended and much laborious hand work has been eliminated. While the \$50,000 minimum allotment to each state was adequate in the early stages of statistical development Maine has now reached the stage where it is inadequate and the minimum should be increased.

MANPOWER DEVELOPMENT AND TRAINING ACT

This has been a valuable program for Maine adults and out-of-school youth in need of retraining or further education. A recent report indicated that 193 projects had been in operation involving 8,734 unemployed persons, that 2,779 persons had completed the prescribed training period with a 76% placement record. The cooperation with the Employment Security Commission has been excellent. The most disturbing feature in the operation of this program is the considerable time required for approval by the participating agencies. For example, it is necessary to make plans for site and facilities before a project is presented and several months may elapse before approval is granted. This long delay, oftentimes, makes changes in the original plan necessary.

ECONOMIC OPPORTUNITY ACT

Title I, Part B—Neighborhood youth corps

The Department of Education has been closely involved with the administration of this title. It has served as the sponsoring agency for the state operating 73 projects and assisting 800 deserving students. These projects have enabled students to remain in school and also performed much useful work.

Title II, Part B—Adult basic education programs

This program is one which is giving real concern because this title has been replaced and the administration of adult education has been transferred to the U.S. Office of Education and Departments of Education. The transfer to the United States Office of Education is considered desirable but concern is expressed for state matching funds and no allowance being made for state administration. Unless some solution is forthcoming Maine IIB programs will come to an end.

DONATED COMMODITIES

The annual value of Federal donations is about \$3,000,000. Without this aid it is estimated that the cost of maintaining school lunch programs would rise about 23%; the cost to state institutions would increase by approximately \$130,000 per year and municipalities would either forgo assistance to the needy or increase appropriations proportionately.

An original acquisition value of nearly \$2,000,000 in surplus property is distributed annually to eligible educational applicants, civil defense units and public libraries.

ELEMENTARY AND SECONDARY EDUCATION ACT

Title I—Education of children of low income families

For the fiscal year 1965-66—465 projects were approved for a total of \$3,738,324.50.

The projects by major areas were as follows:

Reading and basic elementary school subjects.....	222
Mathematics, science and social studies.....	20
Preschool and kindergarten.....	6
Education of the handicapped.....	11
Art, music, health, and physical education.....	17
Business education and other terminal courses.....	30
Books, supplies, and equipment.....	159
Total	465

From the personnel standpoint, 450 teacher aides and 150 teacher assistants were employed.

In the construction and facilities area, 11 projects including 17 portable or mobile classrooms were approved for an expenditure of \$193,334.00. Within these projects 37,877 public school pupils and 1,342 non-public pupils were served.

In summary, Title I ESEA has been effectively administered at the state level without undue interference from the United States Office of Education. Federal guidelines have been adequate and have allowed a sufficient flexibility for state administration. Representatives of the U.S. Office of Education have shown competence in their assignments, and have served with sincerity and cooperation. The greatest problem encountered in the area of administration has been concerned with the changing interpretation of the guidelines. This, it is recognized, may be an unavoidable characteristic of the first year operation of any major program.

Title II—School library

The State of Maine has made good and full use of the Title II funds of \$525,829. The state has served as the agency for distribution of books and instructional materials to the eligible non-public schools.

Title III—Supplementary educational centers and service

Maine was allotted \$659,025 under this title for fiscal 1966. The Main school officials worked industriously on these projects and had the distinction of preparing and submitting more projects than most states. The scope of the projects indicated ingenuity and stressed creative thinking and innovation. For example Operation of a Residential Home for Possible Dropouts, Space Age Curriculum, Music in Maine, Operation Lighthouse, Treasure Hunt, A Multi-Purpose Educational Center, Language Laboratory, Social Service Program, Roving Reader and Mobile Reading Laboratory, A Marine Program, A Computer Center, Demonstration Teaching Center For Slow Learners, Model Library and Materials Center, County School Enrichment Project and Electricity-Electronics Curriculum For a Rural Area. Projects approved included the Mobile Remedial Reading Laboratory at Kennebunk for \$31,741; Music in Maine at an estimated cost of \$183,436; a Regional Marine Program at Kittery for \$12,550; A Demonstration Teaching Center for Slow Learners and Disadvantaged Youth at S.A.D. #5 in Rockland for \$18,930. Other projects not approved were judged to have sufficient merit to warrant resubmission.

Title V—State departments of education

Maine has been allotted \$143,000 for the purpose of strengthening the leadership resources of the Department. In the administration of this title the state has been given considerable latitude in identifying its needs and designing programs to meet those needs. Projects have included In-Service Training for Professional Staff, Employment of a Coordinator of Federal Assistance Programs, A Language Arts Supervisor, Adult Education Supervisor, Coordinator of Teacher Education Programs, Evaluator of Teacher Credentials and in the fine arts field, a supervisor of music and another for art. These programs should go a long way to strengthen the services rendered by the Department and sought by local units.

VOCATIONAL EDUCATION ACTS P.L. 88-210

The allotment to Maine under this act for fiscal 1965 was \$659,252 and approximately \$1,000,000 for fiscal 1966. The state has always made good use of Smith-Hughes and George-Barden vocational funds and has welcomed the Vocational Act of 1963 with increased funds and a higher degree of flexibility. These funds have been used to encourage and expand the meager vocational offering now existing in secondary schools and post-secondary vocational-technical institutes.

HIGHER EDUCATION FACILITIES ACT OF 1963 P.L. 88-204

The State Board of Education, under Maine statutes, has served as the Higher Education Facilities Commission for allocation of Federal funds for higher education.

The allotment to Maine for fiscal 1967 is \$3,223,000. As Maine has no public community or technical colleges the amendment which made it possible to transfer funds for community colleges to other institutions was welcomed and has been instrumental in broadening higher educational opportunities in Maine.

The majority of grants have been made to private institutions because matching funds for state institutions have not been available. The state should consider establishing a flexible fund for state-operated institutions which could be used for matching Federal grants.

CONCLUSIONS AND SUGGESTIONS

1. In the administration of these programs a very harmonious relationship has existed between the Maine Department of Education and the Federal Government. In matters of development and implementation of programs, demands on the state for records, auditing and personal consultation regarding matters subject to review, the utmost cooperation has existed while at the same time the requirements of the Federal Government were being met diligently, thoroughly and without prejudice to its interest. The suggestions which follow are intended to be made in a constructive manner and for the best interests of all concerned.

2. The Maine Department of Education is in concurrence with the established policy of the Council of Chief State School Officers that general Federal educational aid should be dispensed in accordance with state laws. Such aid would be preferable to a proliferation of special aids, unless a need cannot be met by a general aid.

3. The Department strongly favors Federal legislation which would include funds for the administration of particular programs which require a large amount of state work. Examples of laws where such aid is desired are school lunch and milk programs, aid to war-impacted areas, P. L.'s 874 and 815. Funds should be provided for adequate supervisory services when new subject areas are added, such as NDEA Title III, i.e. the first three subject areas mathematics, science and modern foreign language were funded; the next three, reading, geography and English were also funded but the later subject additions such as industrial arts and arts and humanities have had to be absorbed by state administration. There is also the problem of meeting increased workloads not identifiable with any specific program.

4. We believe that more flexibility should be allowed in the use of funds provided by various titles of a particular act. For example, the State of Maine in past years has been obliged to lapse sizable amounts under Title III of NDEA but has had inadequate funds to meet the need for guidance services under Title V of the same act.

5. It would be very beneficial if major Federal programs could be enacted on an on-going basis and not subject to termination at the end of a one-two-or three year period. Such time limitations do not lend themselves to stability and good budgeting procedures. Delayed extensions of P.L. 874 and NDEA is a good illustration of the need for long-range planning and budgeting. Continuous resolutions are of dubious value when programs are just getting underway and have had no previous level of expenditure as a basis for determining allotments.

Failure to make appropriations on time has proven to be costly in terms of employment of competent personnel, in organization, effectiveness, evaluating and reporting and has caused higher financial outlays.

We are very much concerned with delays in Congressional approval of funds for on-going programs. The delays have resulted in loss of personnel, inadequate planning, and in some cases of loss of a complete program. For example as of December 1, 1966, Title I of P. L. 89-10 is operating without full guidelines for 1966-1967. Eighty per cent of the projects have already been approved for operation under 1965-1966 guidelines. Any changes may necessitate major revisions after a half-year of operations.

6. We would like to see an appropriation of the full authorization or possibly to provide for reallocation among the states when any state does not use its full entitlement. We would like to see the full authorization under NDEA Title III appropriated for acquisition of equipment.

7. Increase the \$50,000 ceiling on Federal matching funds in NDEA Title X to allow for increased costs and expanded operations.

8. With respect to P. L. 815 we have experienced great difficulty in utilizing Federal construction aid to which a unit is eligible because of the wage scale requirement. In some cases the benefit of the Federal assistance has been offset in whole or in large part by a wage scale which was much higher than the prevailing rate for similar work in the state or community. To be specific, the small town of Cutler where a Federal radio station was located had to expand their small school system to accommodate additional Federally-connected pupils and was obliged to follow the Boston, Mass. wage scale. As a result, the project was bid three times and reduced considerably from the first plans which were conservative and minimal in nature.

9. We applaud the intent of P. L. 89-10 Title V to assist in strengthening State Departments of Education. We accept the responsibilities that rightfully belong to a state department and will endeavor to see that Federal funds are expended as judiciously as state or local funds and that they are channeled to local units in accordance with the Federal statutes. We do believe that all such educational programs which supplement state and local programs should be channeled through the State Departments of Education and that they should not be by-passed by dealing directly with local units.

10. We find that we are dealing with many agencies and would prefer to see educational assistance programs administered through the U.S. Office of Education. The transfer of adult education, and handicapped children is a step in what we believe is the right direction.

11. With regard to the Vocational Education Act of 1963, we believe that the most beneficial change would be the elimination of matching categories to permit across the board matching. In Maine, we are over matching considerably in the total amount but do not match Federal funds available in some specific categories. If a higher degree of flexibility were allowed Maine could make better use of these funds. Our vocational administrators also desire some relaxation in the detail required for the annual description of projected activities. We do have an approved state plan to which all programs must conform and must submit complete and detailed reports. These should be sufficient because oftentimes it is difficult to project activities in detail, especially when appropriations may not be determined prior to the development of such a projection. This is mainly an administrative matter.

12. We endorse the principle of consolidation and coordination of aids but ask that care be taken that one program is not increased at the expense of another unless the aims are similar. For example, the proposal to reduce allotments under P. L. 874 because of funds available under Title I of P. L. 89-10 would not be comparable in this state because the purposes and pupils served are not comparable.

STATEMENT OF KERMIT S. NICKERSON, DEPUTY COMMISSIONER OF EDUCATION, AUGUSTA, MAINE

Mr. NICKERSON. Thank you, Mr. Gibbons and members of the committee. I am Kermit S. Nickerson, deputy commissioner of education representing Commissioner William T. Logan, Jr., who could

not be present today because of attendance at a prelegislative conference which is a high-level, important conference in our State.

I appreciate very much this opportunity to appear before this committee and its great courtesy in coming to Maine which I think is rather unusual for this type of hearing.

At the outset I want to say that we are very appreciative of the new and increased Federal aids for various educational programs. A very harmonious relationship exists between this department and the officials of the Office of Education and other departments. In fact, I think sometimes the visiting auditors or visiting officials from the departments spending some time in our office are looked upon as members of our staff.

In matters of development and implementation of programs, demands on the State for records, for presentation of statistical data, in the auditing, in personal consultations regarding matters which are subject to review, the utmost in cooperation has existed.

We have at the same time attempted to meet the requirements of the Federal statutes, diligently, thoroughly and without prejudice.

Time does not allow me to comment in detail on all of the programs but I will mention a few of those which are perhaps the largest and perhaps are of the greatest importance. We have about 40 different accounts in our office dealing with Federal aid. So it is a sizable operation.

Most or many of the problems as we see them are related to the statutes rather than to the administration and operation of the statutes.

The largest Federal aid program until very recently was Public Law 874 providing assistance to the federally connected pupils. Maine has, with its sizable airbases, about 79 communities receiving this type of aid. Now while the State does not handle any of the moneys involved, as payments are made directly to each administrative unit, the State department has had a very close connection with all phases of the program such as applications, financial records, reports, and all communications are cleared through our office.

Even yesterday afternoon I had a call from the Boston regional office making arrangements for one of their representatives to come and visit three or four school systems in our State next week. This is the closeness of the operation. This is a major operation involving nearly \$3 million annually and does take quite a considerable amount of time by members of our staff.

I would point out that there are no Federal funds for administrative purposes in connection with this law. We believe that the Federal Government, as in some other programs, should provide some financial assistance for the staff time required.

The same suggestions are proposed for Public Law 815, the construction of facilities for federally connected pupils. There has been periodic concern with both of these laws over the time lag involved in renewal or extension. This has happened a number of times and has involved a considerable amount of uneasiness.

I would hasten to add that the Federal administration of these two laws as I have seen them in my 13 years in the office as they have involved the State, have been conducted in a very efficient and highly

cooperative manner. The Federal officials have been most helpful in securing the financial assistance to which local units are entitled.

They have frequently gone out of their way to assist local units. This program has been a good example of Federal assistance without restrictive or limiting Federal controls.

The vocational rehabilitation program is another of the older, well established, longstanding programs which has operated efficiently and has provided both humanitarian and economic assistance to many underprivileged and handicapped persons.

The recent increase that Congress has made in matching ratio from 2 to 1 to 3 to 1, three Federal and one State, has increased the Federal assistance and has enabled the State to expand the program.

We have had some problems in connection with matching moneys for the rehabilitation but most of this has been due to the State's inability or lack of matching appropriation. I think sometimes it has been due to the fact that not enough was asked to match all the Federal moneys. If this was a lesson to be learned, I think we have learned it, and I am sure the next legislature will not have any fault to find in that respect.

MR. QUIE. Mr. Nickerson, because of some other reasons, and my interest in how vocational rehabilitation operates, would you mind explaining in more detail how the vocational rehabilitation works in Maine, both on the local level, who has the responsibility there, and who does on the State level?

MR. NICKERSON. In Maine, which is not true in some States, I know, it is a function of the State Department of Education under the State Board of Education. The division of vocational rehabilitation is a part of our staff organization and operation. We have a person directly responsible, and have regional offices located in strategic centers in the State. We have eight of these regional offices, so that the counselors will be available to local people who want to come in to talk to them, without having to travel to a central point in Augusta.

We do have a central control. Of course, the funds are limited to the Federal and the State appropriations so that the central office makes an allotment to each of the regional counselor offices and then there is a basic approval at the central office of all of these programs.

But the local school systems are encouraged to make applications or to provide consultation services for local people, students in school or out of school, who might need these services.

So we have quite a close connection between our State office and the regional offices. Does that answer your question?

MR. QUIE. Do local school districts actually operate a vocational rehabilitation program?

MR. NICKERSON. No. There may be some service in a local school that is funded through the State and through Federal funds but not directly operating locally on that.

Now we have some programs in institutions in the State, not school systems as such but institutions in the State, which are assisted in this way, specialized services.

MR. QUIE. Thank you.

MR. NICKERSON. Turning to the school lunch and special milk program, which is a sizable program involving approximately one-half of the students in the State, we have about \$1 million of Federal money

available each year for this purpose. We have a problem in connection with this in that we are now reimbursing the local units at the rate of 41½ cents per meal which is, of course, insufficient to provide an adequate and satisfactory meal.

As evident from the calls that we have been receiving and reports from school administrators, there is concern about the financial status of many programs. As of the end of the last school year, June 30, 32 percent of the programs were operating in the red. Over 60 percent of all the programs had less than \$500 on hand. The situation has been affected adversely by increases in prices of food and more particularly by a drastic cut in the amount and kinds of donated foods. The value of these foods averaged 32.34 percent less this past year than the preceding year.

These programs cannot be allowed to drift deeper into deficit operation. More revenue is necessary but prices to children cannot be increased to offset these deficits unless the program is to be available only to the economically advantaged children and this, of course, would be contrary to what we have been trying to do with other programs.

The only solution in sight, unless there should be an increase in the Federal appropriation, is for school districts to provide additional support which, in turn, however, will tend to react unfavorably on appropriations for instructional purposes.

We would like to see the Federal appropriation equal to meeting the 9 cents per meal at which the program started out years ago, or somewhere nearer that 9-cent level.

The State has been hard pressed for funds for administration and supervision of these two programs. It is strongly recommended that an allowance of Federal funds be made for administrative purposes as is done in some of the other programs. This is similar to the recommendation on Public Laws 874 and 815.

The next major act is the National Defense Education Act. It would be an understatement to say that this has been of great value to the department of education and the schools of Maine.

I would point out that it has enabled the State to perform some of the supervisory and leadership functions which have been recognized as needed for many years and recommended to various legislatures but could not be accomplished because of lack of funds.

With respect to titles administered in full or in part by the State department, title II, student loans, I think perhaps you have heard testimony this morning about this area. Maine is ranked as 50th among the States in those going to post-secondary-educational institutions and has a real problem in this respect.

This title has enabled many students to enter and remain in the five State colleges. I mention the five State colleges because they are the ones that are under the jurisdiction of the department and the State board. And they are dedicated to the preparation of teachers. And with a serious shortage of teachers this has had some beneficial effect. It has not been large but has been very helpful.

Title III, the strengthening of instruction in various subject matter fields. The Federal funds have made it possible to employ long-needed State supervisors in science, mathematics, modern foreign language, and we have recommended these in the past, English, the social studies, and reading.

The science equipment in the local schools has been significantly improved by use of Federal matching funds. Unfortunately, in the early years, many of the local units were unprepared or too poor to be able to provide the local moneys to match the Federal funds available.

We had several hundred thousand dollars unused in this title. But this situation is now reversed, and with the addition of the new subject matter areas, Federal funds are insufficient to meet the applications that we are receiving.

Title V, on guidance and counseling, administered by the department, has enabled us to employ an additional State supervisor of guidance. It means we have two now instead of one. It has assisted a number of local districts to employ guidance personnel.

Unfortunately, Federal funds have not been available to meet the requests for matching money. This is quite unlike title III where in the past we have had a surplus. We would like to see more flexibility or transfer of funds between titles within the same act if this is at all possible.

The department has participated in title VII, educational media, and the work done in the education of the gifted through televised instruction I think has been very helpful and has led to the development of a statewide television, educational television system.

Title VIII, the area vocational-educational programs. Here in Maine we have had very few secondary and post-secondary-school programs and course eligible for assistance under this title. One, the oldest, our Southern Maine Vocational-Technical Institute, has had some assistance for courses in electronics. There have been two or three secondary school programs which have received some assistance.

What is more, interest has been generated for vocational education. Maine is making real advances in vocational education. Benefits in this section have been definitely extended by the Vocational Act of 1963.

With respect to title X, the improvement of statistical services, Federal funds on a matching basis up to \$50,000 have been available and have been fully State matched and fully utilized.

Under this title, the department has been able to purchase automatic data processing equipment and employ a staff for statistical service. The information available at any given time has been greatly expanded and much laborious handwork has been eliminated.

We have supplied services to some of the local school systems. An example of the benefit of this during the last session of the legislature, when change computations in our subsidy calculation were needed the next morning or the next day, legislative day, we were able to supply that information, thanks to this equipment.

Now while this allotment of \$50,000 minimum to each State was adequate in the early stages of statistical development, Maine has now reached the stage where it is inadequate and we feel that the minimum of the \$50,000 should be increased.

THE MANPOWER DEVELOPMENT AND TRAINING ACT

This has been a valuable program for Maine adults and out-of-school youth in need of retraining or in need for further education. A recent report indicated that 193 projects had been in operation in-

volving 8,734 unemployed persons, that 2,779 had completed the prescribed training and that there was a placement record of 76 percent.

The cooperation with the employment security commission has been excellent.

The most disturbing feature is the operation of this program is the considerable time required for approval by participating agencies. For example, it is necessary, I understand to make plans for site and for facilities before a project is presented and several months may elapse before approval is granted.

This long delay oftentimes makes changes in the original plan necessary as these become obsolete.

Mr. HATHAWAY. At that point, may I ask a question?

Mr. NICKERSON. Yes.

Mr. HATHAWAY. On the 76 percent, you mean 76 percent of those completing it, or did some of those 8,000 jobs get included and that is included in the 76 percent?

Mr. NICKERSON. Some are still in training; 2,779 have completed the training and we have these programs going on at the present time. The continuance of employment after placement has been high. That has been one of the encouraging features of this.

Mr. HATHAWAY. Thank you.

Mr. QUIE. What has been your responsibility with the NDEA?

Mr. NICKERSON. The responsibility has been that when the employment security commission of the State determines that more people should be employed in a certain industry, that there is a demand for labor, they then certify the people who are eligible for this training and it is the responsibility of the State department of education through contract and arrangement through local systems to provide this training.

It is the department of education that provides the training through cooperation with other agencies to those who are certified to us as eligibles.

Mr. QUIE. Does MDTA have some on-the-job training programs with which you don't have any connection? Is it all institution training through vocational education?

Mr. NICKERSON. No, no, this is on-the-job.

Mr. QUIE. You have responsibility for the OJT program, too?

Mr. NICKERSON. For example, Mr. Russell, superintendent of schools, present here, has a training program for cooks and bakers. This is a program not involved with any institution as such.

Mr. GIBBONS. You mean it is conducted in private kitchens and things of that sort?

Mr. NICKERSON. No, this is in a facility that is secured and rented and used for that purpose.

Mr. QUIE. Then it is an institution-type of training; however, you have it separate from the school?

Mr. NICKERSON. It is operated by the school but it is not in the school plant. It is separate and apart from it.

Mr. QUIE. On-the-job training is if you contracted with a big bakery to do the training. You don't have any of that?

Mr. NICKERSON. We have some of that, I think, with some of the shoe industry, do we not, Mr. Russell?

Mr. RUSSELL. Yes.

Mr. QUIE. You don't have any connection with that, then?

Mr. NICKERSON. Yes, we do.

Mr. QUIE. Do you make the contract with the shoe manufacturing company?

Mr. NICKERSON. With the school system which in turn makes the arrangements with the industry as such. So everything is channeled through the—

Mr. QUIE. Educational system?

Mr. NICKERSON. Yes.

Turning to the Economic Opportunity Act, we are involved in the Neighborhood Youth Corps and the administration of this title. In the beginning, the State of Maine served as the coordinating agency, the department of education coordinating agency, for local Neighborhood Youth projects. This, I think, is a little interesting because while this was approved in the beginning, then there was some thinking that perhaps it should not be done in this way and now they have returned to thinking that this is a good way.

This is well adapted to the State of Maine. The department operates 73 projects in cooperation with the local school system and is assisting 800 students in this fashion to return to school or to stay in school.

It has also contributed in performing useful work in the school systems or in the community.

Mr. GIBBONS. Are all Neighborhood Youth Corps programs run through the State?

Mr. NICKERSON. They are this year. That was not true last year. Most of them were but there were a few of the larger school systems that operated them separately. This year they are all channeled through the State department.

Under title II, part B, the adult basic education programs—this is one which is giving us a little concern at the present time. It is not because of the repeal of the title and the transfer of the administration of adult education to the U.S. Office of Education, because we do consider that the transfer to the U.S. Office of Education of adult education is highly desirable. But we have a problem at the present time with this transfer involving no State matching funds or allowance for any State administration.

Unless some solution is forthcoming, Maine's II-B programs may come to an end.

Mr. GIBBONS. I don't understand that. Will you explain that to me? I knew there was a good reason why I voted against that.

Mr. NICKERSON. We have several adult education programs, but this is the basic one which is for those with less than an eighth grade education. We have been able through a staff member to promote and to assist local school systems in offering this type of program. Being an educational program, I presume, is the basic reason for its having been transferred from its home there in Economic Opportunity to U.S. Office of Education.

Mr. GIBBONS. How does it affect your matching money?

Mr. NICKERSON. The person in charge, the director of the program, has been subsidized or paid through Federal funds entirely in the

past. Now the State has the problem, if this is to be continued then this must be handled through a State appropriation, as I understand it.

Mr. QUIE. The U.S. Office of Education always actually ran the adult basic education program so the transfer really did not bring about anything very new.

Mr. NICKERSON. The funding is the problem.

Mr. QUIE. But prior to this the U.S. Office of Education funded a State administrator of this program?

Mr. NICKERSON. Yes.

Mr. QUIE. Now they won't fund the State administrator, and you are supposed to pick that up?

Mr. NICKERSON. That is as I understand it.

Now I have a possible solution to this dilemma in that under title V or through further State legislative appropriations—our budget was made up last summer without providing for this—under title V of the Public Law 89-10 it may be possible to continue this work in basic adult education.

It is unknown at the present time whether that can be done. That is a possibility.

Mr. GIBBONS. How big a problem are you talking about?

Mr. NICKERSON. It is not a major problem. It is one of these matters of getting a program started, with staff employed, and then having the question of the salary of the staff. That is the major problem.

Mr. QUIE. I can understand why you are worrying about your budget. The State department of education can't spread it out to all the areas you might want, but this amount of Federal aid is going to basic adult education, and you evidently need it in Maine because there are people who don't have the equivalent of an eighth grade education in Maine, quite a number of them.

Why do you say, so flatly, the program will come to an end? It is like you either pick up the administration money or you are not going to let this help go to those people.

Mr. NICKERSON. I have on my desk two memos from our director, not the person doing the work but the bureau chief in charge of the program, who feels that perhaps this can be continued to June 30, but beyond that date we will have to make some other arrangements as far as the funds available are concerned.

Mr. GIBBONS. How much money is that?

Mr. NICKERSON. It is not a large sum. It is a matter of State leadership in this program with which we are concerned.

Mr. QUIE. The legislature will convene the first part of January?

Mr. NICKERSON. Yes, but the budgets are already made up and it is a question of—

Mr. GIBBONS. Are you talking of \$50,000, \$100,000?

Mr. NICKERSON. Probably less than \$50,000.

Mr. QUIE. Evidently the people with less than eighth grade education don't have the political muscle to put it through.

Mr. NICKERSON. If I may comment on that, Congressman Quie, Maine has had its problems of funding the elementary and secondary education programs without consideration of adult programs. So that has been the local problem.

Mr. QUIE. I recognize that. The local schools have not felt that adult education is their basic responsibility. However, the fact that you have run this program for a little while I wonder if they could find the means?

Mr. NICKERSON. This is not the only adult program. There are some others. I think there is a greater acceptance of this and recognition of its need. That is developing.

Mr. GIBBONS. Go ahead.

Mr. QUIE. Are you going into any donated commodities?

Mr. NICKERSON. Not particularly, unless you have some question on it.

Mr. QUIE. I would like to ask you about another OEO program, Headstart.

Mr. NICKERSON. I think probably there will be some testimony from some of the others today regarding that. Of course, this has not been a department operation as such, although we have had two programs, I think it is, in the unorganized territory of the State. I don't know whether you have any unorganized territories in Minnesota—

Mr. QUIE. We are all organized there.

Mr. NICKERSON. It is not disorganized. Our feeling on this is that if this is to be an educational program, and that is what we feel it is, that it should be administered by educational agencies. If the schools are to have obligations in connection with this, then the schools should have the responsibilities of operating them, and that this Headstart or early childhood education program should be a part of the U.S. Office of Education.

Mr. QUIE. You have run some preschool and kindergarten programs under title I of Public Law 89-10?

Mr. NICKERSON. Yes.

Mr. QUIE. I imagine there have been some Headstart programs run through OEO money, separate from the State department of education.

What kind of wedding of these two have you seen? Have some of those six projects received money from both places as the city of New York did?

Mr. NICKERSON. May I call on one of our title I administrators for comment, Mr. Morrison, if he is present?

Mr. MORRISON. We have only one program, the funds for the two agencies we used, that was Dover-Foxcroft where we had combination Headstart and title I projects.

Mr. QUIE. Any comments on how the program worked, whether they were funded from both places, especially since the OEO money could only be used for poor kids, while title I money was not necessarily limited to poor kids?

Mr. MORRISON. There was no problem with the small program they operated. They felt they operated a very successful program.

The funds under title I were used specifically for salaries of personnel, teachers who were going to work with disadvantaged youth. So this was no particular problem. I suppose in a larger operation perhaps it would be.

Mr. QUIE. What was the OEO money used for then since most of the money goes for salaries anyway?

Mr. MORRISON. Much of this money was used for health and related social services other than educational activities.

Mr. QUITE. Did any of the title I projects which were fully funded by title I bring any other services than the actual teaching? Did they bring any health home visits?

Mr. MORRISON. Yes, many of the programs had health and other services in the project. I think it would be difficult to visit the Dover program, which we are talking about, and distinguish between that and another program which was operated entirely under title I.

Mr. QUITE. I judge from what you said it does not make any difference where the money comes from?

Mr. MORRISON. We don't see a great difference between the two programs.

I see no reason why, if this money is made available through the State department to local school districts, we could not operate just as successfully under title I, or whatever title you want to call it, and operate the same type of program which has been quite successful under Headstart.

Mr. QUITE. What about the preschool programs that will be run outside the schools? The schools tend to be filled with students and so many times they utilize church facilities. Have you had any experience with local communities in the use of church facilities, funded through a private operation?

Mr. NICKERSON. Title I?

Mr. QUITE. Under title I, of course, you can't actually give the money to a private institution. It has to be run by the local school.

Are you familiar enough with the Headstart program funded out of OEO money to know if some of them were funded through churches?

Mr. MORRISON. I believe there are very few year-round programs remaining. I don't know that there is a year-round program funded, Headstart program operating year-round. I believe they have all been summer programs. I am not that familiar with the Headstart programs to say definitely. I doubt that they have programs operating out of churches. They have the schools available in the the summer and made use of those facilities.

I think we have had other preschool programs that have operated locally that have been in churches or other buildings.

Mr. NICKERSON. May I ask if any of the superintendents here have had any programs operating all year round?

Under the Elementary and Secondary Education Act I have listed here a few of the statistics. Maine has had a good participation record, being well organized as early as possible and getting these funds as early as possible to the local school systems.

With the \$3,738,000, this became the largest Federal assistance program, exceeding Public Law 874.

I have listed the project areas and these have been practical, general, and basic assistance.

From the personnel standpoint, employment of 450 aids and 150 teacher assistants I think is quite significant in a State where we have a shortage of teachers.

In the construction and facilities, 11 projects, including 17 portable and mobile classrooms, were approved, and within these projects, 37,000 public school pupils and 1,342 nonpublic pupils were served.

Mr. QUIE. Did you actually construct any buildings?

Mr. NICKERSON. There might be some minor remodeling. Not construction as such. It is termed construction, in that nature in the project, but it is not that.

In summary, we feel that title I has been effectively administered without undue interference from the U.S. Office of Education. The Federal guidelines have been adequate and have allowed a sufficient flexibility for State administration.

Representatives of the U.S. Office have shown competence in their assignments and have served with sincerity and cooperation.

The greatest problem encountered in the area of administration has been concerned with the changing interpretation of the guidelines. This has happened but I think it is only fair to recognize that it is probably an unavoidable characteristic of the first year operation of a major program and especially when it starts late in the year. So that the problems have not been insurmountable.

Mr. QUIE. I would like to have a breakdown. You mentioned here what went into preschool and kindergarten but also in the first three grades. How much would you consider went into the elementary school as compared to the secondary school?

Mr. NICKERSON. May I ask Mr. Morrison who works on those figures?

Mr. MORRISON. Yes, I can give you the figures on elementary and secondary, but it would be difficult to break it down into—you are talking about early grades?

Mr. QUIE. Yes.

Mr. MORRISON. I think I can give you an approximation here.

Mr. QUIE. All right.

Mr. MORRISON. On the number of students enrolled in public schools participating in title I: 22,499 elementary; 15,378 secondary. Total, 37,877.

Mr. QUIE. Do you include preschool, kindergarten, and elementary?

Mr. MORRISON. Yes. We have very few preschool, some kindergarten projects listed.

As a further breakdown I would say one-half of the 22,000 would probably be in the middle grades, grades 4, 5, and 6. In other words, about 1,000 youngsters will be in the middle grades, 5,500 in the lower grades, and 5,500 in the upper elementary or junior high.

Mr. QUIE. How much of the title I money went for private school children or how many private school children?

Mr. NICKERSON. 1,342 pupils were involved.

Mr. QUIE. Private school pupils?

Mr. NICKERSON. Yes.

Mr. GIBBONS. Out of 37,000?

Mr. NICKERSON. Yes.

Mr. MORRISON. You could use an approximate figure of \$100 per pupil. If you wish to have that in dollars you could use approximately \$100 per pupil to give you an estimate of the number of dollars used for private school, nonpublic school children.

Mr. GIBBONS. How did they participate? Did they participate on a shared time basis or dual enrollment?

Mr. MORRISON. This is one of the changes that took place in the interpretation of the law or in the changing of the guidelines. When

we started out we found that nonpublic school children could participate in those activities which were in operation by local school districts. If the public school was operating a remedial program then the nonpublic school children could participate.

This was the usual situation. If they were offering remedial reading to the public schools then this was also offered to the nonpublic school. Later we found that the guidelines were interpreted to mean that the needs of the nonpublic school children should be considered along with the needs of the public school children and the needs could be entirely different.

Perhaps the nonpublic school children needed additional work in science. Some were completing their elementary education in a nonpublic school and then going to a public high school. If they were deficient in the science area, they could be classified as disadvantaged, and some type of program offered them in this particular area with the public school local education agency hiring the teacher and providing this service for nonpublic school children.

Mr. GIBBONS. Where was the service provided?

Mr. MORRISON. Science instruction or other services. I just use this as an illustration.

Mr. GIBBONS. Physically, where was this provided?

Mr. MORRISON. It could be provided on the public or on the nonpublic grounds, either way.

Mr. GIBBONS. Was it done both ways or could it have been done both ways? Do you know as an actual illustration?

Mr. MORRISON. This was done both ways.

Mr. HATHAWAY. Didn't you have a lot of private school students in Lewiston?

Mr. RUSSELL. We participated by sending teacher aids to the private schools, working with their staff and determining what they wanted. We did not hire anybody for the private school and give them total employment there. Our teacher aids would work 2 days, two or three might work 2 days. We actually brought private school pupils into our school for remedial reading, and we also sent our remedial reading teachers into the private schools.

We opened libraries which are available to the private schools in the area that is designated, and they participate every day in our libraries now.

Mr. HATHAWAY. What percentage do you know offhand in Lewiston goes to private schools?

Mr. RUSSELL. I don't have those figures with me. I just wouldn't know but we have had excellent cooperation. We have worked very well together. Obviously, they want more and more, but the money has become less and less. So we have not been able to give them the services they want. But we have gone just as far as we felt we should go in a reasonable manner.

Mr. HATHAWAY. Thank you.

Mr. RUSSELL. It has been very effective.

Mr. MORRISON. Mr. Chairman, I should state it is a nonduplicating account. There may be many youngsters in nonpublic schools who receive a variety of services. So thus far this figure may seem small.

We actually have probably three communities where there is a great deal of participation by nonpublic school children.

Mr. HATHAWAY. Which are they?

Mr. MORRISON. I am thinking of Portland, Lewiston, and I believe it is Biddeford.

Mr. HATHAWAY. How about North? Would it not be Van Buren and Fort Kent?

Mr. NICKERSON. It is all public schools, pretty much.

Mr. FLANAGAN. I am from the Portland, Maine, system. At the present time they have a science program in operation in Portland on the shared time and a breakdown in percentages, 80 percent the regular elementary, and 20 percent for parochial elementary. They have two teachers and a director operating the program at the present time.

Mr. GIBBONS. Where is the instruction actually, physically, carried on?

Mr. FLANAGAN. In the schools' own classrooms, in the parochial school classroom, and in the public school classroom.

Mr. HATHAWAY. Is that roughly the percentage attending the public, parochial schools, 80-20?

Mr. FLANAGAN. Yes, it is. Pretty close.

Mr. GIBBONS. You may proceed, Mr. Nickerson.

Mr. NICKERSON. If there are no more questions about title I, I will turn to title II.

The State of Maine has made good and full use of title II funds of \$525,000. The State has served as agency for distribution of all books and instructional materials to the eligible nonpublic schools.

Mr. QUIE. Let me ask you a question about this. Is this both textbooks and other instruction materials and library materials?

Mr. NICKERSON. Yes, any expenditures under this title.

Mr. QUIE. You did not then provide free textbooks in Maine for the public school children prior to this?

Mr. NICKERSON. Yes. For the public.

Mr. QUIE. For the public?

Mr. NICKERSON. For the public school pupils we have free textbooks.

Mr. QUIE. Then how could you use this money for textbooks if you were already providing free textbooks?

Mr. NICKERSON. This has not been used for textbooks. This has been library books, upon which particular emphasis was put during the first year. This has not been a replacement or duplication of local effort. It has all been additional and we have had approvable lists, a list from which they might choose.

The emphasis has been in the first year on libraries because libraries have been very short in the State of Maine.

Audiovisual materials to a small extent, but in the first year of operation it was felt that the greatest need was library books.

Mr. QUIE. Where is the library material stored in the nonpublic schools?

Mr. NICKERSON. They would be ordered and delivered through the State office of education and would stay and remain in the private school. That would be the property of the State of Maine Department of Education.

So this is a loan arrangement with these private schools.

Mr. QUIE. Suppose it is an encyclopedia that is made available to the private school, it would be located in the library and remain there for year after year?

Mr. NICKERSON. Yes, except that there is a provision that any of these materials within an area—and we are expected to set up these areas—would be available for use by any students in this area. About 100 areas would be needed to serve the State of Maine, with its sparse population and geographical centers, and a listing of all of these materials is kept up to date.

Mr. QUIE. What are you going to do about inventory later on, checking on the condition of the material in the private schools?

Mr. NICKERSON. This is a matter we have not fully decided upon so far as procedure is concerned, but the schools have had notification that it is their responsibility to see that there is good care and reasonable use of the materials.

Mr. QUIE. The public schools have been notified that they should check on the private school materials?

Mr. NICKERSON. No. The relations between the private schools are with the State office so far as these books and materials are concerned, not with the local school system.

Mr. QUIE. In Minnesota the private school books are stamped with the name of the public school having jurisdiction over that area. But in Maine they are stamped the property of the State department of education?

Mr. NICKERSON. That's right. This was done, I think, as perhaps a more effective way because of having so many small school systems, that this perhaps could be handled through the State office better in that fashion more efficiently than otherwise on this.

It might involve perhaps less detail on reporting and collecting and so on.

Mr. QUIE. Then any check on the condition will have to be made by the State department of education with the private school?

Mr. NICKERSON. Yes.

Mr. QUIE. Did you read the interview with Commissioner Howe in the most recent U.S. News & World Report?

Mr. NICKERSON. No, I have not seen that.

Mr. QUIE. He made the statement that no material under title II was stored in nonpublic school facilities.

Mr. NICKERSON. We have them in the State of Maine, but it is on loan to them.

I think we may have a problem of keeping these lists up to date for these geographical areas of the State for use by all pupils, but that is a responsibility that we would have for both the public and the private schools.

Title III, the supplementary educational centers and service, Maine has been in the forefront here and the school officials have presented projects in considerable number which have been analyzed and have been considered to be representing the type of thinking that should be done, creative thinking and innovation.

Mr. GIBBONS. Give us some ideas of just how you are using that money. Could you tell us?

Mr. NICKERSON. Yes. There is a mobile remedial reading lab project at Kennebunk, Maine, funded with \$35,000. This is equipped with essential remedial materials and will visit schools.

We have a project in Maine which has taken the largest amount of money, bringing music in Maine to our rural areas or to all areas of the State. This music organization visits the schools and presents a program to the pupils, particularly in the elementary schools, arousing interest and opening their minds and eyes a bit to what can be done far as music is concerned.

Music is one of the areas where we have been quite sadly lacking in the State. The reception of this program, according to the testimony of superintendents of schools, where they have visited, has been excellent. Those who have heard this have felt it was making a real contribution.

Mr. Eaton, the Bangor superintendent, has been instrumental in this and the project has been funded through his school system.

Perhaps you might like to ask him some questions about that particular project.

Mr. GIBBONS. I would be interested more in the scope of the different types of projects.

Mr. NICKERSON. That is one. We have a regional marine program at the secondary level at Kittery, Maine—Kittery being a coastal area. That is \$12,550. A demonstration teaching center for slow learners and disadvantaged youth at Rockland. The superintendent of schools of Rockland is present here, and he can tell you more about the details of that. That is for \$18,930.

Some of the other projects were considered to be worth while and worthy but funds were not available and they were put on the list for further consideration.

Mr. QUIE. What is the Treasure Hunt?

Mr. NICKERSON. That is a rather glamorous name. We have Treasure Hunt. It is something like some of these acronyms we have had. We have one, Lighthouse, and I would comment facetiously here that we talk about Lighthouse operations.

Back in 1917, the commissioner of education arranged for a person on the staff to visit all the lighthouses in the State of Maine to look into the education of the children residing at those lighthouses. That was a real lighthouse operation.

Mr. QUIE. The ones you have listed are the only ones approved so far?

Mr. NICKERSON. That is correct.

Mr. QUIE. What part did you in the State office play since all of these are contracts with the Federal Government and the local school system and not with the State department?

Mr. NICKERSON. All of the projects were submitted through the State office, to our State office. All were reviewed by our staff and the commissioner of education. Recommendations were made on these projects as to their excellence, their rating.

Then they were forwarded to Washington for final decision on this.

Mr. HATHAWAY. Were any approved locally that the State did not approve?

Mr. NICKERSON. Yes. The order of priorities has certainly been shifted some. We believe that the State should have approval of these

projects under a State plan which would be developed in accordance with the needs of the State. The State recommendations have been overruled in some cases. It is felt that the State and State officials should know the needs of the State better than someone at a more remote point. What is innovation or change in Scarsdale, N.Y., may not be in Meddybemps, Maine, or in the State of Maine. So we feel that perhaps we would have more intimate knowledge as to what would be of greatest worth to the State of Maine.

Mr. HATHAWAY. The person in Meddybemps would know better what was an innovation there than the State.

Mr. NICKERSON. Yes.

Mr. HATHAWAY. You would agree with the program not requiring State approval?

Mr. NICKERSON. No; we would favor State approval of these projects, if I understood your question correctly. We believe that there should be State approval of these title III projects.

Mr. QUIE. You sound like you go a step further suggesting that there be a State plan.

Mr. NICKERSON. I imagine there would have to be a State plan to a certain extent for guidance in most of these programs.

Mr. QUIE. In title I there is not a State plan, whereas in other programs there is a requirement of State plans in title III where you need Federal approval.

Mr. NICKERSON. What I am speaking of is broad guidelines, not a detailed restrictive type of thing at all.

Mr. HATHAWAY. You don't mind Washington approving Meddybemps proposal even though you disapprove it?

Mr. NICKERSON. Yes; we do. I think we feel that the State and local school officials in the State of Maine should have the decision-making authority on this rather than an official in Washington or in the State of Maine.

Mr. HATHAWAY. If it does not have State approval it could still be approved in Washington?

Mr. NICKERSON. Yes.

Mr. HATHAWAY. You do not like that?

Mr. NICKERSON. Not exactly. I am not thinking of this as the State wielding any big stick or great authority but we have a very close relationship, as you know, in the State department, between our department and the local systems.

Mr. HATHAWAY. Has any friction developed along this line?

Mr. NICKERSON. No; not particularly. It has been a fait accompli. What has been done has been approved and it has gone ahead.

Title V has been an inspiration, stimulation, so far as the State office of education is concerned.

I mentioned that we do try to perform a leadership and a service role here in the State. This title has given considerable latitude to the State in identifying its needs and designing programs to meet those needs. I think that the 93-page questionnaire or analysis and evaluation that we made out was quite helpful and quite illuminating.

The projects have included inservice training for professional staff. I would like to comment that this has met a real need because we want our staff people to be well prepared to be up to date. Opportunities

for further study in the State are not too extensive, and this has enabled us to allow some of our staff to go for further education at Harvard, Maryland, Columbia University, and some other places. The only problem is losing their services during the period of time but we believe we will profit by having an upgraded staff.

Other projects are language-arts supervisor, coordinator of teacher education programs, evaluator of teacher credentials, a supervisor of music, and another for fine arts. I put in here the adult education supervisor that was mentioned under the other title but has not been approved as yet.

We have not had those positions in our department.

We are having a visit from the staff of the U.S. Office Thursday of next week to talk to us about our title V programs. The Vocational Education Acts, in particular the one in 1963, have greatly increased the funds for vocational education from the days of the Smith-Hughes and the George-Barden Acts, so that approximately a million dollars is available to the State for this fiscal year.

We have been pleased to see that with these increased funds has come a higher degree of flexibility in their use. It is not tied quite as closely to the subject areas, they have been broadened, also the time allotments. These funds have been used to encourage and expand the meager vocational offering now existing in secondary schools, and possible secondary vocational and technical institutes.

I have one or two comments I would make later regarding this program that might be an improvement in its operation.

Mr. QUIE. Do you have the area vocational school system or do you have a technical school system?

Mr. NICKERSON. Do you mean, may I ask, secondary or postsecondary?

Mr. QUIE. Like in some States they have the area vocational school which is primarily a postsecondary but there is some secondary school teaching.

Mr. NICKERSON. So far as the secondary situation is concerned, we are a State that is not large enough to have a separate technical high school, a technical secondary school in general. It has been the policy to operate the comprehensive type of school with vocational programs as a part of the school system.

Unfortunately, we have not had very many of those programs. They are very few, but they are growing and they are expanding.

On the secondary level, the State department of education has the responsibility for the operation now of four postsecondary vocational-technical institutes. One has been in operation for about 15 or 20 years, and the others are relatively new. There is a real interest in increasing the opportunity for vocational education here in the State.

Mr. QUIE. Are all four of them residential?

Mr. NICKERSON. No, only two of them at the present time are residential. One in northern Maine at Presque Isle, a deactivated air-base, and the one at south Portland. Those have dormitory facilities and eating facilities. The one in central Maine has a fine site but it is in its infancy and it has one building at the present time. We have requests in our capital budget for some residences there. The new one being developed down the road between here and Bangor is getting one classroom building in operation.

Mr. QUIE. Do you have any comparison of the two residential vocational schools with a Job Corps center?

Mr. NICKERSON. I don't think we have.

Mr. QUIE. Do you have any Job Corps centers in Maine?

Mr. NICKERSON. Yes, the one at Poland Spring for girls. There is one at Mount Desert, Bar Harbor, for boys. I think there are about a thousand expected when they get full enrollment at Poland Spring, and about half that number at Bar Harbor.

Mr. HATHAWAY. The one in Poland is the largest girls' center in the United States.

Mr. NICKERSON. With respect to the Higher Education Facilities Act, I know you have been talking about higher education but the State board of education is the higher education facilities commission in the State by virtue of State statutes and interpretation, and has had the function of allotting the funds to both the private and the public institutions.

I would point out here that the majority of the grants have been made to private institutions because the State institutions have not had the balance of the funds available for matching funds. At a hearing that was held Monday of this week with the bureau of public improvements, the incoming Governor's representatives, it was pointed out that the State needed a flexible fund that might be available for State institutions to be used for matching the Federal grants.

In this way the Federal funds could assist the public institutions to much better advantage than they are doing at the present time.

Mr. QUIE. What do you mean by a flexible fund?

Mr. NICKERSON. That the State appropriate a fund that is not earmarked specifically for this building at this institution. As it has been at the present time, appropriations have been for a specific building as such on a particular campus and no transfer is allowed. But if the State is going to afford this aid for its taxpayers and citizens it must set up a flexible fund.

We cannot say so many Federal dollars will be available for this institution because the applications come in, we have a priority system, and they must take their own chances with this priority. If they qualify, fine. If they don't, they don't get the money.

Mr. QUIE. In Minnesota, the University of Minnesota could use all the money if they worked out an agreement that they share things more equally.

Mr. NICKERSON. The University of Maine, of course, being our largest institution, has had assistance from this fund, but private colleges have had more than the State institutions.

Mr. QUIE. The State board of education, did it comply with the requirements of the commission on higher education facilities when the law was passed, or did you have to make a little shift in the State board in order to comply?

Mr. NICKERSON. No changes were made. It was deemed eligible or acceptable by the attorney general, and Washington officials in charge of this act reviewed this, and accepted the State board as meeting the necessary requirements.

Mr. QUIE. You always had a representative of the University of Maine on the board and always had a representative of some private college?

Mr. NICKERSON. Not specifically as such, not always. Now in the beginning five members of the State board of education were chosen because of the positions they held or by a group. The Municipal Association had a representative and the Teachers' Association had one; the private colleges had one, and I guess the Congress of Parents and Teachers had one. But this was taken out of the statute some years ago, and the Governor appoints all 10 members at the present time. But the makeup in the membership of the State board of education does include people who have served or are serving on the staff of some of the private colleges.

Mr. QUIE. And the university as well?

Mr. NICKERSON. I don't think there is anyone connected with the university except the commissioner—he is not on it, the commissioner of education is secretary of it but he is a trustee of the university by virtue of his position. That is as close as it has come on that.

The State board of education I would say did not seek this function but due to a section in our statutes that says we shall have charge of the expenditure of any Federal funds available for construction, they seem to have been the designated agency for that—although the higher facilities act was not even thought of at the time that statute was enacted.

I have a few conclusions or suggestions that I would like to make. The first point listed on this is a repetition of what I have said before. Perhaps as a foreword or preface, our experiences have been harmonious with the State operations.

The next point I make is that the Department of Education is in concurrence with the established policy of the Council of Chief State School Officers, that more general Federal educational aid should be dispensed through State regulations or State laws. Such aid would be preferable to the so-called proliferation of categorical aids unless—and this is part of the chief's policy—unless this need cannot be met by general aid. And there are certain areas, like Public Laws 874 and 815, that general assistance would not necessarily cover.

The Department strongly favors Federal legislation which would include funds for the administration of particular programs which require a large amount of State work. Examples I have previously mentioned are the school lunch and milk programs, the aid to federally impacted areas, both of those statutes. Funds should be provided for adequate supervisory services when new subject areas are added, such as NDEA, title III. For example, the first three subject areas, the mathematics, science, and foreign language were funded. The next three were also. But the latest subject additions, such as industrial arts and arts and humanities, had no such a provision and we have had to absorb these in our State administration services.

There is also the problem of meeting the increased workloads that are not identifiable with any specific program. This may sound a little indefinite, but it does constitute quite an item.

The chiefs at their recent meeting in Louisiana have made a suggestion I believe that title V funds be made available to cover these workloads not identified with any specific program. I don't know all the backgrounds on that but that is a suggestion that has been made.

Mr. QUIE. Title V of which act?

Mr. NICKERSON. Strengthening of the Department of Education under 89-10. That is a recent action.

Fourth, we believe more flexibility should be allowed in the use of funds provided by various titles of a particular act. I mention as an illustration that Maine has lapsed sizable amounts under title III in the past but has been on a starvation diet so to speak, on title V, to meet the need for guidance.

It is all within the same act itself.

Fifth, it would be very beneficial if major Federal programs could be enacted on an ongoing basis and not subject to termination at the end of a 1-, 2-, or 3-year period. Such time limitations do not lend themselves to stability, confidence, and good budgeting procedures. By confidence, I am thinking of the employment of personnel in particular.

Delayed extension of Public Law 874 and NDEA is a good illustration of the need for long-range planning and budgeting. I recognize that you have had continuous resolutions and that they have filled the gap, but sometimes when programs are just getting underway and there is no previous level of expenditure to use as a basis they present their problems.

Failure to make appropriations on time. By that I mean prior to or at the beginning of a fiscal year—has proven to be costly in terms of employment of competent personnel—we have the problem, for example, of employing personnel in September or October. Under the terms and code of ethics, teacher personnel are not expected to make changes after the first of August. This has been somewhat restrictive—in terms of employment, personnel, and organizations, effectiveness in evaluating and reporting and probably has caused higher financial outlays.

We are much concerned with delays in approval of on-going programs. They have sometimes resulted in the loss of personnel, perhaps hasty or inadequate planning and in some cases in the inability to operate a program at a late date. Perhaps I should not mention this but, for example, as of today, December 1, Public Law 89-10, title I is operating without full guidelines for this fiscal year 1966-67. Eighty percent of the projects have already been approved for operation under the previous year's guidelines. If there are any major changes and revisions they will have to be made after they have been in operation for about half a year.

We would like to see an appropriation of the full authorization under the acts or if this cannot be done, possibly provide for reallocation among the States when any State does not use its full entitlement. There are some provisions in some cases for this but not in all cases. Some States may have unused moneys held in reserve that could be used in other places. We would like to see the full authorization under NDEA, title III, appropriated for the acquisition of equipment.

Mr. GIBBONS. May we pause there. We have had considerable discussion in this subcommittee about that one particular item that you just mentioned, equipment under NDEA. It has been the feeling generally on the subcommittee that we had about gotten caught up on the equipment seed money.

Mr. NICKERSON. I don't think we have in the State of Maine. Perhaps this is part of our own inability to have taken advantage of this in early days. But we are certainly at the present time not able to meet the needs.

Mr. QUIN. You said you let it lapse. Why did you let it lapse in sizable amounts?

Mr. NICKERSON. The local school systems were not prepared or could not obtain the necessary matching funds for their share of it, the 50-50 basis. While the Federal dollars were there, like the rehabilitation that I mentioned earlier, the local dollars for matching were not available. So these moneys were not utilized, which was unfortunate, but we could not do anything about it at the time.

Mr. GIBBONS. Thank you.

Mr. NICKERSON. We would like to see, if possible, an increase in the \$50,000 ceiling on matching funds under title X of NDEA to allow for the expansion of services and operations and for increased costs which have developed since this was put into operation. This is not a large item but would help considerably.

With respect to Public Law 815, we have experienced great difficulty in utilizing Federal construction aid to which a unit is eligible because of the wage scale requirement. In some cases the benefit of the Federal assistance has been offset in whole or in a large part by the wage scale which was much higher than the prevailing rate for similar work in the State or in the area or community.

To be specific, the small town of Cutler on the northeastern coast of Maine, where a Federal radio station is located, a few years ago had to expand their small school system to accommodate additional federally connected pupils, and was obliged not to have the Cutler wage scale which might be rather low, not the Bangor or Portland wage scale but the Boston wage scale.

Mr. GIBBONS. How in the world could that have happened? We never intended that to happen.

Mr. NICKERSON. This was protested. We made vigorous protest on this scale. We got a little change but still there was a very wide discrepancy. We are in favor of good wages but there seemed to be such a wide discrepancy. What actually happened in this particular project, which was a small project, it was bid three times before they were able to get an acceptable bid within funds available, and it was cut back each time. And it was a minimal building to start with. So that this is an illustration that we sometimes have in connection with our rural areas.

Mr. GIBBONS. That is about 300 miles away. That would be 300 miles away from Boston—something like that?

Mr. NICKERSON. Yes.

Mr. GIBBONS. Have they tied you in with the Boston wage scale?

Mr. NICKERSON. Yes.

We believe that all of the educational programs which supplement State and local programs, and I am thinking particularly of the local here, emphasizing that, should be administered through the educational agencies, local and State, and should be channeled in their operations, in relation to the Federal Government, through the State departments of education. And the department should not be by-

passed, dealing directly with local units or with noneducational agencies.

We find that we are dealing with many agencies and would prefer to see all truly educational assistance programs administered through the U.S. Office of Education. The transfer of adult education and handicapped children, recent legislation, is a step in what we believe is the right direction. We would like to see more of this done. We hope to see some consolidation, fewer but broader programs approaching somewhat general aid. Perhaps as an illustration, the State of Maine some years ago had a number of aid programs to local communities for the employment of teachers. A subsidy for a general teacher, a subsidy for industrial arts teacher, a subsidy for a physical education teacher. They were all different. Finally it was felt that all of these subsidies and different reimbursements did not make very much sense and they were put under one foundation program. I think that is what we would like to see as far as some of these Federal programs that have so much in common and affect the general operation of schools.

Mr. QUIE. Let us use the example of NDEA. There are a number of titles under which you receive assistance under NDEA. Would you suggest now that we take that same amount of money in NDEA and make it available for the purpose of NDEA but not divide it up in titles, and let you set your own priorities here?

Mr. NICKERSON. Yes; I would have definitely to agree with that except there would have to be a little distinction because some of these would operate through State departments of education and others would be institutional, like the language institutes that might be operated at a college.

So there are some that we would not have any involvement with.

Mr. QUIE. But where the State department of education and local secondary and elementary schools receive assistance of the program directly?

Mr. NICKERSON. Yes; this is an approach to a general type of aid but it is a little too divided and, subdivided.

With regard to the Vocational Education Act of 1963 we believe that the most beneficial change would be the elimination of matching categories to permit across-the-board matching. In Maine, for example, we are overmatching considerably in the total amount. The State appropriations have exceeded the amount required for matching, but do not match Federal funds available in some specific categories. So those funds remain unused. If a higher degree of flexibility were allowed, Maine could make better, and we feel more efficient, use of these funds.

Vocational administrators also desire some relaxation in the detail required for the annual description of projected activities. We do have an approved State plan to which all programs must conform and we must submit complete and detailed reports. These we believe should be sufficient because oftentimes it is difficult to project activities in detail, especially when appropriations may not be determined prior to the development of such a projection. This perhaps is mainly an administrative matter but we think this could be improved.

We endorse the principle of consolidation and coordination of aids but ask that care be taken that one program is not increased at the expense of another unless the aims are similar.

For example, we were a little disturbed about the proposal to reduce allotments under Public Law 874 because of funds made available under title I of 89-10 or other acts but we did not feel this would be comparable in the State because the purpose and the pupils served were different, were not comparable.

Mr. QUÉ. You say you should always have separate funding for Public Law 874 but you would like to see some other categorical programs shifted to general aid. How do you feel about vocational education? Do you feel that should be continued as a program limited to vocational education, however, removing—

Mr. NICKERSON. I think vocational education is a part of the general educational program and could be well included in the overall approach to this.

Mr. QUÉ. I hope the vocational educators don't give you too hard a time for saying this.

Mr. NICKERSON. May I say in our department that vocational education is not a separate entity itself. We have a bureau of vocational education but it is a part of the division of instruction. So it is considered to be a part of the entire program, not a separate entity.

Mr. QUÉ. I have been amazed at the strength of the State department of education here in Maine in handling many of these programs as you have gone through them. I kind of suspected first you were taking credit for some things that you did not have full responsibility for but I see you do.

Mr. NICKERSON. Thank you. We consider we are a service organization and try to be of all possible assistance.

I have mentioned previously that we would like to see State approval of 89-10, title III, and I think too there could be quite a high degree of correlation between some of these title III projects and the title IV laboratory projects.

The title IV laboratory projects are designed to improve education. They need some experimental centers. I think these could be correlated and could work well together.

One of the suggestions that has been made by our accounting staff is that the statutory date for filing the annual vocational reports should be eliminated from the statute. This is peculiar to this particular act. I understand it is uniformly agreed among the States and the U.S. Office of Education that the September date is unrealistic, cannot be met in most States. It is not being met in Maine, although we dislike very much to be in technical violation of the law.

But all in all, the administrative problems have been of a minor nature. At times there has been a lack of sufficient copies of enacted laws, regulations, and guidelines and circular letters to keep all of our program directors and our acting staff well informed.

Our account staff is involved with audits and they need to be kept abreast, but I think this is something that can be easily corrected. There has been some problem with oral interpretations of some of the new laws but they have been given in the best of faith. Perhaps they may be subject to review later, and we hope we don't have too many difficulties at audit time when that arrives.

I think, and I am not too serious about this, sometimes we have been a little concerned about the number of meetings that have been held to orient the staff people about the programs, but we feel this is a good procedure to hold meetings for informing people, and partic-

ularly our staff members, about these programs. All in all, it has been helpful.

I think we have many of these same problems administratively at the State level, and we have one of new and changing personnel and I know that the U.S. Office of Education has had the problem of new and changing personnel.

I would say all in all, our experience has been a happy one and we feel that the cooperation we have had has been of a high degree.

Mr. HATHAWAY. What do you think about decentralizing the Office of Education? Are you in favor of it?

Mr. NICKERSON. I think you can have too much decentralizing or too many offices to go through. The Boston office on 874 and 815 has been an excellent aid. Our business has been transacted very efficiently there. There is a meeting going on today that I would have liked to have attended on the changes in the law. As far as many of these programs are concerned, I think the Boston office has difficulty keeping—I am using Boston as an illustration of regional—keeping informed and having to go to Washington for many things.

We have a feeling we would rather deal in most cases directly with headquarters than going through too many agencies.

Mr. HATHAWAY. Do you think if the Boston office were given more authority it would work out better?

Mr. NICKERSON. I think they need more information and authority if it is to be done that way.

Mr. HATHAWAY. Your information channels are pretty good back and forth?

Mr. NICKERSON. Yes, they are. They want to be very helpful. We have no problem in that respect. But delays are always involved when one must go through too many hands and too many offices. I know that we have this process established in this way, the regional offices, and perhaps it can be improved some utilized to good advantage that way. We would prefer in many cases to deal directly with Washington.

Mr. HATHAWAY. Thank you.

Mr. QUIE. There is one education activity that has not been spoken of this morning, and this afternoon. That is the National Teachers Corps. Do you have any of that activity going on in Maine?

Mr. NICKERSON. We have indicated an interest in the Teachers Corps and have had some applications for placements, but I don't know that we have any in the State. I think there were some delays here in getting this underway.

Mr. QUIE. I question whether it will live very long, too.

Mr. GIBBONS. Thank you very much. We appreciate the long time that you have spent here with us. You have certainly handled yourself extremely well. You have given us a lot of information.

Let us take a 10-minute break right now, and come back around 3:10, something like that. Then if the gentlemen who are going to be next on the program will sit at the table in the same order that their names appear on the slip it will help the reporter.

(Brief recess.)

Mr. GIBBONS. As we open this section of our hearings, if those of you who are out in the audience feel you would like to participate in the discussion we are about to have, just move up closer. If you

want to be recognized, catch my eye and I will be glad to recognize you if you have anything to add to the discussion or any point you wish to make.

We have a 5 p.m. deadline here that I hate to impose on anybody, but there is so much to do today and so little time in which to do it. As you all know, we are going to have to work together and treat this as a group discussion. I would like if each one of you would make your remarks, and we will insert your statements in the record, together with the statement of Mr. Flanagan, and let each one of you briefly summarize what you have there. Tonight on the plane and tomorrow morning, we will go over your statements again when we get on the ground. As I said before, we will include those in the record.

You have heard a lot of discussion that has preceded you here. If you want to change the focus of your remarks, this is your opportunity to do it. Let us start over here.

Mr. Ciaravino, suppose you open for 5 or 10 minutes and then we will pass it around.

STATEMENT OF CASPER CIARAVINO, SUPERINTENDENT, SCHOOL UNION 69, CAMDEN, MAINE

(Mr. Ciaravino's formal prepared statement follows:)

FORMAL STATEMENT OF CASPER CIARAVINO, SUPERINTENDENT, SCHOOL UNION 69, CAMDEN, MAINE

School Union 69 is a medium size unit located in mid-coastal Maine. It consists of Camden-Rockport School Administrative District #28, the Town of Hope, Lincolnville and the Island of Islesboro. Its origin dates back to the days of the adventurous Captain John Smith. The first permanent settlers arrived in 1769 at both Camden and Rockport and a year later at Lincolnville. The area is well known for its rugged coast, its mountains that reach the sea, its lakes and its emerald islands that dot Penobscot Bay. From the top of Mt. Battie a panoramic view of the area lies at the feet of the beholder so varied, so expansive and so beautiful that it is the equal of any.

School District #28 is made up of Camden and Rockport. The combined population of the two towns, according to the 1960 census, was 5,882. Of this number 3,988 individuals reside in Camden and 1,894 were Rockport residence. The population increase during the interim period has been slight to moderate.

The District has a school enrollment of approximately 1,485 and a staff of 78 teachers. The pupil enrollment is distributed as follows:

Kindergarten	92	8th grade.....	111
1st grade.....	124	9th grade.....	138
2d grade.....	111	10th grade.....	134
3d grade.....	100	11th grade.....	118
4th grade.....	117	12th grade.....	115
5th grade.....	93		
6th grade.....	106	Total	1,478
7th grade.....	119	Special class.....	7

The State valuation of the two towns is:

	1964	1966
Camden.....	\$12,000,000	\$13,000,000
Rockport.....	5,550,000	6,300,000

The 1966 expenditures for schools is \$647,136.00, while the present bonded indebtedness for school construction is approximately \$800,000.

Using the present method of computing ability to pay, Camden-Rockport is in a very favorable financial position. A visit to the town confirms this impression in many, many ways. Its attractive main street with the window boxes, the distinctive shops, the expensive yachts in the harbor and the late model Rolls Royce parked within a hundred yards of the Superintendent's office—an office housed in a five room elementary school building built in 1869 and long obsolete according to today's standard. A view from the top of Mt. Battie reinforces this impression. Riding the school bus on its regular run will also confirm this impression, in addition it exposes pockets of poverty, poor housing, neglected children, wasted and wasting human resources.

Half the pupils enrolled in the high school take the College Course. Most of the pupils will continue their education beyond high school, but not always in a degree granting program. For approximately 20-30 percent of these pupils the curriculum is meaningless and inadequate. Efforts are being made to reach such students through a cooperative work program. An in-school Neighborhood Youth Program has not materialized. Notification was received from the State Director on November 28, 1966, that all supplemental agreements have been halted by the Boston Office. On November 29, 1966, the State Supervisor of Adult Education notified this office that all States must live within existing resources for the remainder of the fiscal year ending June 30, 1967. As a result of this notification the basic adult education program will end with the calendar year. There are 18 adults in this program, one of the enrollees is a fifty-one year old woman who has always lived in the community, raised a family and according to information provided by her never attended school.

These are two examples of lack of communication, lack of awareness as to what takes place and lack of a sensitivity of what happens to the disadvantaged caught in a failure syndrome recruited for programs and then disappointed. Is it any wonder that they distrust society, and that agencies asked to sponsor programs hesitate?

Union 69 also includes the towns of Hope and Lincolnville. These are two small towns, one in the county of Knox and the other in Waldo county. They are sparsely populated rural areas each having a single school of 4 and 5 teachers respectively and sharing a remedial reading teacher and a music teacher. Until this year they had combined classes with grades 1 to 8 in each school. By transporting pupils and operating both schools as a union it was possible to house grades 1-4 in the Hope School and grades 5-8 in the Lincolnville School thus providing a single grade learning situation for all pupils.

Hope enrollment:

1st grade-----	28	4th grade-----	34
2d grade-----	28		
3d grade-----	34	Total-----	124
1966 Hope School budget-----			\$51,024

Lincolnville enrollment:

5th grade-----	26	8th grade-----	33
6th grade-----	28		
7th grade-----	26	Total-----	113
1966 Lincolnville School budget-----			\$69,982

The town of Islesboro operates its own school system which includes grades K-12, with 8 teachers on the staff. The pupil population is distributed as follows:

Kindergarten-----	6	8th grade-----	8
1st grade-----	8	9th grade-----	2
2d grade-----	10	10th grade-----	3
3d grade-----	6	11th grade-----	7
4th grade-----	4	12th grade-----	9
5th grade-----	6		
6th grade-----	10	Total-----	89
7th grade-----	10		

The island is separated from the mainland by Penobscot Bay. During the winter months the ferry makes three round trips daily. Its location and limited

transportation to and from the mainland has a limiting effect on the educational offerings of the school. In spite of this the per pupil expenditure for education is one of the highest in the state. The total school budget for 1966 is \$55,931.00.

School Union 69's participation in Federal Program includes:

A. Camden-Rockport School Administrative District #28:

1. Improvement of Reading, Title I-----	\$12, 000
2. Improvement of Business Education, Title I-----	2, 000
3. Aid to school libraries, Title II-----	2, 720
4. Basic Adult Education, Title IIB-----	1, 526
5. In-school Neighborhood Youth Corps-----	11, 000
6. Out of school Neighborhood Youth Corps-----	(¹)

¹ Unknown.

B. Towns of Hope and Lincolnville received approval for a remedial and developmental reading program under Title I.

Hope received \$172.00 under Title II for library aid.

Lincolnville received \$261.00 under Title II for library aid.

C. The Island of Islesboro receives less than \$1,000.00 under Title I and \$144.00 under Title II.

The philosophy of the Educational Act, as I understand it, is:

1. to equalize educational opportunities
2. to broaden and enrich the services of the school
3. to provide a teaching and learning environment that will seek out, identify and develop the abilities of the individual to the fullest potential.

To serve this purpose programs must be well planned, organized and implemented. At present we are continuously forced into hasty decision, attempting to carry out crash programs and are faced with one crises after another.

Needs and situations differ within a community and vary from year-to-year. With proper guidelines and safe-guards, I would recommend a federal general purpose aid to education and that the method of allocating funds be re-examined. Numbers alone do not always constitute greatest need.

Mr. CIARAVINO. Mr. Chairman, I am superintendent of schools in the Camden area. I am responsible for the administration of School Union 69. This is composed of the towns of Camden and Rockport, which in itself is an administrative school district, quasi-municipal. It has a population of 6,000 people and school enrollment of 1,400 or 1,500 youngsters.

In addition to this, I am responsible for the administration of the town of Hope, Lincolnville, and island of Islesboro.

One thing I would like to point out in a union like this is that there is great difference in the makeup of the towns. And within the towns themselves, in the composition of the population and the educational background of the people. I am not sticking to the text.

Mr. GIBBONS. Go right ahead. That is all right.

Mr. CIARAVINO. I thought this would be quicker and if you will read the rest of it you will get that information.

Mr. GIBBONS. You certainly have a varied district.

Mr. CIARAVINO. This is the main point I wanted to make at this particular time. It is varied, complex, complicated. It is a district within the union. It supports I hope what Dr. Nickerson brought out—that the local communities need a certain amount of leeway to plan, to organize, and the time to work out plans to implement the intent of the law.

The philosophy of Federal aid and all aid to education is to equalize opportunities, to broaden and enrich the services of the school, to provide a learning and teaching environment that will seek out, identify, and develop the abilities of the individuals to the fullest potential, however and wherever that potential may lead to.

Mr. GIBBONS. May I ask a question here, since we have the assistant superintendent. Your school system is a mechanical arrangement type, its organization is somewhat of a mystery to me. We have a very simple system in the State of Florida. There are 67 districts that are really synonymous with county lines. There are no school unions or city districts or anything else.

Will you explain to me briefly how yours works down at the State level, down to the local level? I think I will then be able to better understand some of the problems.

Mr. CIARAVINO. Mr. Chairman, the State of Maine originally, or until a few years ago, had 493 separate towns, cities, and municipalities. Reorganization of schools into larger units was necessary for efficient school operation and for economical support, to have resources enough to support education. So that in 1957 a change was made and districts were formed. As far as counties are concerned, the counties in Maine have never had any educational function. So county lines have been no barrier. Districts have been formed. We have 62 districts now, I believe, involving 220, or nearly half, of the municipalities of the State. These districts operate separately and independently. They are quasi-municipal in operation, but there are no more town or local lines. This is the school district as an entity.

Mr. GIBBONS. You have 62 districts altogether in the whole State of Maine?

Mr. KICKERSON. Of the new type, of the school administrative district.

Now in Mr. Ciaravino's situation he has had a district formed involving two municipalities, but the original school supervisory services embraced several separate towns. Besides the district, he also has the three separate towns to which he is responsible and they employ him as a separate person for supervision of their schools. Actually, this really is in the process of evolution and the State has an overall plan so that all of these small municipalities would be in a single district at some time in the future, subject, of course, to acceptance by the legislature.

Mr. GIBBONS. It sounds complicated.

Mr. CIARAVINO. It is complicated and time consuming because each community has a board of its own and each one is a policymaking unit. You have to meet with them. You have to prepare a separate budget. You have similar problems with each one.

The largest of the communities is the Camden-Rockport School District. You might say that it is two separate towns. Its problems are much different from the rural towns. Hope and Lincolnville are rural, sparsely populated. There are small farms. There is some lumber going on but most of the people work out of town. This is marginal farming, part time.

The island of Islesboro, and on the third page I show you the pupil population there, has a single school. There are 89 pupils in the whole school. They run from kindergarten to 12th grade. There are eight teachers. The island is somewhere out in Penobscot Bay. It takes about a half hour to get there on the ferry.

During the winter there are three round trips. This creates problems. It is isolated by water. If you and I would visit the island

we would remark about the scenic beauty. The school is housed in an old estate that was given to the town. It is a beautiful estate, beautiful grounds. As I talk to the youngsters, though, about the school and the school situation they offhandedly remark yes, they see its beauty, but they feel trapped.

I think things like this present problems which do not come in the Newton, Watertown, Harvard, MIT, Lexington areas. Our school districts have problems that are peculiar to us. They have problems that are hard to define. Sometimes the guidelines do not provide for an opportunity to express the need of a community like that.

What it boils down to is financial need. The island of Islesboro has one of the largest per pupil expenditures in the State. But with a school population such as indicated on this chart on page 3 what kind of education program can you provide? What kind of education program can you provide in grades 9 and 10 when there are two pupils and three pupils in those grades respectively?

One of the things requested in your letter was type of educational programs, Federal programs that we are having now. I have listed those on the last page. In Camden-Rockport we have a program for the improvement of reading, one for the improvement of business education, aid to libraries under title II, basic adult education under title IIB, the inservice Neighborhood Youth Corps program. We had this last year.

Here we got sidetracked by the Knox County Community Action Program, and during the summer program there was some confusion about whether this was to be carried on by the schools or by the Community Action Program in the fall of the year. Because of this confusion we don't have a program. We have an out-of-school Neighborhood Youth Corps program, which is very limited.

The problems that I run into in trying to implement the program are that, first, shall we say we are asked to develop crash programs. I may get a telephone call at 10 o'clock in the morning and I am supposed to have an answer or program ready by 4 o'clock that same afternoon. This is impossible to do. The other thing is that if we have a program going, let us say in adult basic education, I have a letter from the director of the State program telling me that funds are no longer available. This means that we must terminate the program in December.

Now in our program we have 18 adults. One of these adults is a woman of 51 years of age. She has lived in the community all her life. She has brought up her family. Now she wants to go to school. According to the information we got from her, she has never attended school before. It is an extreme case, but it exists.

If you ask how much money is involved, it is less than \$1,500. Yet \$1,500 for a special program like this is hard to come by. At the moment, I am in the process of buying a bus which costs about \$7,500. We are trying to raise teachers' salaries for next year, which comes to an additional \$30,000. These figures add up.

The community is willing; the State department of education tells me they have ability to pay; and I still have trouble raising the \$1,500.

I would like to support Kermit Nickerson's recommendation that a general purpose aid, administered through the State and through the

local school boards, would at least put me in a better position to plan the program, to implement the program, to be able to organize staff and line communications and relationships, so that I can establish priorities and get more effective use of the dollar spent.

Mr. GIBBONS. I don't see how you can write a plan when I see what you are faced with.

Mr. CIARAVINO. We have in our system about half the youngsters taking the college program. Most of these youngsters will go on to education beyond high school, not always in a degree granting program. I can certainly work up a cooperative program for some of them.

Mr. GIBBONS. What is the total number of students for whom you are responsible?

Mr. CIARAVINO. I would say 2,000.

Mr. QUIE. That means your district comprises more than the Camden-Rockport, the Hope, Lincolnville, and Islesboro?

Mr. CIARAVINO. There are 1,478 in Camden-Rockport, 124 in Hope, 113 in Lincolnville, and 89 in island of Islesboro. Until last year Hope had four classrooms, Lincolnville had four classrooms. They divided one in half and they called it five.

Mr. GIBBONS. Physically is it possible to transfer and consolidate these students at any viable size school? I am not asking whether it is completely possible but physically possible.

Mr. CIARAVINO. Physically it is. We are in the process of studying the possibility of Hope and Lincolnville's joining Camden.

This is physically possible. It is educationally desirable. As far as ending some duplication and some other things, it would provide a better program. However, politically that is something else. What exists there, is that the towns of Hope, Lincolnville, and Appleton have no indebtedness as far as school buildings are concerned. They are old buildings and all paid for, while the communities of Camden and Rockport have just completed a construction program, of bonded indebtedness of \$800,000. That means, according to our present status, these towns would have to pick up quite a bit of this bonded indebtedness. They don't have the resources to do it.

Mr. GIBBONS. Thank you, sir.

Mr. HATHAWAY. You suggest at the end of your statement that other criteria should be used to allocate Federal funds under a general aid program. What other criteria do you have in mind?

Mr. CIARAVINO. Perhaps I know the district that Mr. Kinney represents better than my own. I was associated with him for 18 years. I just moved to Camden in the middle of August. But working on the title I and title III projects, in examining the guidelines and doing research in this area, we always ran into the problem of numbers. So many people have to have an income below \$3,000 a year. So many people have to be eligible, like in the Headstart program.

In our particular case in a rural, sparsely populated area like Maine, you don't have the numbers and you can't play the numbers game as well as they can in a highly concentrated metropolitan area. But every child we have is just as worthy and just as needy. This one woman who is 51, if she wants to come in and take advantage of a basic adult education program, she ought to. We have high school

dropouts who are just learning how to read in this particular program. We have youngsters who need mental health clinics.

In a metropolitan area, if they have the training fare or busfare, they can go to the health clinic or medical clinic or any of these services. They can take advantage of them. Yet in Appleton they don't know what mental health is. Because we only have a few people out there, because we can't raise the \$30,000 or \$35,000 it takes to get a clinic started, these youngsters go without the services.

Mr. HATHAWAY. So the geographical distribution of the people should be a consideration.

Mr. CIARAVINO. That is one consideration; yes, sir.

Mr. QUIE. Do you think that within the State, title I money has a fair distribution?

Mr. CIARAVINO. If I were speaking from Mr. Kinney's side of the fence, I would say yes. On my side of the fence, I would say no.

Mr. QUIE. You are talking about your side?

Mr. CIARAVINO. Looking at it from a community like Isleboro that has a lot of estates, valuable property, high estate valuations so far as property is concerned. I go into the school and we have a music concert there and I look over the kids and these kids are in hard shape as far as their physical needs, the way they dress, their nutrition needs. The money may be there, it may be in the property—but it is not in these youngsters.

In Camden and Rockport as I ride the bus I go by the estates, I go by the country club, I go along the shore and it is beautiful. I also go in the Hosmers Pond Road where maybe a 12 by 16 building with a tarpaper finish and a wood stove is housing a family that may have five to seven youngsters in it.

Mr. QUIE. In determining your eligibility for title I money you don't take into consideration the property value at all? It is just families with income of less than \$2,000 and ADC?

Mr. CIARAVINO. We get \$12,000 as our total allocation for title I funds. What does this do? At most it hires two teachers. Does it develop a vocational program? Does it teach youngsters an employable skill? Does it make them economically competent? If they have abilities and the aspirations to go on to further education does it put them in a program which will inspire them to do this?

Mr. QUIE. Now you can't expect to get any more than Maine's share for Maine, and I have a quarrel with the formula dividing the States. How do you think we should go about giving the Camden area and Isleboro better treatment than they have had in the past? Or if you got more than that \$12,000 would all the rest of these men be up in arms because they are going to lose some?

Mr. CIARAVINO. Yes, they would be. I don't come here to take anything away from them because I am sure they are in a position where they could take from me.

Mr. GIBBONS. It is geographic isolation that gives you the problem?

Mr. CIARAVINO. Yes. Space is one thing.

Mr. GIBBONS. Is it the reluctance of the people, the indigenous people, to move where the good schools are or is it great distances that are involved?

Mr. CIARAVINO. It is distance, rural roads, and then some one will live up on a mountain and we have to send the buses to pick up the youngsters. This ties up buses, transportation.

Mr. GIBBONS. What does somebody do that lives up on top of a mountain? For a living, I mean.

Mr. CIARAVINO. We had a family in Lincolnville where you could not go in the road with a car during certain times of the year. We sent the bus on a round trip of something like 14 miles to pick up two youngsters. The father works at a chemical plant in Searsport. He wants to live in Rockport.

Mr. HATHAWAY. A lot of them are stuck with their occupation as lobster fishermen. They can't very well move.

Mr. CIARAVINO. This is true, but the lobster fishermen are not the ones that live on the backroads. They will generally live somewhere where you can get into the area.

Mr. HATHAWAY. They are the ones living in the Islesboro community?

Mr. GIBBONS. Some people just don't like neighbors, is that it?

Mr. CIARAVINO. At times I can appreciate their point of view.

Mr. GIBBONS. Where do the rich people's children go to school?

Mr. CIARAVINO. They go to the private schools or are summer residents, not full year residents.

Mr. GIBBONS. Do you have many private schools in your area? There could not be a great many, but percentagewise.

Mr. CIARAVINO. There are none in this area.

Mr. GIBBONS. Thank you very much. You have a very interesting, almost quaint setup there.

Let us go on to the next gentleman.

You may proceed, sir.

STATEMENT OF WENDELL EATON, SUPERINTENDENT OF SCHOOLS FOR THE BANGOR SCHOOL DEPARTMENT

(Mr. Eaton's formal statement follows:)

FORMAL STATEMENT OF WENDELL EATON, SUPERINTENDENT OF SCHOOLS FOR THE BANGOR SCHOOL DEPARTMENT

Mr. Chairman, Members of the House of Representatives, Special Subcommittee on Education, I am Wendell Eaton, Superintendent of Schools for the Bangor School Department. The school district served is the City of Bangor. The public school population is 7300, drawn from a total resident population of some 38,000. Within the district are three elementary parochial schools and one parochial high school with a total student population of about 1400.

The Bangor School Department has operated the following programs in which the federal government has participated:

Public Law 874: 1965-66, \$623,112 received; 1966-67, \$609,736 budgeted.

Title I, ESEA: 1965-66, \$64,400 spent; 1966-67, \$78,440 budgeted.

Title II, ESEA: 1965-66, \$15,400 spent; 1966-67, not yet budgeted.

Title III, ESEA: 1965-66, none; 1966-67, \$212,019 budgeted.

Bangor is the recipient and administrator, *in behalf of the entire State of Maine*, of \$212,019 for a project entitled Music in Maine, Inc. This highly innovative effort establishes a fine professional chamber orchestra which divides itself into four ensembles (two string quartets, a woodwind quintet and a brass quintet) to bring live classical music to all the students in the state, grades

three to eight. It is highly successful and plans are underway for a joint venture with New Hampshire for FY 1968.

MDTA : 1965-66, \$118,969 spent ; 1966-67, \$48,254 budgeted.

We served 244 persons in 11 different programs during 1965-66, and in 1966-67 to date have served 133 in 7 programs.

Basic Adult Education : 1965-66, \$12,016 spent ; 1966-67, \$13,860 budgeted.

In our initial attempt last year we reached 75 adults, and there are now 42 persons active in the program.

Headstart : 1965, \$20,454 spent ; 1966, \$27,280 spent.

This program served 117 youngsters in the summer of 1965 and 110 last summer.

Neighborhood Youth Corps : summer 1966, \$8,069 spent. 25 youths were in the summer program, and there are now 17 in an in-school program.

NDEA : about \$7,500 of federal money has been spent annually since the inception of this program.

Distributive Education : Bangor has long maintained this vocational program.

Junior ROTC : Bangor has the oldest high school military instruction unit in the nation, though this is funded and administered by DOD rather than USOE.

The Bangor School Department has virtually no direct dealings with the USOE except in the areas of PL 874 and PL 815. Our major contact for all other federal participation is with the Maine State Department of Education. It is my strong feeling that the USOE should strengthen the Maine State Department, as under Title V, ESEA, and should then deal through this department exclusively for all Maine educational affairs. It is my conviction that the State Department of Education, properly strengthened could assume the major responsibility for the improvement of education in Maine, and that if federal funds should be allocated on a modified Heller plan, the State Department could spend them more wisely and with greater impact on education than under present methods.

I applaud the activities of the USOE in establishing regional laboratories and in setting up the Educational Research Information Center. These efforts should be productive of innovation. Technical assistance with curriculum, facilities and particularly evaluation should be continued and expanded through the regional offices, and through a strengthened State Department of Education.

The particular difficulties of the Bangor School Department in its relationship to federal programs have been these :

1. The lack of both time and expertise in the preparation of applications, the administration and the evaluation of programs. This has impeded our early progress, and is still a deterrent. *Recommendation*: Provide more help from USOE through the Maine State Department.
2. The lack of teachers for special programs we would like to initiate. *Recommendation*: Provide more help for recruitment and training of teachers.
3. Restrictions, under Title I, ESEA, which require a needy student to be in an area of impoverishment in order to receive the benefits. *Recommendation*: Eliminate categorical aid.
4. The difficulties, although admittedly few, of dealing with OEO for Headstart and Basic Adult Education, and with the Labor Department for MDTA. *Recommendation*: Consolidate educational programs in the Office of Education.

May I commend the Special Subcommittee on Education for its conduct of this study, and express my sincere appreciation for the privilege of presenting my testimony.

Mr. EATON. Thank you.

I am Wendell Eaton, superintendent of schools for the Bangor School Department.

I have indicated in a written statement something about the school department and the community it serves. I have also indicated something about the programs in which I say the Federal Government has participated. The largest of these moneywise is Public Law 874 because of the Dow Air Force Base which is within the limits of Bangor.

Mr. GIBBONS. I see why your representative supports this program so vigorously. I see that amount of money.

Mr. EATON. I am pleased to know that he has.

We also have had programs under title I, title II, and title III, Elementary and Secondary Education Act. I call particular attention to the title III program, which is a program for the entire State of Maine. Bangor was kind enough to act as the applicant and receive and administer the moneys for this program which brings a fine professional chamber orchestra to the State. This is a highly professional group which divides itself into four ensembles, and these ensembles travel throughout the State, two string quartets, one woodwind quintet, and a brass quintet. This is a highly innovative and highly successful program. So highly successful that New Hampshire wants to pay a part of the program.

I think you will see something of a further innovation of two States sharing the same program.

In fiscal year 1968, however, we have some difficulty in this because under present guidelines in the U.S. Office of Education we are unable to get approval of program for fiscal 1968 until after May 1. In fact, I understand they don't want any submission for approval until after May 1. If we are going to retain these musicians under contract, I think we are going to have to get some kind of sanction either by the U.S. Office or take a real flyer, ourselves, and hire the musicians.

Right now we don't know exactly how to get around this. This is a difficulty not only here, but in many other programs that we have where we are not sure they are going to continue into the next school year. It is difficult to employ teachers, and they should be employed by March 1 or during March because this is the time for the reemployment of teachers. So we have a timing difficulty here with which I am sure the U.S. Office is concerned because there was a question, like in the questionnaire sent out by your committee, concerning this particular point.

Mr. HATHAWAY. This group travels around the State?

Mr. EATON. Yes.

Mr. HATHAWAY. Instruction as well as music?

Mr. EATON. No. This is performance, not instruction. Music in Maine has not gotten into the instruction business. The attempt is to motivate, and already this motivation has brought good results, and some communities are providing or plan to provide more instruction in music than we have heretofore.

Mr. COATS. They do provide workshops, though.

Mr. EATON. That is true, the director, who is a competent conductor, I would say of national repute, does conduct workshops with music personnel.

Mr. MERCIER. This is not entirely a musical assembly, however. It is an instructional type of program where they explain to the youngsters the type of instruments and the background of the instruments and then follow up. So it is really a combination.

Mr. HATHAWAY. Carried on during regular classroom hours?

Mr. MERCIER. During the regular school hours.

Mr. CLARAVINO. They also put on a demonstration of the different instruments.

Mr. MERCIER. It is a combination of instruction and entertainment.

Mr. HATHAWAY. The workshop is with the music instructors in the individual schools?

Mr. MERCIER. Yes.

Mr. COATS. And in some places they will schedule with the elementary schools, and we have utilized them with the high schools.

Mr. EATON. We have operated MDTA programs in Bangor. We have served 244 persons in 11 different programs during 1965-66. To this date in 1967, we have served 133. The most outstanding program there was not funded as a demonstration program. It is a program for the education of the mentally retarded young adults. This is one of the significant programs in the New England area in this respect, that is this side of Connecticut.

The other program, basic adult education needs no explanation, I guess. The Headstart program has been operated through the United Community Services of Penobscot Valley, which is a Community Action program. We operated it 1 year, and then turned it over to them.

I would like to see this brought over into the Office of Education. We have participated in the Neighborhood Youth Corps and NDEA for some time, and we have maintained a program of distributive education. Although it is not within the purview of this committee, I would like to have you note that we have a junior ROTC program of which Congress has also been a strong support.

We have virtually no direct dealings with the U.S. Office of Education except in the areas of Public Law 874 and Public Law 815. Our major contact for the Federal programs is with the Maine State Department of Education. I would like to state my very strong feeling that the U.S. Office of Education should continue to strengthen the Maine State Department of Education as it is now doing under title V of the Elementary and Secondary Education Act, and that then it should deal through this department exclusively.

I also feel that the Federal Government could very well return money under some modified Heller plan, for instance. Then I have strong conviction that the State department and people of Maine could spend this money more wisely, more prudently and with greater impact on the local education scene than can be spent from a distance in Washington.

I will admit that our guidelines are quite flexible, but our programs are categorical and I feel we should move away from that as rapidly as possible.

I think that the innovation can well be handled through the regional laboratories which have been established under title IV. I think that the Research, Education, and Information Center offers to school men—and many of us don't use it sufficiently—but the center offers us an opportunity to study the research and to bring what has been innovation in another place into our community.

I think that technical assistance should be given, again through the State department of education but from the U.S. Office, the curriculum and particularly the evaluation. I hope somebody will speak more particularly to this evaluation business because right now we are able to make very excellent subjective evaluations but there is not

the means, there is not the know-how within our local situations to give good objective evaluations to the worth of these programs.

Mr. GIBBONS. What in the world are you going to do when you close down that airbase and you lose that \$609,000?

Mr. EATON. That is one of the major questions which is facing us. I don't know.

Mr. GIBBONS. You will still have the schools.

Mr. EATON. We can close one school. It is already frightening our staff.

There is no possible way to make up such a cutting back of funds all of a sudden and this is something I have to explain to the local people next Monday night. I don't see any possible way to absorb the drop of \$609,000 all at once. Over a period of time we can, possibly. It may be that other students will come in. That money will come from local tax sources. This is going to be extremely difficult in a couple of years, in 1968 and 1969, extremely difficult. We are trying to cut back to meet it. Inevitably we will curtail some programs.

I would mention the particular difficulties that we have had in Bangor. I have cited the lack of both time and ability to prepare applications and to administer and in particular to evaluate the programs. I would recommend that more help for these particular things be provided. If the legislators and the Federal Government feel that there are programs of particular Federal interest, then some help in getting them underway ought to be secured and also some help provided in evaluating them.

There is also a lack of teachers. One thing that I can point out is that we spent \$64,400 under title I but we had \$88,000 available. We didn't spend the rest of it because we could not find the teachers for the program we felt would be of the greatest interest. We had only a half year to spend that much. It becomes available to us in February and for the fiscal year ending June 1 to be carried over only to August 1.

Again, I think the U.S. Office should give some attention to the recruitment, and I know that it is, to the recruitment and training of teachers. I think increased emphasis here is necessary. I think there are restrictions that have been put on title I which in Bangor requires that our needy students live in certain areas so that they can be served by target area schools. If a needy student happens to live in an area that is by and large not needy, he is out of luck. He can't get this program. Of course, my recommendation would be very sweeping. It would be to eliminate categorical aid, a rather sweeping recommendation, I realize.

Mr. QUIE. Let me ask a question on that. Conceivably the kids who live or who attend school where most of them are educationally deprived, therefore aren't getting the association with other kids—the classes are too big or something is wrong. If there is one needy child in a school where all the rest of them aren't needy, why isn't that one just by association of the other kids receiving all the other kinds of programs they do and not be educationally deprived?

Mr. EATON. Of course, education deprivation is in the home as well as in the school. The youngster who is needy might very well be educationally deprived in that he has no reading materials at home. The

parents have not the time nor the interest to deal with him and interest him in school.

Mr. QUIE. None of your title I money is going for reading materials in the home?

Mr. EATON. No, but it is going for additional and supplemental help. Particularly we have a postkindergarten class, a class between kindergarten and first and second, specifically aimed at these youngsters who are deprived at home. The deprivation is not in the school. We tried to provide the same level of service throughout all the schools of Bangor originally. So, the deprivation is in the family and not in the school.

I wouldn't want to say we have educationally deprived schools in Bangor. It is the youngsters who are educationally deprived. They are educationally deprived no matter where they live.

Mr. QUIE. The fact that they are needy does not mean that they are necessarily educationally deprived. They may come from non-needy families and be educationally deprived.

Mr. EATON. That is true. Of course, we have used need as a basis of educational deprivation.

Mr. QUIE. Yes, as a basis of getting money.

Mr. EATON. I think again without or with much more flexible guidelines at least, or without the categorical aid, we could bring the aid to the youngster as needed.

My other recommendation would be to consolidate education programs in the Office of Education. I think you gentlemen have done very well to come to Maine to listen to such inadequate testimony as I have offered, and I commend you for it.

Mr. GIBBONS. I think you have given us a great insight into what your problems are, and to help you overcome your problems is one of the best things we can do.

How many people do you have on your school staff? I am not talking about busdrivers. I am talking about your assistants in the professional and educational side and the professionals in the administrative side.

Mr. EATON. I am far better off than Casper is. I can't complain too much.

Mr. GIBBONS. Casper, he is it?

Mr. EATON. He is it. But as far as administration, there also is an assistant superintendent for instruction, a business manager, a director of buildings and grounds, a food service supervisor. We also have an elementary supervisor out of our office. We have social workers. We have guidance people on both the elementary and secondary levels. Most of them predate Federal entrance into many of these areas. So we already are making a good effort.

Mr. GIBBONS. What you did, you got all these Federal programs in which they wanted you to do all kinds of new things and you really never could mobilize a staff to carry on the additional work that was dumped on you. Am I interpreting it correctly?

Mr. EATON. That is true. Had we been able and given time enough, we could get to this, but of course we had to let some money go by the board originally for that reason as well as the reason that we could not find the people to employ. I feel that we should be able

to write, and I did find out, somewhat late, that it would be possible to write an administrator into a program, particularly a planning program under title III, but it was not too easily done under title I.

Mr. QUIE. You run into difficulty under title III that if you used your own money for planning instead of using Federal money for planning then you were cut out this year from the operational part of it. That is a difficulty that some schools ran into which seems as unfair as it could be.

Let me ask a couple of questions here. You mentioned basic adult education and speak of this as an ongoing program. We find out that it is going to cease up there in your area. How do you plan to deal positively for basic adult education program?

Mr. EATON. We have a \$13,650 budget for the 1966-67 school year. I think we originally planned on \$16,000. I think we will wind up with about \$12,000. We can make some cuts, and the cuts will be in the area of guidance service and some ancillary services and we can still keep our program. A cut in the same proportion to Casper just virtually eliminates the program.

Mr. CIARAVINO. The only expense we have on basic education is teachers.

Mr. QUIE. You mentioned a type of Heller plan. I agree with you. I am a strong supporter of this, too. My one question is, this new way of providing aid for the church-related institutions or nonpublic schools in which the aid actually goes to the child and to the teacher like in title I and title II, if you have a Heller plan this means that Federal money would go to the States for them to distribute it as they saw fit. Conceivably, it would be the formula of the State aid to education. There is not one penny of State aid to education that goes to nonpublic schools, not even to the children and teachers of the nonpublic schools. How would you prevent the nonpublic school lobby from killing such a difficulty?

Mr. EATON. I don't know. I don't know how I could prevent it from being killed. I think that I would do so by having the money going to the public school and then go a great deal more of dual enrollment programs. I feel that to have the money go to the private school encourages the proliferation of private schools and drains money off the public school effort. My thinking would be that we explore much more fully this matter of dual enrollment and have the youngsters actually receive their benefits in the public school.

Mr. QUIE. Would it be necessary in the legislation to require that the State permit the children of the private schools to share in the use of this money in the percentage that they are to the total enrollment in the State?

Mr. EATON. I would say not.

Mr. QUIE. In effect, that is what we are doing in title I?

Mr. EATON. Yes. I would say not, because I think that certainly your private school problem is different in different parts of the country. I think here in New England we have not generally realized the extent that parochial education has weakened public education. Again, I know that there are programs outside the area of education where the money has been administered by the States, and not with the amount of unfairness that seems to be anticipated with educational money.

Mr. QUIE. You mean like Hill-Burton in hospitals?

Mr. EATON. Yes. I think it could be administered fairly by State departments of education. I speak from some distance of the heart of the problem on that.

Mr. QUIE. That is all.

Mr. GIBBONS. Mr. Grant.

STATEMENT OF BUFORD GRANT, WATERTOWN, MAINE

Mr. GRANT. Mr. Chairman, I am sorry I do not have a prepared statement. I am the only delinquent in the group. I did not receive the necessary information. I apologize.

Mr. GIBBONS. We want to apologize to all of you. You got your instructions late.

Mr. GRANT. I would like to thank the committee for coming up here and listening to our pleas for making some changes and so forth.

I will go through the outline which I wrote out on the way over. I tried to assemble some information. Waterville is a community of about 19,000 people. It has Colby College. It has a business college. It has substantial industries; three employing from 100 to 1,000 people. We have in our school population a considerable number of professional people. We have youngsters of workers. So we have a mixed population. Among all this is our fair share of needy families.

Mr. GIBBONS. You have 19,000 population?

Mr. GRANT. That is correct.

Mr. GIBBONS. And two colleges and some big industries?

Mr. GRANT. Colby College is not a large college. It has an enrollment of about 1,200, I think. It is a liberal arts college. We have about 3,300 youngsters. We have a dual school system. We have about 65 percent of the youngsters going to public school, and about 35 percent to parochial school.

I will run through as quickly as I can because I want all the boys to have a chance to have their say.

May I say, by the way, that we have been very fortunate in our programs. We have had our full share of Federal programs, and we appreciate the help that they have given us.

First, the title I program last year amounted to \$62,000, this year about \$74,000. This program is citywide and we are getting to the parochial school population-private school population in equal amounts to public school. It is working out very well.

May I say that the two systems have complete cooperation and we try to help each other out because we are all in the same business. This program briefly is designed to help socially, emotionally, and educationally deprived youngsters in grades 7 through 12. What we have tried to do is take some of the perennial problems that you have and not only treat them from an educational point of view, but from an emotional point of view and a social point of view. This means that we have in this program the services of a psychiatrist, a psychologist, we have two full-time social workers, and we have private tutorial. Our tutorial work goes in single sometimes but not too often. We try to group tutorial for various reasons. And we have a special class. We are very proud of this program; it works very well.

I would like to emphasize one thing. We are very much pleased with the social workers. We have two full-time social workers. We buy this service from the Maine Home of Little Wanderers. We buy our psychiatric service from the health clinic. We don't want to get into the social service business, nor do we want to get into the medical business, but we buy these services and it works very well all the way around. We are very much impressed with the two full-time social workers who are getting to these families, and it is helping us tremendously. We are not batting a hundred percent by any manner of means. We have some youngsters that we can't seem to reach. I would like to bring out that we are most pleased with the gentleman heading this up. It is like anything else. You have an excellent teacher and it is pretty hard to have poor results.

Going on, the title II, the regular title II for our elementary and secondary and junior high school, we were fortunate in Waterville to be chosen as the model library for the State on a secondary level. This entitles us to \$25,000 a year for 5 years I understand, which is excellent. We are beginning to get the thing organized. What makes it even better is that at the same time we applied for a title III program and we have a title III program going in conjunction with the title II library program. The title III program amounts to \$100,244 this year.

We are setting up a library and a resources center. We have the thing going and we are most impressed by it. We are more impressed right now on what it has done for our high schools. It is tremendous. We want to make that available as soon as we possibly can to other places. We think we will be in a position to help not only the larger school but the smaller school so that we can improve library facilities.

Mr. GIBBONS. When you say resources under title III, what are you talking about specifically?

Mr. GRANT. If I say library—

Mr. GIBBONS. You mean books and periodicals?

Mr. GRANT. You get a connotation of books and periodicals. It is broader than this. It includes visual aids. We also have a language arts specialist there who goes to the various teachers. We are trying to offer as much service as possible.

Mr. GIBBONS. You are talking about recordings and pictures and things of this sort?

Mr. GRANT. That is right. In fact, one thing which has impressed me—it is one of the many things—we just acquired replicas of 150 famous paintings. We can loan these out periodically. Youngsters take these home and hang them up for a couple of weeks. You would be amazed what it does to kids. It is something like this.

So we are most enthusiastic with this program. Of course, we have a little dynamo who reaches out. That is always the way it is. She is tremendous and she has an excellent crew around her.

We are in a bind now on furniture but by February I think we will be straightened away.

May I say in this program through the U.S. office, Dr. Young came up when we had this thing in the fire and he was most helpful. We sat down and very reasonably put our budget in a condition that he would accept or recommend, and we have been happy with the

whole thing. The checks come through, the reporting demands are not tremendous. We did get into a bind. We had some renovation to do. We got into a bind because we could not get anybody for the small amount of money available at the time to take a contract, so we contracted them down there in Washington and we bled it out. It took a little longer and it didn't work out quite so well, but now we have it rolling.

We have been in the Headstart business for 2 years. We have done it on an area basis. My supervision covers Waterville only; the city of Waterville. We have gone outside of our system and we included three towns the first year. This summer we expanded to six towns. We didn't have a community action council that was activated. So we took that through our office and did it. Last year we serviced 60 youngsters, and this year 120. If I were going to give a priority need on this program, I would say it was to provide money so that we get the health things taken care of.

Last year we looked at the youngsters and found that one might have a whole mess of teeth that were not suitable or that he has a curvature, or something else wrong with him. This year we not only did that, but the U.S. office provided and we asked for sufficient money so that we have their mouths cleaned up and provide other needed medical services.

Now about 3 months ago I wrote and told them that I would like to apply funds to this account so that we could do this. I haven't received an answer yet but when they get the funds in December they will be depleted some.

Mr. GIBBONS. You haven't heard from OEO in 3 months? I mean the Office of Economic Opportunity?

Mr. GRANT. Not on that particular thing.

Mr. GIBBONS. Do you write to the regional office?

Mr. GRANT. I have difficulty communicating. I will give this as a recommendation later if you don't mind, Mr. Chairman. I don't want to take that much time.

Mr. QUIE. You have to be patient.

Mr. GRANT. I am not panning anybody else, but last summer I got a call on a Thursday afternoon to have eight teachers in the University of Maine Sunday afternoon to be ready to take a week's work for Headstart. Gentlemen, this shakes you?

Mr. QUIE. They don't answer congressional mail any faster.

Mr. GRANT. One thing we are proving. We are proving that this country is a big country, a diversified country. Isn't it true? Going on in the Headstart program, I would like to mention one or two things. This program depends upon the teacher. It is important that there be a certified teacher of 5-year-olds. Teaching 5-year-olds is not a job for anybody. It is a job for skilled people. If you don't get good teachers here, you are in trouble.

Mr. QUIE. Is anybody working on a training program for the preschool?

Mr. GRANT. We run a summer program. We are not in a position in our system and many others to run a year-round program, because this calls for a building expansion and most of us don't have the room.

Mr. QUIE. Do you rent the church facilities?

Mr. GRANT. We run a summer program and put it in one of our schoolhouses.

Mr. QUIE. In some places they rent church facilities where they use them on Sunday only, a few of them on Saturday.

Mr. GRANT. Of course I do not approve of having a Headstart program outside of educational agencies.

Mr. QUIE. You can rent their facilities.

Mr. GRANT. Yes, you could do this. If you are going to be concerned with educating 5-year-olds or anything else pertaining to education, we who are in education don't always do the best job but I am sure we are in a better position than some others to handle it. We are used to it; we are geared for it. For instance, in Headstart, the main thing that strikes me is that we can save a great deal of money if it is done through education.

In our Headstart program in the particular building we have, we have pretty good kindergarten program, pretty well equipped. In the summer we use a tremendous amount of this equipment. We might as well use it. You don't have to set up new facilities. You don't have to get all this extra equipment. We think in terms of all our Federal programs, in terms of getting just as much money as you can to the youngster.

This is where the good comes. It does not come filtering all the way through, you see.

The Neighborhood Youth Corps we are offering through the State Department. We have 15 or 20 on that. I think we have made some progress there. When we first started that the youngsters would work a day or they would skip a day. They would not show up. It seems that these youngsters are typical of this type of family. These youngsters work a couple of days, they get a few "bucks", they figure it is enough to last them. But we are overcoming this. This is not the ultimate when you get enough to last you this week. You may want to live next week also.

In the basic adult education we operate, there are 50 or 60 in that.

We are gearing first and foremost right now trying to get these people so that they can pass the high school equivalent examination, and for working purposes they can say, "Yes, I have the equivalent of high school education." We are trying to do this. And it is working. We had five or six last year. We were hung on the hooks for 6 weeks this spring by not having funds, but I think this has been taken up by the Commission.

NDEA—we have not been able to participate in this as much as we would have liked to. Because as was brought out, we have not had sufficient funds. Waterville is not a poor town. But it has a dual school system, and it is not the easiest town to get funds for that. But we have not been able to put in our 50 percent. I hope that before anything is done to lessen the funds in NDEA you will take a very close look. I am sure in Maine that we have not reached nearly the saturation point in equipment that we need.

Mr. GIBBONS. You are talking about equipment you need?

Mr. GRANT. That is right. Now in this program the point I would like to bring out is that this money goes directly to the child, directly to the person it is supposed to go to; the people it is supposed to go

to for assistance. It is so designed that they get the use out of it in the classroom. I think this is something that should last some time longer. I hope that it doesn't go by the board.

Now for what it is worth, I have listed 10 thoughts that I have on this in the short notice that we have had.

No. 1: I have found it more difficult to communicate with OEO than the U.S. office. My reaction would be that OEO is more segregated, they don't seem to jell so that you know exactly where to go for information. I could be wrong and this could be an isolated case, but it has been my experience that we find it difficult to communicate.

Mr. GIBBONS. Off the record.

(Discussion off the record.)

Mr. GRANT. You get a tremendous number of directives. You read the directives. But when you get to where the chips are down, you call and you ask for certain information, the first thing they will assure you is that they don't have charge of this but they think it is this way. This is not too helpful to you. All you want is somebody to say yes or no. If it is yes, fine; if it is no, fine. I have said that, but nobody seems to be able to help.

Mr. QUEE. There are some isolated cases in only 49 other States.

Mr. GRANT. To my knowledge we have not been dictated to in any way in the programs, and we have been in this fairly well up to our ears. There are certain rules you abide by. If you want to play the ball game you play by the rules that are set up. If you don't want to play by the rules, don't play the game. This is the way we consider it. I don't think we have been really dictated to.

Title III has not offered any particular problems except one that I will mention in item 10.

No. 4. On programs through the Department of Education, we seem to be able to get more help than we do on those with direct grants. I suspect this is true probably for the reason that we are used to working with the Department of Education. We know the fellows. We know the ones to go to for certain answers. It helps us more. This seems to be true.

No. 5. It would seem that those programs directly related to education should be operated by educational agencies or educators. I have already brought out that I think you can save a lot of money this way. I just don't think that you need to spend as much money as you do going around to other agencies.

No. 6. It would be very helpful in direct grants to be able to contact somebody for help and get some firm answers. I have already commented on that one.

No. 7. The requirements for the Headstart application are cumbersome. May I say—I hesitate to say it on the record but I will—that it borders on the ridiculous. If you don't believe it you look at the application.

No. 8. I suspect most people in education would prefer to deal directly with the department of education on Federal programs. This is a repetition somewhat of the other.

No. 9. There should be administrative funds to see that the programs are properly conducted. I think this is very obvious, gentlemen, because if we are going to spend this money we had better have

somebody who can see that it is done properly. In our systems we have some competent people, who, if they were to be given not a big stipend but a reasonably small stipend to just watch out for this thing, could accomplish this. It is not only good for everybody concerned but it develops this person who is a potential, it develops him also to become more versatile.

The last thing in the title III programs: if there is renovation and building to do, I would very strongly recommend that we be allowed to use the local wage scale. In our case, we had some work done that should have gone for \$5,000 or \$6,000. But I believe before we get through with it, it will cost eight or nine because the men were paid almost double what our local scale was. I am quite sure that the job lasted longer than it might have needed to.

Mr. HATHAWAY. Do you use the Boston wage scale?

Mr. GRANT. Yes; which is much, much higher than ours.

Mr. GIBBONS. I don't want to hurry anybody but we are going to run out of time and the airline won't wait for us. That is our problem.

Mr. GRANT. Thank you, gentlemen.

Mr. GIBBONS. Mr. Kinney?

STATEMENT OF BRUCE J. KINNEY, SUPERINTENDENT OF SCHOOLS, SCHOOL ADMINISTRATIVE DISTRICT 5, ROCKLAND, MAINE

(Mr. Kinney's formal statement follows:)

FORMAL STATEMENT OF BRUCE J. KINNEY, SUPERINTENDENT OF SCHOOLS, SCHOOL ADMINISTRATIVE DISTRICT 5, ROCKLAND, MAINE

SCHOOL DISTRICT

S.A.D. 5 is a quasi-municipality comprised of the City of Rockland (Pop. 9,000), and the towns of Owl's Head (Pop. 1,500) and South Thomaston (Pop. 500). The School District is located in mid-coastal Maine—Knox County. Traditionally, historically and economically it has been closely allied to the sea. The peak of its prosperity was due to fishing, shipbuilding, shipping and related industries. With the decline of wooden ships, automation in fishing and fish processing, a corresponding decline in prosperity and income has resulted to the point where Knox County has been declared a federal depressed area.

Efforts made by the communities to provide the best in education have been far reaching and go beyond the normal expectations of their financial ability to pay. Of the seven school buildings in the District five have been constructed since 1949, the last one being a 1¼ million dollar high school in 1962. All five buildings are still being paid for. The other two buildings need to be replaced in the very near future.

In addition to problems faced in buildings, operational costs have been steadily increasing. In the past 8 years the operational budget has doubled.

ESEA OF 1965

With the advent of the Federal Government into aid for elementary and secondary schools it was felt by me that assistance could be given local communities in their financial problems, and much needed additional educational services and programs could be provided. However, in practice this has not been so or in some cases where it is so on a very limited basis. District #5 has participated in the ESEA of 1965 under Title I, II, and III. I would like to comment briefly on each.

Title I (School Year 1965-66, \$56,510.00)

This money was spent to provide instructional equipment and materials, teacher aides, teachers and a social worker. I'm certain that much good instruc-

tion came from this expenditure of this money. Some of the value is still felt. However, the program was hampered in a number of ways:

1. Time of year when programs were approved—January. With a critical teacher shortage this is a poor time to hire additional personnel and especially specialists in reading, mathematics, etc.

2. Voluminous application—appears to be statistic gathering only, and have no real bearing on the program to be approved. Paper work falls upon administrators who have little additional time for this.

3. Aid to education is not for everyone but only to selected schools and designed for only a selected group within that school. The philosophy of the local school board has been to provide equal opportunity for all. This type of aid makes opportunity unequal.

4. Local school boards are in a better position of deciding where monies need to be spent and for what than any other group.

5. Evaluation of the program had to be made before the program was fully in effect.

6. Timing for 1966-67 is as untimely as it was in 1965-66. We do not yet know our full allotment for the current year.

7. This aid cannot be counted on to build quality programs. There can be no long range planning because there is no guarantee that monies will be forthcoming to support programs once established. Quality teachers want nothing to do with these programs because of the insecurity of their continuance.

Title II—Library Services

This program has been instituted into the local school program rather easily. It has had less red tape, less control and more freedom of choice than any other program. Local school systems have been able to use their own judgment and have implemented this in such a way as to supplement existing materials to the benefit of all pupils.

Title III—"PACE"—Projects To Advance Creativity in Education

Quoting from a manual by the U.S. Office of Education:

"This title is designed to encourage school districts to develop imaginative solutions to educational problems; to more effectively utilize research findings; and to create, design and make intelligent use of supplementary centers and services. Primary objectives are to translate the latest knowledge about teaching and learning into widespread educational practice and to create an awareness of new programs and services of high quality that can be incorporated in school programs. Therefore, PACE seeks to (1) encourage the development of innovations, (2) demonstrate worthwhile innovations in educational practice through exemplary programs, (3) supplement existing programs and facilities. The heart of the PACE program is in these provisions for bringing a creative force to the improvement of schools and for demonstrating that better practices can be applied.

"Since the innovative and exemplary programs supported by PACE are intended to contribute substantially to educational improvement, priority in funding is given to those projects which offer the greatest promise of advancing education and solving *persistent* problems."

Our District applied for two planning grants under this title and has been awarded funds to conduct both studies. One planning grant for the Study of Slow Learners has now been completed. It was a logical assumption that if a planning grant was successfully carried out that this would lead to a construction grant—if no building facilities were available to house an innovative program. This fact was clearly stated in our original application. Our planning project has been completed as previously stated, the report has been submitted to the U.S. Office of Education and classed by them as a project of "high quality". In preparation of an application for a construction grant, the U.S. Office was further consulted and advised me that no money was available for construction now or in the foreseeable future. I feel that this is not right nor does it follow the intent of the law as passed by Congress when this section was included.

It would appear that monies spent on planning grants have been partially wasted and the work and aspirations of many people cast aside if this is so.

Slow Learners is a *persistent* problem of every school system. Our study shows that 20 to 25% of the pupil population in every school falls into this classification. We feel that we came up with some solution for this group in our study which could set the example for many school systems throughout the nation if only

we could proceed through construction and operation. Yet this program is dead without further government aid.

CONCLUSION

It would appear that in some of my statements here that I am opposed and critical of Federal Aid to education. On the contrary, I am for it in spite of its shortcomings. Some of the problems here can easily be solved by the members of Congress and the U.S. Office of Education to the point where federal assistance can be of great help to local communities. As it is now it leads to frustration on the part of school administrators.

If you wish full value for each dollar spent then Federal Aid for each district should be allotted much as our State Aid is now, and leave the definition of needs up to the Local School Committee.

Mr. KINNEY. I will make mine very short.

On the sheet that I passed to you it gives an outline of our district. Actually I represent three communities with a combined population of about 11,000 and a school population of about 2,600. We are neighboring districts to the one that Mr. Ciaravino has. We would like to have his financial resources in our community.

Mr. GIBBONS. What? You mean you are worse off than he is?

Mr. KINNEY. Surely, financially. We operate seven school buildings within the district, five of them have been built since 1949. We are still paying for all five of them. We have two other buildings that need replacing very badly even now.

In addition to this, our operational budget has doubled in the past 8 years. I would like to just confine my remarks to title I and title III in the interest of time.

Last year we had an allotment of title I of just over \$56,000. This went mostly for equipment, materials, teacher aids, teachers, and social worker. There were some things in title I that have hampered the goodness of the program. One is the time of year when the programs were approved. Last year it was January. With the critical shortage of teachers, this is a poor time to hire additional personnel and especially specialists in reading, mathematics, and so forth.

The application last year was voluminous. It is a little better this year and all of the projects could be lumped together within the school system. However, there is still a great amount of paperwork. Paperwork falls on administrators who have little time for this. It appears in the applications that they are only gathering statistics—which has nothing to do with really good school programs. The aid that has come is not for every one but only for selected schools, as I am sure you folks know. Then it is decided only a selected group within that school.

The philosophy of our local board has always been to provide equal opportunity for all and this type of aid makes opportunities unequal within our school system.

Mr. QUIE. I did not like this program when it was started, either. I feel I ought to say something for the legislation even so. When you say it only goes to selected schools, about 90 percent of the school districts of the country are covered by the Act. That seems pretty widespread.

Don't all the schools in your district receive money?

Mr. KINNEY. No, sir.

Mr. QUIE. That is up to you to decide who it goes to?

Mr. KINNEY. That is right; for instance, we have one high school that serves all the ninth through twelfth. We can have a project there. We have one junior high that serves seventh and eighth. We can have a project there. But we have five elementary schools, subprimary through sixth. We have been told by the guidelines that we can have them in less than half of the schools. So in the elementary schools, there can only be two projects.

Mr. QUIE. Why can you have them in only half of them? Because some of them have poor kids and the others don't?

Mr. KINNEY. No; because these are the Federal guidelines.

Mr. EATON. You have to select the level of impoverishment. If the schools have higher than level of impoverishment they can receive funds and have projects. If they don't have they can't receive funds.

Mr. QUIE. The intention is not to provide enough money for everything for everybody, but rather to try to reach the toughest situation. We are finding that it is impossible to find what an educationally deprived child is. They decided that since a large percentage of the poor kids were educationally deprived then hit the areas where there is a great incidence of poverty kids?

Mr. KINNEY. I agree with this. However, I think rural poverty is a little different than city poverty.

Mr. QUIE. I am a farmer and I work a farm and pay an income tax too.

Mr. KINNEY. There are some differences here. For instance, youngsters can come from the same family and go to junior high and be in the project if they are deprived.

Mr. GIBBONS. Mr. Kinney, you have seven schools altogether?

Mr. KINNEY. Yes.

Mr. GIBBONS. And five of the seven are elementary schools?

Mr. KINNEY. Yes.

Mr. GIBBONS. Is it local community provided?

Mr. KINNEY. No; our elementary schools, actually the subprimary through grade six ones, are neighborhood schools. They run 14 to 15 teachers.

Mr. GIBBONS. You must be transporting your high school children a long distance.

Mr. KINNEY. Yes.

Mr. GIBBONS. How many miles?

Mr. KINNEY. Probably 10 miles is the greatest distance.

Mr. GIBBONS. Do you think it would be wrong to transport these elementary school pupils 10 miles?

Mr. KINNEY. It would be in this case because of new buildings that have been built and so on. We can't close them. We can't build new ones.

Mr. GIBBONS. You have an unviable school system?

Mr. KINNEY. Two of the elementary schools run 500 youngsters. In our section this is a good-sized school.

Mr. GIBBONS. The others must be extremely small.

Mr. KINNEY. The smallest one is probably 125.

Mr. QUIE. Do you think we ought to get rid of this poverty criteria?

Mr. KINNEY. Yes.

Mr. GRANT. In our title I, if we had put it lower down it would have been more beneficial to catch these kids earlier. If we had gone

into the elementary school we would have run into a healthy run school.

Mr. QUIE. You mean the program actually prevented working with the kids?

Mr. GRANT. We could not, taken citywide. You may have a school that has more poor youngsters than any other school in the city. That does not preclude the idea that in the richest section, the best school, you may have a dozen kids in there that need it just as bad.

Mr. GIBBONS. Off the record.

(Discussion off the record.)

Mr. QUIE. The rest of the country did not go the way Maine did, and since some of us on the minority side will be more to contend with, there will be more improvement.

Mr. KINNEY. Evaluation of the program had to be made before the programs were fully in effect. Programs that were in effect in January had to be evaluated in May. It meant that some of the equipment and so on wasn't there. The timing for 1966-67 is as untimely as it was in 1965-66. We do not yet know our full allotment for this current year.

Mr. GIBBONS. Off the record.

(Discussion off the record.)

Mr. GIBBONS. All right.

Mr. QUIE. If you have a problem next year I wish you would write to us specifically, since we have talked to you here. We extended the act for 2 years with this in mind, with the promise exacted from the leadership that they would take it up this year rather than next year, so that we again can get leadtime for you. This is a very valid criticism. If you have some next time then there will be some other faults.

Mr. KINNEY. Fine. My last comment on title I. We have not been able to count on this aid, up until now at least, to build a quality program. There could be no long-range planning, because there is no guarantee that money will be forthcoming to support the programs once they were established. Quality teachers want nothing to do with these programs because of the insecurity of their continuance.

I will skip title II and go to title III, which is a disappointment to me as compared to my neighbor here. Title III as you folks know, is called PACE, which are Projects to Advance Creativity in Education. I have included in my report here, quoting from a manual put out by the U.S. Office of Education. I would just like to point out at the end it says that, "priority in funding is given to those projects which offer the greatest promise of advancing education and solving persistent problems." My district applied for two planning grants under this title, and we received them both. The one which has been completed was a planning grant for slow learners. This project was completed and the final report has been given the U.S. Office of Education and they classed it as a project of high quality. In our original application for a planning grant, we specifically stated that we would later ask for construction funds if the project were a successful one. We had to ask for a construction grant because of building facilities that are available to house such a program. We have been told that there are no moneys available for construction now or in the foreseeable future.

We were about ready to prepare an application for these construction grants. I do not feel that it is right, nor does it follow the intent of the law as passed by Congress, when this section was included. Because it very definitely states that construction is available.

It would appear that moneys spent on planning grants have been partially wasted, and the work and aspirations of many people cast aside in doing so.

Slow learners are a persistent problem of every school system, not only mine. Our study shows that 20 to 25 percent of the pupil population in every school falls into this classification. We feel that we came up with some solutions for this group in our study and could set the example for many school systems throughout the Nation if we could proceed to construction and operation. Yet this program is dead without further Government aid.

In conclusion, I would like to say that it would appear from my statement that I may be critical of Federal aid to education. On the contrary, I am for it in spite of its shortcomings. Some of the problems here can easily be solved by the Members of Congress and the U.S. Office of Education to the point where Federal assistance can be of great help to local communities.

As it is now, it leads to frustration on the part of school administrators. If you wish full value for each dollar spent, then Federal aid for each school district should be allotted much as our State aid is now, and leave the definition of needs up to local school committees.

Mr. GIBBONS. Thank you very much.

Mr. HATHAWAY. State aid now is on an effort and evaluation basis?

Mr. KINNEY. Kermit can answer this.

Mr. NICKERSON. For the general-purpose aid there are some specific aids that are on flat grant bases.

Mr. HATHAWAY. How much money was involved in the construction under title III?

Mr. KINNEY. About \$300,000 in construction in the first year of operation.

STATEMENT OF LAWRENCE LEWIS, SUPERINTENDENT OF SCHOOLS, MAINE SCHOOL UNION NO. 90, MILFORD, MAINE

(Mr. Lewis' formal statement follows:)

STATEMENT BY LAWRENCE LEWIS, SUPERINTENDENT OF SCHOOLS, MAINE SCHOOL UNION NO. 90, MILFORD, MAINE

To the Honorable Members of the Congress:

Maine School Union No. 90 is composed of eight towns having a total of under one thousand pupils in grades K-8. The largest school houses about 400 pupils while the smallest has one teacher and fourteen pupils enrolled in nine grades. In short, this Union is about as rural as can be.

Federal aid recently arrived in the form of ESEA Titles I and II and III to join previous programs primarily in the School Lunch field. Title II helped us start or improve school libraries while Title I put Teachers Aides to work in the majority of our buildings. The school superintendents in this area are working on a Title III project to start a residential treatment and educational center for emotionally disturbed children.

I would like to proceed to first lick and then bite the hand that feeds us. Through imaginative legislation, such as ESEA, the Federal government is making possible some of the practical pipe dreams that educators have had for years. More attention for individual children in oft-crowded classrooms cannot but help. Special programs to fill educational cavities in reading, math, and study skills will pay off. Financially, the local towns—even with State aid—were unable to be adventurous to any marked degree.

While a well-endowed private school might support a ratio of ten pupils to a class, we in public schools often exceed thirty-five pupils in a room. The theory of Federal aid lay dormant for many years while political problems such as parochial school aid, desegregation, and states' rights muddled the looking glass. At last, through a porthole marked Poverty Program, our dream was launched. We thank our Federal legislators for clearing away the puckerbrush and making programs available to help children. A partnership between legislators and educators will doubtless continue to improve the yield in the vineyards of our public schools. It's past time that educators burn the effigy of the venal politician with jowls, graft, and a two-foot cigar, provided our legislators set a match to the picture of a school man as one who does not know what a dollar is and has a head full of impractical ideas stemming from ivory towers such as our University of Maine!

In our progress to the Educational Utopia, I see some curves in the road—not roadblocks—to which I would call your attention. I cannot see why there should continue to be a tie-in to the poverty program other than as a basis on which to award funds. Children's educational liabilities and difficulties do not correlate highly to the Poverty Line. I think the accent should be that, if towns are continuing to support schools without saving on local taxes because of Federal aid, then the programs supported by the Federal dollar within the regular school program should be planned for all in need and not only the poverty stricken. Actually, this is what happens now in practice, but the machinery is administratively cumbersome. I suggest that programs should not be categorical. By this I mean that programs for all instigated by local initiative should be supported—not just those programs which benefit the poor.

A second problem we face is that of evaluation. When using Headstart funds last summer through OEO, when using NDEA funds to buy equipment, and when using the Federal support for the lunch program, no evaluation is required. By requiring this for ESEA programs under Title I, you invite a mountain of paper work and endless unnecessary staff hours. Should evidence be needed in Washington to sell future support under ESEA, let the call go out and we will be there. Our present scientifically unsound methods of evaluation are nothing more than objective window dressing for the much more important factor—our subjective opinions. If money is being wasted, I feel most school people are honest enough to say so if asked.

In conclusion, Federal aid is doing the job for which it was intended under ESEA. I am pleased that continued and increased support was forthcoming from the last session. At the same time, there is room for improvement in the administration of the ESEA program.

Mr. LEWIS. Gentlemen, I am the most unimportant man you will hear from today. I have the smallest school union. You have been hearing from the giants in Maine's education. I hold the distinction of having a town that goes under the name of Grand Falls Plantation, that has no children, no school, and a school budget of \$112; no people of childbearing age. We do use Federal aid, however. One thing Maine superintendents have needed for some time is three psychotherapists to let us vent our spleen and we appreciate your being here.

First off, I would reiterate this business about the difficulty of evaluation of programs. In my opinion under title I you fellows should eliminate the request that we evaluate. You don't require it under the National Defense Act. You don't require it under school lunch. You don't require it any more under Headstart.

What we do when we evaluate is come up with a pseudoscientific four- or five-page report and it is either in such educational jargon

that nobody, including other superintendents, can understand it, or it is so simple that it doesn't have anything to say.

Mr. GIBBONS. That is what I always thought about it, too.

Mr. LEWIS. I think it is important to get rid of that thing.

The second point, late commitment of funds from Congress. We would like to know in March or April at the latest what we would have for the coming season so that we can go out and hire in the spring. Right now I am running teacher aides because I can pick a housewife off the street, put her in as a teacher aide and not contract with her. So if funds run short—and as has been pointed out we don't know what we will have this year—I can dump her when funds expire. This limits our creativity.

I would like to speak to one final point, which is in Headstart, run very successfully in my school union last summer.

We are beginning to feel for the coming season the Federal nudge. I would like you fellows to get rid of this. The Federal nudge consists of this: We are told in forthcoming guidelines we are going to be instructed that our teacher aides must come from the poverty group. We want to hire the best teacher aides we can find. We want to hire teacher aides who have standards that the little children might emulate. I don't see that the school is a welfare agency, designed to pump money into the pockets of the poor. If we are going to run an educational program we want to run a good one.

Last year we were encouraged to hire as teachers parents of the children who we were to enroll in the Headstart program. We didn't do it. We hired, as Mr. Grant has said, competent teachers who were already teaching little children. This was not mandatory. I hope it won't become so. But the guidelines seem to getting a little more strict and more strict to the point that an independent character such as myself may come to the point where we have to recommend to our school committee that we dump it because we are getting too much Federal control. It is beginning to creep. So far it has been all right.

Those are the three minor points that I would like to mention.

Mr. GIBBONS. Thank you.

Mr. MERCIER.

STATEMENT OF WOODROW A. MERCIER, SUPERINTENDENT OF SCHOOLS IN MAINE SCHOOL UNION 113

(Mr. Mercier's formal statement follows):

STATEMENT OF WOODROW A. MERCIER, SUPERINTENDENT OF SCHOOLS IN MAINE SCHOOL UNION 113

Mr. Chairman and Members of Special Subcommittee on Education, I am Woodrow A. Mercier, Superintendent of Schools in Maine School Union 113, comprising the towns of East Millinocket and Medway. It is a pleasure to appear before you this afternoon to discuss with you the program introduced in our school union as a result of money made available under the Elementary and Secondary Act of 1965. Later in my presentation, I shall make specific recommendations which I feel this Committee should consider.

The town of East Millinocket is a compact area, with its chief source of industry the Great Northern Paper Company. The elementary school enrollment is 534 pupils. Medway has a sparsely-scattered populace, with an elementary school enrollment of 303 students. All students in these towns attend

Schenck High School in East Millinocket, which has a total enrollment of 479 students.

The town of East Millinocket was allocated \$2,659.30 and Medway \$2,279.40 under Title I of the Elementary and Secondary Act of 1965. Neither had sufficient funds to introduce new programs. However, application was made for a co-operative project—a summer school of six weeks' duration in reading, English and mathematics for students in grades four through eight on a tutorial or group basis. Our enrollment of 147 students, far higher than our earlier estimates, was well within the means of our staff and equipment. We were especially well planned, with enthusiasm and interest on the part of both instructors and pupils. Of the original 147 enrolled, we lost only 15 students during the six-week period. In the opinion of the students, teachers, and parents, it was a successful program. We were able to help those children who participated, and we added invaluable knowledge to our understanding of children. The students in return were in many instances given an educational experience unique in itself.

All funds under Title II were expended. East Millinocket received a total of \$1,785.88 and Medway \$717.92.

It should be pointed out that the utmost co-operation has been given by the Penobscot County Committee on Community Action and the Maine State Department of Education. Their co-operation and assistance in preparing our project was excellent.

RECOMMENDATIONS

1. Funds be turned over to the State Department of Education for distribution. This recommendation is based on several inadequacies which have arisen as a result of the distributions previously made.

A. The excessive allotment to some communities which were unable to use all funds allocated.

B. The town of Macwahoc received no allotment since the 1960 census information was not provided.

C. Money was not made available in sufficient time to assure the continuance of an approved project for the entire school year.

D. The State Department of Education should be more familiar with the make-up of the state and would be able to submit a plan for the distribution of funds on a more equitable basis. The use of the 1960 census is not a current enough basis for distribution of funds in a "moving" America.

2. To simplify preparation and evaluation of a project.

Frankly it appears as though the guide lines prepared, failed to consider that many superintendents in the state of Maine, do not have sufficient staff to prepare projects. It becomes a burdensome undertaking if he has four to ten towns for which projects must be prepared.

3. To have education projects approved by the State Department of Education.

It appears unnecessary to seek approval of both a Committee on Community Action and submit proposals to the State Department of Education.

4. To speed up channeling information to local units.

Guidelines for projects have been considerably delayed. Information concerning the allocations of funds to each town have not been made available soon enough.

5. To speed up project approval.

Many of our superintendents have had to telephone Washington in order to better acquaint officials with pertinent information, which has delayed project approval.

I shall be pleased to answer any questions you have concerning my remarks.

Mr. MERCIER. Mr. Chairman and members of the special subcommittee, I am Woodrow A. Mercer, superintendent of schools of Maine Union 113. This comprises the towns of East Millinocket and Medway. I am in a little different situation than some of these that you have heard previously. I have three school buildings, two of which are elementary. I have a supervisory principal in each. The town of East Millinocket is a very compact area which doesn't own a school bus. Children walk to school, and the chief source of industry is the Great Northern Paper Co.

The other town, Medway, is a very sparsely settled population individually scattered over an entire township. In East Millinocket we have 534 pupils in the elementary school. In Medway 303 students. All students in both towns attend Schenck High School in East Millinocket which has a total of 479 enrollment.

I have been told on several occasions that we come from a rich community. As a result, of course, our allotment was relatively small. We received \$2,659 for East Millinocket and \$2,279 for Medway under title I.

Since there weren't sufficient funds to run a new program, we decided to request and submit an application for a cooperative project which was a summer school of 6 weeks' duration in reading, English, and mathematics. We had an enrollment of 147, which far exceeded our expectations. The program was well planned by the administrator in charge, and it was met with enthusiasm and interest from the students, teachers, parents, and pupils.

In the total, we lost 15 students which we felt was exceptional. This, of course, goes along pretty much with the situation we have in the community, since our dropout rate over the last 3 years in high school has been 1.5 percent which was exceedingly low. This is primarily due perhaps to the fact that the Great Northern Paper Co. will not employ anyone unless they have a high school diploma.

We have had, over the last 4 years, 40 to 62 percent of our youngsters seeking education beyond high school. So I am not too much involved with many of the programs because we aren't in a situation where we can run a Headstart program because of our local situation, industry of course paying especially good wages in the State of Maine.

However, we expended all of our title II money with no problem. Of course, we are in a situation under the NDEA funds where we do have local funds available for matching purposes, and I have recently or within the last couple of months submitted several applications for matching funds which, of course, are being held up because money is not available.

We have on occasion, because we wish to provide as well as possible for our youth, gone out and purchased equipment and materials which would have been available under NDEA, but we felt we could not wait the 6 or 7 months for the matching funds. However, I was supposed to represent the smaller unions in the State. I can specifically turn to some of the recommendations which I have made here. Some of this, of course, is repetitious.

First of all, I indicated that the funds should be turned over to the State department of education for distribution. I see no problem with our State plan. I say this because I feel that it would be distributed on a more equitable basis, although one of my towns might be hurt by it. I have no objection, for example, to having the State submit a plan to the Office of Education, going along with this distribution to take care of the private schools as well as the public.

I also indicated here that the allocation of money for Elementary and Secondary Education Act of 1965 was based on the 1960 census. In our area, not in my jurisdiction, I have the town of Macawahoc, which received no money, since information was not provided by the selection on the 1960 census. We have a situation where money has

been made available to towns which far exceeded the amount that they could possibly spend. I would rather not name the specific towns and mention the sums but we have had several very small communities, one of which was allocated in the vicinity of \$120,000. They have done, I think, extremely well by themselves with the innovation of many new programs, but they are unable to expend the amount of money allocated to them.

I think this is not a typical situation but there are many such situations in the State. Of course I also indicate the fact here that money was not made available in sufficient time to assure continuance of approved projects and that, as has been mentioned before, the State department is more familiar with the makeup of the State, and would be able to submit a plan of distribution of funds on a more equitable basis.

To simplify the preparation and evaluation of a project is my second point. There is a very simple project which I indicated that we had in our community, for whose approval we had to submit five pages of single-spaced typewritten material. When it came to the evaluation, we submitted a 12-page report on the evaluation of our small project. We were notified that this was not adequate, and we were given some additional information to fill out on statistics and so forth.

Coming from a papermill town I think it is wonderful that we use this amount of material for reporting. Of course, I support this wholeheartedly. But I wish that the paper would be used in giving out information rather than having to receive it.

To have the education projects approved by the State department of education, although we have had excellent cooperation with the Community Action group along with the State department of education, I feel it is unnecessary to duplicate this. As a matter of fact, on my project, to show you how easy, how much cooperation we had, I had the administrator who was going to run the program write the thing up. I called the office of the Community Action group and asked them if they would approve such a project. They said, "Well, you send us a copy of the project and we will send you approval."

I went to Augusta, the next day, and my approval arrived in Augusta shortly after I did. So that, of course, I had no problem with the cooperation there, because they felt that this type of thing should be handled by the superintendents in the area.

I do feel that we should speed up the channeling of information to local units. I recall when this was initiated that superintendents were called in on several occasions to meet. The date was set 4 or 5 weeks in advance. We arrived at a central location, only to find those people who were supposed to explain those projects to us had not received the materials from Washington so that they would do the best they could on what knowledge they had. But as a result we went home with very little knowledge with the exception of the fact that there was a law passed through Congress. This happens on many occasions, you see, where this material is quite late.

I recall, I think it was the third meeting I attended to get the information that I should have had months before, and they finally did send the guidelines along, but they were in insufficient numbers so that all of us could not take one home. I also indicate here to speed

up approval, the project approval. I know of several instances in the State where under title III superintendents submitted projects. They ended up getting on the telephone, first I think going to the State department of education, wondering what happened to the project that had been approved there and forwarded. By getting on the telephone, I was able to talk to people in the State department, giving them additional pertinent information and received an approval over the telephone. This was only after 3, 4, 5, or 6 weeks of waiting.

This is about the basis of my reaction, at least to the moneys made available by Congress. We don't fall in the category where we get too much, we have used everything we have and naturally we would like to have more. We didn't get into the area of adult education because the town provides sufficient funds to run an adult program. We have a total population in the two towns of about 3,900 people, 1,300 of whom are attending schools. So that you see we have approximately a third of the populace in the schools. Of course that is an indication as to the amount of money that is earned by these people. They provide pretty well for the youth in the community. So that we have no great kick coming except the fact that if money was available were more available, we could do more for them.

Thank you very much for your attention.

Mr. GIBBONS. Thank you, sir.

Mr. Russell.

STATEMENT OF J. WELDON RUSSELL, SUPERINTENDENT OF SCHOOLS, LEWISTON, MAINE

(Mr. Russell's formal statement follows:)

TESTIMONY OF J. WELDON RUSSELL, SUPERINTENDENT OF SCHOOLS, LEWISTON, MAINE

Comments to this Committee reflect some personal experience and also reflect a consensus gained in discussions with many of my colleagues in the New England area. In order that this testimony be kept concise, I have prepared a series of brief statements concerning P.L. 89-10 and other federal programs. These statements are as follows:

1. Generally speaking, I feel that P.L. 89-10 has made a real contribution to Education in the United States. To implement the many programs involved has been a frustrating experience for most administrators, but still there is a strong feeling in its favor by most administrators.

2. The philosophy behind P.L. 89-10, as it is related to Title I, especially, has certainly caused the educators in this country and the public in general to take a very hard and objective look at the needs of the economically and educationally disadvantaged. It has brought about new thinking, new approaches and a better understanding in the field of Education.

3. Undoubtedly, the combination of extensive paper work, delays in the making of appropriations, lack of funds for administrative personnel for planning and development have caused many inefficiencies and, in fact, prevented the participation of some of the smaller school districts in some of the titles.

4. The rapidity with which Title I was put into operation, without proper pilot programs, was very frustrating to most school administrators. It would seem that new federal programs should be inaugurated, with long-term planning pilot programs and training of personnel to administer them.

5. One of the great weaknesses in the program has been to secure proper personnel to carry on the programs, as written up in the several communities. It would seem advisable to inaugurate training programs well in advance, so that personnel would be available to carry them through.

6. Most school districts already have crowded conditions and lack of physical facilities has been a strong deterrent toward innovations and efficiencies in new programs.

7. At the outset of the program no clear directions, proper forms and accounting procedures were available to assist local districts in setting up proper financial controls. The lack of control by the local school district to reallocate funds when real needs arise, and where a desire to develop and extend good programs exists, has been somewhat of a deterrent.

8. The procedure for allocating funds by using census figures has been proven to be unfair to many communities, as conditions have changed.

9. Procedures should be developed whereby accurate information can be secured to determine who are the economically underprivileged families, and based upon monetary income per family member, rather than family as a whole. This would require the expenditure of funds for a local census, but would get at the root of many inequities that now exist.

10. Title II has been very effective and the minor difficulties encountered can be readily ironed out.

11. I believe, and I am sure that many others will agree, that Title III of P.L. 89-10 should grow and develop in the future. This title gives ample time for preparation, review and consideration, in depth. It also tends to lead away from strict categorical aids and the use of funds would be placed in areas where the greatest need lies.

The innovative factor of Title III should be tempered, as many sound programs which are forward moving in a community may not necessarily be innovative in the eyes of a reviewing committee and still be very much needed.

12. The Head Start Program has been most effective in many communities where it has been operated under the direction of the local School Board. I strongly question placing Head Start under the O.E.O., as it is an educational program and should not be under federal control. I might add that the Lewiston-Auburn Boards of Education have voted not to sponsor the Head Start Program in 1967, as the O.E.O. has indicated that all non-professional personnel will be appointed by them and that the program director will be under their office. The Boards of Education have deemed that this is direct federal control of Education and they do not wish to participate, under these conditions. Let's keep Head Start in the hands of educators and local Boards of Education.

As a Superintendent of Schools in the State of Maine I have offered these comments and recommendations, which I realize are repetitious of many others. I appreciate the opportunity to appear before the Committee and present this testimony and wish to express my appreciation for the efforts of your Committee on behalf of American Education.

Mr. RUSSELL. Mr. Chairman and gentlemen, Lewiston is a community of 42,000, with a school population of 5,800. The programs we have had under 89-10 are titles I and III, the Youth Corps; manpower training has been one of our largest programs. We have 58 center programs in Lewiston for the State of Maine last year.

Mr. GIBBONS. How big is your district? Give us the number of people we are talking about.

Mr. RUSSELL. 42,000.

Mr. GIBBONS. 42,000 adults?

Mr. RUSSELL. That is everybody. That is the census figure.

Mr. GIBBONS. How many schools?

Mr. RUSSELL. Nine schools.

Mr. GIBBONS. How many school-age people?

Mr. RUSSELL. About 5,800. That is not including the adults. This is normal school. It does not include the manpower training schools we have for basic education, and so on. This is our straight school.

Mr. QUITE. How many title I kids do you have?

Mr. RUSSELL. The number of title I youngsters involved would be about 500. Our title I program is just under a hundred thousand dollars. Title II, around \$14,000. I don't know just how you figure

MDTA, but about \$500,000 to \$750,000. It has been a very large program. Headstart, we have had that for 3 years and so on. I feel that undoubtedly the combination of extensive paperwork, delays in appropriations, delays in approval, like under the manpower training, has made it very frustrating for us to keep people.

The lack of funds for planning programs at the outset has been a major problem, too. In fact, some of the smaller districts have not been able to participate. I believe the procedure for allocating funds under title I to be wrong, using the 1960 or 1962 census. I believe the figure of taking \$2,000 a family is wrong. It should be the amount of money per person in the family rather than that. I believe if this is going to be an ongoing program we should forget the census. We should take our own census, and Congress should provide the funds so that we can take census within our community and find out who the poor people are and then serve those people. Not do it this way. Then you can continue to identify from year to year very easily. But this should be done if this is to go on as a successful program.

Mr. QUITE. Since the program is to train educationally deprived, would it be possible to allocate the money defining who these children are without resorting to poverty standards?

Mr. RUSSELL. I think your local communities and I don't know how this can work in the big cities, but there are many factors involved. It is not just money. There are many other factors. These other factors should be listed. You should be able to use some judgment. You have a factor, a man may be making \$4,000 or \$5,000 in my community and have a family of eight or 10. But this man is not putting out the money for the child for medical, for the dental aid, and the child is falling behind in school.

I don't know how you supplement, but I think educationwise we should supplement funds for that youngster for the medical treatment and so on, and they should not suffer because the father is out playing around or drinking or away from home half the time. If you are going to get down to the people we want to serve, you can not say this is it, \$2,000. You have to use some judgment on this sort of thing.

I know this is extremely difficult, but a real census and a real study by the people going from door to door is the only way. If it is going to be long term I think we should be thinking certainly in that direction and get some real accurate information.

I believe that title III is our best opportunity to get away from categorical aids. If title III will forget some of the innovative factors that it has in it and let the community write up programs which are what they see and they know can be implemented and will be valuable. Then you get the local level element into this and you write up your program. In this way, you would have ample time to study and analyze and follow the program through next year.

Possibly you should have a pilot program ahead of any major amount of money being dumped into a program. But if we could work in that, then you could work in many of these things that we are getting now through NDEA and so on. You could work into a title III program.

This becomes, I realize, a general aid. We could work it this way and I think it could be worked effectively, but this again is long-term planning. If we are going to go to crash programs where all of a sudden you are told, "You are going to have a hundred thousand dollars, you have to set up a staff and have a program, no pilot programs, you just have this money to spend,"—this is for the birds.

Mr. GIBBONS. I may be wrong, Mr. Russell, but I think this is a gimmick to get the money to you. That is really what it is. We feel, as I have told you before, generally the way you do, but unfortunately those of us who feel that way don't have enough votes in the Congress.

Mr. RUSSELL. I agree on that but as these things develop, can't you fellows who feel that way gradually change it?

Mr. GIBBONS. We have to change some of the people up there.

Mr. RUSSELL. I realize the change will be gradual but we have to get some direction as to what the change is going to be. Do you not agree?

Mr. GIBBONS. I agree with you.

So that the record will be clear, a lot of things you say we agree with, but after trying for many years to get aid to education programs going, Congress finally found a vehicle, and although it has not turned out to be the best vehicle, at least it got it going.

We are going to try to straighten it out but our real problem is votes. We haven't had enough votes in the past that felt the same way that many of us do here at this table. That is our problem. If you will do the best you can with what we give you, as I know you have in the past, we will try to resolve the problems.

Mr. RUSSELL. My preliminary remarks I left unsaid. This has made some very definite improvement in education. We recognize this. I thought you people were interested in knowing how we feel locally. This is fine. We have spent all our money. We have improved the program. We still get criticism whether from an editor of a paper of Joe Blow on many of the things brought out by these boys. This is the thing we have to look at, and piecemeal by piecemeal, bring the thing together so that it makes sense, so that when the Federal aid becomes as normal as State aid it will be done on an equitable and reasonable basis and reach every child and give every child an equal opportunity.

Mr. GIBBONS. You like the vehicle we use in title III?

Mr. RUSSELL. I think that opens the door to general aid more than anything else and still keeps local control. I would like to see this again, as all the boys have said, go through the State and back to the local district—make this circuit.

I think that is the most promising vehicle we have. Not that there can't be better ones written, but of all we have now without upsetting the political bit let us increase the funds there, decrease the innovations and some of the stricter guidelines. Something that is not innovative in a particularly prosperous town may be very innovative in some of the smaller communities and be much needed. But it won't be approved because that is done in 50 places already and yet they say that is not innovative.

If we broaden the concept of title III, not upsetting the applecart, gradually you may be able through title III to get this equipment,

to get many of the things you have now and you can write that poverty program or anything you want to in title III. I think this could be worked out. That is your job but this is just the idea.

Mr. HATHAWAY. Did you have some specific proposals rejected under title III?

Mr. RUSSELL. No, I am just writing one now. I didn't even write one. I had too many Federal programs. I couldn't handle them. We are writing one now which I don't expect to get anywhere with but it will be fun writing it. My staff will gain something from going through the procedure. It will make them think.

Mr. HATHAWAY. Why don't you think it will get anywhere?

Mr. RUSSELL. One in four goes through. What we have in mind is not too innovative but it is very much needed in our community, I feel. I don't feel it has too much of a chance.

Mr. QUIE. Mr. Russell, before you go let me say this is the kind of testimony which we don't get in Washington. I can say for myself I really appreciate the testimony and the record you have made here today. I hope that this falls on ears besides the three of us. We hope that it will reach them. I think the effect of your testimony will be quite widespread. The old forces of opposition to Federal aid to elementary and secondary schools are gone. That was the fear of Federal control and the parochial school people.

Mr. RUSSELL. We are moving in a new era.

Mr. GIBBONS. You know, we have had some very deep problems. You probably know this as well as I do. We have had the problem with the church-state relationship and the nonpublic school attendance. That was a political problem. Then we had the race problem. Very fortunately for you it is not an issue in this part of the country.

Mr. MERCIER. Could I ask a question? Could you tell me whether this is the same reaction that you are getting countrywide from school men?

Mr. QUIE. We will tell you in 2 weeks.

Mr. MERCIER. This is the first one?

Mr. GIBBONS. Yes.

Mr. MERCIER. If we knew where you were going we could tip them off.

Mr. QUIE. We will be glad to tell you.

Mr. RUSSELL. I think we know your problems. We understand your political problems. We are very cognizant and aware of them. We think you are very aware of ours. We are very happy with the work that you have done. But we do feel that we have a responsibility to let you people know.

I write occasionally to Bill and to others and work through AASA and the New England association and our State association. We are doing this all of the time. But we do know you have problems. We know they are political. Still we just hope you won't give up. We hope you will keep on plugging for those things that are best for the youngsters of this country.

Before the time runs out, I do want to speak of OEO and the problem we have on that. The point I have here is that I think OEO is getting into the area of education. It is Federal control. You probably read in the papers this morning, that in Lewiston and Auburn

both boards have agreed that the Federal control is moving in when they tell us they are going to appoint the people who are to operate the program other than the teachers who are in the class of a professional person.

Mr. GIBBONS. Where did that come from?

Mr. RUSSELL. Directly from the director of the OEO office in our area, our county or area office.

Mr. GIBBONS. I am not sure yet to what you are referring. Are you referring to somebody in Boston or in Maine?

Mr. RUSSELL. He refers to and shows us the guidelines that they have. He says you must take these people from this group.

Mr. LEWIS. A man in Lewiston is telling you this?

Mr. RUSSELL. Yes. That is the director of the local OEO office.

Mr. GIBBONS. He has some guidelines?

Mr. RUSSELL. He has guidelines. In fact, we have read his guidelines. It does state they should get the personnel from the poverty group and put them in our schools. This cannot be done. It is impossible. The fact is that they are going to hire them. They are going to direct them. They are going to set a director over our director and run a program.

Mr. GIBBONS. Would you send me a copy of that? I would be much interested in that.

Mr. RUSSELL. Yes; I have sent a letter to Dr. Shriver. I will send the same letter to you.

Mr. GRANT. We sat down in our town. I told him I would be delighted to hire the teachers and handle the education of the 5-year-olds. However, it would not be that way. And if we could not have complete control of the education of the youngsters—he could have the health and everything else—then I wanted nothing to do with it. This is the way we left it. If it can't be that way—that I have complete control of the education—I don't want to be associated with it at all.

Mr. RUSSELL. That is the same position we were in. They said, "We have the funds and we are going to have the authority." Those were the exact words used. So we have voted not to participate in Headstart. Both boards of education, and have left it that way. Of course, they gave us three alternatives, one of which we accepted, where they would not operate the program entirely by themselves separate from the school department. They have not had an executive committee since this has come out. I don't know what is going to come out of it. I feel as educators we have to draw the line.

This is the thing we have been worrying about for years, actually Federal control, Federal people getting into our classrooms and operating programs, and we must not allow this under any circumstances. I believe Headstart should go under HEW.

Mr. GIBBONS. Off the record.

(Discussion off the record.)

Mr. RUSSELL. Mr. Chairman, it is long after 5. Although there are other things to be said, I realize you have a plane to catch. I thank you for listening and I trust the hearing here in Maine has been worthwhile to you back in Washington.

Mr. GIBBONS. It certainly has been that.

Mr. QUIE. We have time for a couple of questions?

Mr. GIBBONS. Certainly.

Mr. QUIE. In talking with people in OEO there is a strong feeling that the people in the welfare departments don't know anything, and that we ought to separate from them and drop them. There is the same attitude in OEO about educators. It is the old Peace Corps concept, where you sent people overseas who are not contaminated by State Department philosophy. Now they attempt to do the same thing here.

There is some truth to what they say, too, which gives it some credence. One of them has been the reluctance of educators to work outside of the school. I recall before our committee one time, we were talking about juvenile delinquency and reaching the children, one principal told me about an amazing thing that had happened in his school of reaching the parents of the deprived children and the children themselves. They required the teacher to visit the home at least once during the year with amazing results because the parents, when they were asked to come to school to visit with the teacher because of a problem with the child, usually didn't show up. And if they did they were tense and out of their environment entirely. They were meeting with people who were in authority similar to the police. But when the teacher went to the home—the teacher was frightened to death at first, but the parents were in their home environment and therefore they were the ones who were relaxed.

There were really good results. This is what we need. But in some places they absolutely refuse to do it.

Mr. RUSSELL. Every one of these deprived children we have listed have all been visited by the teacher. We have had a nurse or social worker visit them. We have had these people invited in small groups to come out and see the program and talk it over. We have had people in from various departments to speak to them on diet and budgeting, and it has been amazing to me that they did want it and they come back. But we feel as educators that we want to do the educational job, and we will work every way we can with OEO or any other office to help in the home. But we definitely feel if this is their objective they should give us the leadership, and we should give them every help we can.

We feel we should give the leadership in the school and we will accept any service they can give us on the side whether it is health or whatever it may be. It just is a matter of two women working in the same kitchen, they get into problems. I think that is what happens here.

Mr. QUIE. I fully agree with you but I recognize the impact these people have made on Congress. I would like to make certain that it will change a bit.

Mr. GIBBONS. One of the best arguments we have for OEO is one that you really can't defeat. Everybody has had a chance to put on something akin to Headstart, for how many years nobody knows, yet it took OEO to put on Headstart, the idea of really getting family involvement, the idea of combining health services with educational services. There is no reason why it could not have been done in the past, except apparently there was a reluctance on the part of some

people somewhere to do these things. While we are at times critical, and certainly I am critical of OEO, they have done one heck of a good job in some of these programs. I would not want any of my levity about OEO to indicate that all the things they are doing are bad. I think they have accomplished some remarkable things in the last couple of years, but I don't care to see them move in and try to set up dual school systems of dual operations.

Mr. RUSSELL. I think we all will agree on that, that they have done some fine things. They certainly have in my school. Last year we had an excellent program, as I know the other boys did in their schools. But it was a cooperative thing and we worked together very well. The fact is the fellow, Mr. Hooper, who was second in command, so to speak, was a former principal of mine, a very good friend. There is nothing personal about this in any way. It is the rules and the regulations and the way you have to play the game that is bothering us. They have done fine things. I am sure they will continue to. We have no argument with that. It is just this Federal control in the school system that is bothering us.

Mr. GIBBONS. This is not Federal control that Congress has authorized. Of course every now and then we have trouble with people who administer the law, not following what we think are the congressional guidelines, or law. We try to straighten it out every time we can.

Now, Mr. James E. Flanagan, principal of the Portland Adult Evening School, who has been in attendance at this meeting, has submitted a statement for inclusion in the record.

Without objection it will be inserted in the record at this point.
(Mr. Flanagan's formal statement follows:)

STATEMENT OF JAMES E. FLANAGAN, PRINCIPAL, PORTLAND ADULT EVENING SCHOOL, PORTLAND, MAINE

We are all aware of the increased necessity of education. Expansion has been abundant due to the elementary, secondary and higher education Acts and while we have Headstart for the toddlers, and new graduate programs for the Doctoral candidate, all substantial projects which have received the plaudits of every branch of education, there is one area of need which remains a challenge frontier—that is the field of Adult Education and I sincerely hope that this field may be brought to the attention of the entire Congress.

It was the consensus of the National Adult Conference in Chicago last month, since state, federal and local finances are used for elementary, secondary and higher education, therefore every citizen is entitled to the same use of taxpayers money for suitable education.

In 1964 Science Research Associates made a national survey of Adult Education, finding that today we have more than 25 million adult students of all ages from 16 to 65. During the next ten years there will be a veritable explosion in Adult Education:

Predictions are:

1. Our population will grow about 35%.
2. The number of adults under 35 years of age will increase 70%.
- N.B. The 18 to 35 age bracket supplies 90% of present adult enrollment.
3. Mere extensions of these numbers figure enrollment to increase 66.5%.
4. These figures combined with the present natural growth of adult education give us strong indications of an overall increase of 100%.

The new Congress will receive many requests for financial assistance in Adult Education. However, the one purpose for being here today is to ask your consideration and help on the new Amendment to the Elementary-Secondary Act, Title III—"The Adult Education Act of 1966". In the closing days of the 89th Congress, Title II B of the Economic Opportunity Act was repealed, shifting

the authority for Adult Basic Education to the U.S. Commissioner of Education. Congress authorized the appropriation of 40 million dollars for the fiscal year ending June 30th, 1967—but only 30 million dollars were actually appropriated. This has created a situation where many states will have to curtail, yes, even shut down Basic Programs that have been so difficult to recruit and build over the last eighteen months. If Congress in January was able to act swiftly and restore the 10 million cut from the original authorization it would enable many states to continue this Program through the fiscal year. Experience has shown that to drop the Program at this time will make it most difficult to start it again in July 1967.

Mr. GIBBONS. We appreciate very much the information you have given us today. It has been very helpful. I cannot say any more than just thank you very much for this.

Mr. Scheible, we appreciate very much the hospitality of the college here today, and all that you have done for us. We know it has been a long day for most of you, having to sit here all day. We appreciate it. We hope we will be back in Maine again soon.

(Whereupon, at 5 :20 p.m. the hearing was concluded.)

U.S. OFFICE OF EDUCATION

FRIDAY, DECEMBER 2, 1966

HOUSE OF REPRESENTATIVES,
SPECIAL SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR,
Boston, Mass.

The committee met at 9:30 a.m., pursuant to call, in the Carl S. Ell Student Center, Northeastern University, Boston, Mass., Hon. Sam M. Gibbons, presiding.

Present: Representatives Gibbons, Hathaway, and Quie.

Also present: Representative John W. McCormack.

Staff members present: Dr. Eunice Matthew, Education Chief; Charles W. Radcliffe, minority counsel for education; Maurice Hartsfield and Mrs. Helen Philipsborn, members of the professional staff.

Mr. GIBBONS. The meeting of the Special Subcommittee on Education of the House Education and Labor Committee will come to order.

First let me introduce myself. I am Sam Gibbons, a Member of Congress from Florida. On my right is Congressman William D. Hathaway, of Maine, once removed from Massachusetts, not too far removed either. On my left is Congressman Al Quie, of Minnesota.

We regret we are a little late in starting this morning. We had traffic problems. It is always hard to get started in a new city early in the morning.

Yesterday we spent a very informative day in Bangor, Maine, with the officials of the University of Maine and other higher education institutions there and with representatives of the State department of education and other public witnesses and public school superintendents.

This is the first day of our hearing in Boston. We have been charged by the Congress with the responsibility of evaluating the efforts of the U.S. Office of Education, and the implementation of the new acts dealing with the education legislation that the Congress has passed. I might say the new and the old acts because some of them are getting pretty old now.

We wish to make this hearing as informal as possible, and we wish it to be as candid as possible. We are not here seeking to castigate or criticize anyone. We are here merely to try to promote the cause of better education in the United States.

First on our list of witnesses this morning is the president of this very fine university, Dr. Asa Knowles. Dr. Knowles, we would like to thank you for providing these very fine facilities this morning and

for all the arrangements and for this opportunity to be with you, not only this morning but during the next day. We thank you for your hospitality. We admire your surroundings here and we want to know more about your activities.

So, Dr. Knowles, I will turn the program over to you now.

STATEMENT BY DR. ASA S. KNOWLES, PRESIDENT, NORTHEASTERN UNIVERSITY, BOSTON, MASS.

STATEMENT BY DR. ASA S. KNOWLES, PRESIDENT, NORTHEASTERN UNIVERSITY, BOSTON, MASS.

INTRODUCTION

My name is Asa S. Knowles and I am President of Northeastern University. Northeastern University is the largest university in New England, one of the largest private universities in the nation, and the largest university in the free world committed to the Co-operative Plan of Education.

I am pleased to appear before this committee to testify on the University's involvement with programs administered by the U.S. Office of Education. Northeastern has been the beneficiary of a large amount of funds from the U.S. Office of Education. Our experience with the Office has been a very happy one; and I am, therefore, very pleased to be here to make some recommendations to the Committee relative to the financial support of higher education in the United States.

Northeastern: Beneficiary of Federal aid

In recent years, the University's expansion of academic and research programs has been supported by industry, private foundations and federal government agencies, including the U.S. Office of Education. During the past year the Office provided support in each of six major areas:

Construction of Facilities.....	\$1,616,219
Fellowships and Student Assistance.....	2,827,557
Library Materials and Instructional Equipment.....	5,000
Training and Course Development.....	125,875
Research	42,985
Institutional Development.....	18,000
Total	4,635,636

By far, the major portion of this support (75%) was for construction under Titles I and II of the Higher Educational Facilities Act and for scholarships, fellowships and student loans (under the National Defense Education Act and the Higher Education Act). Particularly noteworthy were grants of \$1,800,000 for the Work-Study Program and \$350,000 for Educational Opportunity Scholarships.

As I understand it, the purpose of this committee is to make the most effective use of the taxpayer's dollars and assure us of the best system of education this nation can provide. It is important with a growing population such as ours, that fifteen to twenty institutions of academic excellence not be expected to carry the nation's educational obligations. What is needed is 150 to 200 universities of academic excellence in order to adequately serve our educational needs.

RECOMMENDATIONS

In this light, I recommend that *institutional grants* be given to those colleges and universities which have shown evidence of a strong potential for academic excellence in the areas they serve. As our society moves rapidly from a rural to an urban-based population, I believe that most of these institutions selected for development should be universities in municipal areas.

Secondly, it is my recommendation that these programs be *administered on a regional basis* by regional representatives of the U.S. Office of Education, as they

are most familiar with the progress and potential of the institutions in their locale.

Thirdly, I should like to recommend that *more funds* be made available under *Title 3 of the Higher Education Act* for the initiation of Co-operative education programs in colleges and universities across the country. I need not expound on the advantages of Co-operative Education other than to say that this unique system of higher education which integrates classroom study with paid practical work experience enables many youths of low-income families to attain the college education they could not otherwise hope to afford. In addition, we think it is a superior form of education.

Colleges and universities conducted on the Co-operative Plan of Education require five calendar years to complete the traditional four-year college program. Those who attend these colleges complete all of the academic requirements of the traditional college. In addition, they have the benefit of two years of experience related to their chosen field of study in regular paying jobs. Under this plan, students attend college on a full-time basis during the freshman year and then devote four additional years to alternating regular periods of study and work.

Northeastern has more colleges and programs operating on the Co-operative Plan, more students enrolled in these colleges and programs, and more students employed on co-op jobs than any other institution in the world. More than 8,000 upperclassmen studying in forty different undergraduate and graduate programs are employed as "Co-op trainees" by some 1,500 different employers. The combined earnings of these students total over \$18,000,000 annually.

Northeastern has made a special effort to urge the underprivileged to take advantage of the University's educational programs. With the cooperation of the Ford Foundation, Northeastern has offered Negro youths who were not planning to attend college, the opportunity to come to Northeastern on a special program designed to prepare them for collegiate study. The Negro community's own enthusiastic response to this program has encouraged other Negro students to apply to Northeastern.

NORTHEASTERN UNIVERSITY

Northeastern's unique contribution to higher education has been in the realm of Co-operative Education. Here the University has assumed a position of world leadership and is today a model for many colleges and universities seeking to adopt the Co-operative Plan. Nationwide, there are more than 100 colleges and universities conducted on the Co-operative Plan at this time. Northeastern, through its Center of Co-operative Education Information, is providing consulting services to approximately 40 other colleges and universities which are considering the adoption of this plan.

ACQUISITION OF LAND THROUGH HEW

At this time I want to express to you and other officials of the United States government the appreciation of the Board of Trustees, the University administration and the faculty for making available to Northeastern University without cost two former Nike sites which had been declared surplus property. One of these is situated in the town of Burlington, Massachusetts, and consists of nearly 16 acres of land. This has been developed as a suburban campus of the University. Its primary purpose is that of serving Boston's famous electronic row situated on or near Route 128. The University constructed a classroom building costing one million dollars and has provided parking space for nearly 2,000 cars. In addition the University converted and enlarged a former barracks building to be a library. This campus now enrolls more than 5,000 students attending day and evening programs.

A second site, situated in Nahant and consisting of nearly 20 acres of land, is now being developed as a Marine Biology Research Center. The University has remodeled the existing building and improved the property. The University has already spent nearly \$50,000 to develop this site and contemplates spending in the immediate future another \$150,000 to provide laboratories and other facilities needed.

I would like at this time to express my deep appreciation of the splendid cooperation received from the officers of the U.S. Office of Education serving the

New England area, from Mr. Donald De Hart, Regional Representative, Office of the Commissioner, Office of Education, Department of Health, Education, and Welfare, and also to Mr. Edward G. Bradley, Regional Representative, Department of Health, Education, and Welfare, Surplus Property Utilization Division. I also want to report the splendid assistance Northeastern has had from Dr. Eino Johnson, Student Financial Aid Officer, Bureau of Higher Education, and Dr. Richard McCann, Executive Director, Higher Education Facilities Commission. The federal government is indeed fortunate to have men of such high caliber in its service.

Estimated Federal support from the U.S. Office of Education during 1965-66

Construction: Chemistry and Bouvé-----	\$1,616,219
Fellowships, scholarships, and student loans-----	2,827,557
NDEA—Doctoral fellowships (14, at \$5,000 a year)-----	70,000
NDEA—Student loans-----	487,500
Educational opportunity grants-----	353,682
Work-study-----	1,856,500
Talent-search project-----	59,875
Library materials and instructional equipment: Library basic grant--	5,000
Institutional development: Special education—Speech and hearing--	18,000
Training and course development-----	125,875
Community and continuing education-----	60,000
Career information manuals-----	6,000
Laboratory school—Remedial education-----	59,875
Research: Instructional technology-----	42,985
Total-----	4,635,636

Dr. KNOWLES. Thank you very much, Representative Gibbons.

I want to welcome all of you here to the campus. We are very pleased that we were able to work out these arrangements for the committee. We are hoping that we can make you comfortable while you are here. We will be glad to provide you with any services that we can that you need. We look forward to becoming better acquainted with you. I will make a brief statement as requested.

For the record I would like to say that my name is Asa S. Knowles. I am president of Northeastern University. This university is the largest in northern New England and one of the largest private universities in the Nation. We have a total enrollment of approximately 33,000 students of whom roughly 12,500 are full-time students or, as we call them, cooperative students.

I am very pleased to be before the committee because Northeastern has been a beneficiary under the grants programs of the U.S. Office of Education of the Department of Health, Education, and Welfare and we have received significantly large amounts of funds from the U.S. Office of Education.

Our experience I am happy to say with the Office of Education has been a very pleasant one, very cooperative. We are very impressed with the officials that they have. We are very pleased to commend you and your associates for the fine caliber of people that you are

bringing to the Office of Education and the work that they are doing.

You requested that I make a brief statement of Northeastern's financial aid. I have done so in my written statement. The total amount of this this past year was \$4,635,000 in round figures. Seventy-five percent of this was spent for construction of new facilities under the Higher Education Facilities Act provisions in the act of 1965.

Particularly noteworthy, too, have been grants of \$1,800,000 for the Work-Study Program. I think that may be the largest grant for Work-Study in the United States.

It might interest you to know how we used this in part. It is not in my script but I will depart from my statement for a moment to say that we have found that this makes it possible for us to use this as a basis for providing competent students for a number of source agencies that very much need the additional help.

We operate on a cooperative plan of education which I will describe later. This plan of education is a plan to which we are wholly committed. Our students come here for the first year and attend college for three-quarters and then at the first year they divide into two divisions, division "A" and division "B". They are on a quarter calendar system. For the next 4 years these students alternate on a 12-week basis with programs of study and regular paying jobs in industry, business, professional organizations, health agencies, social agencies, and Government agencies.

In fact the Federal Government is our largest employer. We have a number of students in the Library of Congress. They work for the Federal Power Commission, they work for a number of local agencies and for the Office of Education itself.

The following listing, furnished after the hearing, gives a break down of types of assignments held by students in the Work-Study program at Northeastern University.

*Northeastern University College work-study program distribution by
type-estimated*

	<i>Number of students</i>
Cooperative assignments:	
Federal agencies-----	6
State agencies-----	24
Municipal agencies-----	40
Private agencies-----	62
On-campus-----	40
Subtotal-----	172
Part-time assignments:	
Federal agencies-----	5
State agencies-----	12
Municipal agencies-----	90
Private agencies-----	300
On-campus-----	330
Subtotal-----	737
Total employed-----	909

NOTE.—Data from July 1, 1966–Dec. 1, 1966.

NORTHEASTERN UNIVERSITY OFF-CAMPUS AGENCIES EMPLOYING WORK-STUDY
STUDENTS IN FISCAL YEAR 1965-1966

- | | |
|--|--|
| *Boston State Hospital | Y.M.C.A.—Malden |
| Y.W.C.A.—Cambridge | *Massachusetts Historical Society |
| Y.M.C.A.—Boston | *Department of Correction, Commonwealth of Massachusetts |
| Denison House | Brookline Recreation Commission |
| Newton Boys' Club | Hattie B. Cooper Community Centre |
| Elizabeth Peabody House | *Lahey Clinic Foundation |
| Newton-Wellesley Hospital | *Albany Redevelopment Authority |
| Y.M.C.A.—Cambridge | *National Association of Housing and Redevelopment Officials |
| Massachusetts General Hospital | City of Waltham |
| *Christ Child House | Boston Housing Authority |
| City of Boston, Administrative Services Department | C.A.P.R.I. (Community Action Prog.) |
| *Division of Child Guardianship, Commonwealth of Massachusetts | Hawthorne House |
| *Boston Municipal Research Bureau | Fidelity House |
| *Massachusetts League of Cities and Towns | Youth Activities Board |
| *Broadcasting Foundation of America | Board of Higher Education, Commonwealth of Massachusetts |
| *National Commission on Co-operative Education | Boston Public Library |
| Teenage Employment Skills Training Incorporated | City of Lynn |
| *House of Representatives, Commonwealth of Massachusetts | Dorchester House |
| Children's Museum | Girls' Clubs of Boston |
| | Citizen's Scholarship Foundation of America Incorporated |
| | Morgan Memorial |

*Some or all of the students placed with these agencies are on regular cooperative work assignments.

Dr. KNOWLES. This plan allows students to alternate regular periods of work and study. Work is in the fields in which they are studying for the most part, and they are able to earn enough money during their period of upper class years to pay in some instances all of their expenses if they can live at home or, if they cannot live at home, nearly all their expenses.

Our students last year earned \$18 million in wages and salaries which is quite a financial help program. Under this program we are able to have the social agency put up 10 percent of the funds, I believe it is, and then the students are assigned to them as regular cooperative students to provide essential staff personnel that they need and these students work in these source agencies, receiving salaries that can be paid under this program, Work-Study program.

We are able, therefore, to make available to a lot of social agencies the very valuable assistance that they would not otherwise be able to obtain because their budgets do not have enough funds to hire these people. I think we may be one of the few schools in the United States doing this although there are a hundred colleges on this co-operative plan in the Eastern United States and new ones being established all the time.

We are working with 40 others right now who are converting to this program.

Mr. GIBBONS. Would you repeat the amount of money that your students earned last year?

Dr. KNOWLES. \$18 million.

Mr. GIBBONS. That is very impressive.

Dr. KNOWLES. It is.

Mr. GIBBONS. It certainly is a great form of student assistance.

Dr. KNOWLES. It is. On top of that we give out pretty close to \$2 million financial aid to students. Part of this is Federal grants under the program of educational opportunity scholarships and some if it, of course, is Federal loan funds. But about \$1 million of hard cash comes from our own endowment funds, income, and other sources.

Mr. GIBBONS. In the 12-month period how much time does the student spend in this cooperative work?

Dr. KNOWLES. Approximately 50 percent. During the 5-year period he obtains 2 years of experience in the job related to his field of study. The engineer works for an engineering firm or industry related to engineering. The accounting student works for professional accounting organizations. The sociology major works for social agencies.

Mr. GIBBONS. Let me see if I understand the way you physically arrange this for your student body.

You bring a freshman in here and for three-quarters he works in the university as a student——

Dr. KNOWLES. Right.

Mr. GIBBONS. Then he takes his fourth quarter out. You divide the class at that time.

Then he comes back after that quarter.

Dr. KNOWLES. He comes back in the fall of the next year. One group of students goes to school and another goes to the job. We repeat each quarter twice so that at the end of the quarter the student who has been in school goes to work. The student who has been at work comes to school. We repeat each quarter twice so that they have the same educational program and the job is covered all the time, because each job is held by two students.

Mr. GIBBONS. How long does it take the student to graduate?

Dr. KNOWLES. Five years. We work and go to school around the calendar. Five calendar years are involved. We complete all the academic requirements of the traditional college. They have an additional 2 years of experience.

Mr. GIBBONS. It makes maximum use of your physical plant.

Dr. KNOWLES. It does. Our faculty can be smaller in size. There is the added advantage that we don't need as large facilities because at any one time only two-thirds of the total student body are here on campus. In other words, we have 12,500 total enrollment. Of that number 7,500 are undergraduates who are here on campus at any one time.

Mr. GIBBONS. Are there any other universities or many other universities or colleges that follow the same procedure you have?

Dr. KNOWLES. Yes. There are about 103 colleges right now that we call cooperative colleges. The University of Cincinnati is like Northeastern in several of its programs; not all of them. Drexel Institute in Philadelphia is the next largest in size to Northeastern. They are wholly cooperative, as we are.

Antioch College of Western Ohio is a well-known one. They operate a little differently than we do. Georgia Tech is one of the large ones. They have 1,200 students on Cooperative Education.

There are variations of this plan. We begin in the sophomore year alternating work and study. Some don't start until the upper class

years. We are unique in that we try to place all students. Some schools make it a selective program. They only place students of B grade or better. We don't believe in that. We believe that the work experience is just as important to the student who does not study as hard as to those who have good grades.

Mr. GIBBONS. Dr. Knowles, to the best of your knowledge what percentage of all the students in higher education are involved in this plan?

Dr. KNOWLES. In terms of those enrolled in the upper class years of cooperative colleges, about 60,000 full-time students at the present time. Some of the colleges in this field are very small. We are the largest and we have the most programs. We have 1,500 employers.

I gave testimony on this in Washington before Senator Morse. The Higher Education Act, title III provides funds to assist colleges to convert to this plan of education.

Senator Morse took the position he would rather see Federal funds used to establish the type of education so that students could provide it themselves than to provide Federal money for scholarships which are just handouts.

Mr. HATHAWAY. Doctor, would the increase in the matching requirement of from 10 to 25 percent affect the Work-Study Program? Would the fact that the agency or institution will have to put up 25 percent beginning next year instead of the 10 percent be a deterrent?

Dr. KNOWLES. I see what you mean. This I can't say. I don't know how the social agencies will react to this because they are putting up this money. I don't think it will affect us in the numbers we hire here at the university. Whether the various social agencies in the field will feel they have the funds I don't know. They operate under very tight budgets and they are supported by the Community Chest. This has been a tremendous help to the organization.

Mr. HATHAWAY. Does this cooperative plan extend to your graduate school?

Dr. KNOWLES. Yes. Nearly all our graduate programs are on the cooperative basis.

Mr. HATHAWAY. Including the law school?

Dr. KNOWLES. The law school that we are about to reopen will be cooperative, yes. We used to have a law school. We closed it in 1956. We are now reopening it in the fall of 1968. This program is to be cooperative. The law students have to have approximately a year of really seven quarters of internship working in legal departments of corporations and in law offices.

We have already lined up jobs for these students. This will give them internship as well as legal education.

Mr. QUIE. Do you have any combination for the student who receives some of his assistance under the work-study program and part of it under one of the work programs, the cooperative programs, or does he receive work-study money on that—

Dr. KNOWLES. We have situations where students will be cooperative students and also have some Work-Study opportunities while they are in school. I believe Mr. Cates is going to testify on this a little later and give you quite a breakdown on figures.

He is very knowledgeable in this. I think he is one of the ablest men around in the student financial aid area. He is testifying later. He can give you very complete information on that.

Mr. QUIE. I will withhold my questions until he appears.

Dr. KNOWLES. To get on with my recommendations, I think I have already covered some of the things I had in my report. First I would like to recommend that the Office of Education give greater attention to what I call institutional grants to the universities and colleges that show evidence of being strong and have a potential for being strong and academically excellent.

I think that in a country as large as ours with a big and rapidly growing population, education is vitally important to our national welfare. The Nation can't be as strong as it ought to be if we have only 15 to 25 of what we think of as academically excellent, outstanding institutions of higher education.

These are in part as you know the "name" institutions that are usually mentioned when we talk of those that are very outstanding. I think we ought to have a couple hundred of these. I would hope that we could select the institutions that we think have the greatest potential, and pour funds into them so that we would have not just a small number but as many perhaps as 200 very strong, very outstanding, academically excellent institutions.

I think these programs secondly should be administered—

Mr. QUIE. Before you get on the second point, let me ask you, what you are talking about is really an expanded land-grant-college type of grant used by the institutions for whatever purpose they see fit?

Dr. KNOWLES. Not necessarily. The Land-Grant College Act provides funds for the support of agriculture, mechanical arts, home economics, and so on. I am talking about institutions that are already privately financed and are on the threshold of academic stature of real strength.

I think substantial grants of \$5 million, \$10 million or maybe grants to bolster certain departments across the board within the institution could make this difference between having very outstanding undergraduate and graduate programs and doctoral programs and having institutions that are not as strong as they ought to be.

Mr. QUIE. Once they become as strong as they ought to be would they lose their grants?

Dr. KNOWLES. It ought to be done two ways.

First of all I think the institutions should try to find some ways of bolstering their own finances. I think that this might be a continuing program of grants. I know what you are talking about, "What happens when the grant runs out?" There ought to be a continuing program of grants.

I think this is important to our total national welfare. The National Science Foundation is already doing this. As you know, in some instances they are helping institutions in the technological science fields to bolster them and become very much stronger and outstanding in different parts of the country.

I learned just this morning that apparently the Department of Defense is going to have a program in the science area. I think we need to support more than just science. We need to support the humanities,

business science, health science, in these paramedical fields of nursing education, pharmacy, physical therapy, occupational therapy.

We ought to have outstanding academic institutions. I think Federal funds should be given on an institutional basis to let these institutions become really strong and outstanding. I think it would be a good investment of public funds to do this.

You might raise the question, "What happens to the institutions that don't get this?" I think we have to say that these are the institutions that have not yet demonstrated that they are at this point where these additional funds will make the difference.

The national welfare requires that we single out the institutions that are on what we call the threshold of strong academic stature.

MR. QUIE. Who would make the decision?

DR. KNOWLES. I am recommending that it be done on a regional basis by representatives of the U.S. Office of Education because I feel that they know the area best, know the institutions, and they are in a position to give an honest appraisal from firsthand knowledge to people in Washington.

These are very able and competent, but they are not close to local situations, and naturally I think there is a tendency for them to finance and support the institutions that are best known, the "name" institutions in large part, which are excellent institutions. But if you ask the average person to name colleges, he could usually name a few of those nationally known because of the reputation made, a few who have very outstanding football teams perhaps. Then you ask him to name any others and he can't go too far.

This is to be expected but there are a number of excellent institutions serving regions and areas, that are regional institutions and local institutions that meet very important needs of that region.

For example, here in Boston our University has the most extensive programs in engineering and science for the local community. We offer a large number of programs including programs that are at the postdoctoral level for the engineers and scientists in our local businesses and industries.

We have a suburban campus on Route 128, "electronic row" in Boston. This was set up to provide graduate programs for engineers and scientists for the business and industries in that area. One of the programs is a so-called start of the art programs, where we offer postdoctoral work for a large number of scientists who want to be kept up to date in their field. We have about a thousand people in those programs.

We admit the largest number of students to college of any college or university in this area from the metropolitan high schools. We also have a large number of students who come from outside of Boston, but we are primarily an institution that is serving a local community.

We happen to have a grant of \$900,000 from the National Science Foundation for electric engineering. We have a similar grant for a chemistry building under title II where quality of faculty happens to be a factor. These are departmental grants. I would rather see broader grants.

MR. QUIE. Why do you say regional basis rather than State basis?

DR. KNOWLES. I define the region as being a metropolitan area or New England area or State area.

Mr. QUIE. You don't mean by region necessarily the region established by the U.S. Office of Education for the regional office?

Dr. KNOWLES. I think that the New England area established is a pretty cohesive unit. We think of ourselves as being a regional institution. We draw students from all New England. There are a large number of students from Maine, Vermont, New Hampshire. We draw them from Connecticut and Rhode Island. We have 1,500 employers of our students. I would say 1,200 or 1,300 of those are in the New England area.

I think the regional administration will help because they know the institutions and they know the colleges and know the most about them. It does not mean you should not have people in Washington making final decisions.

I also would like to suggest that more money be made available for urban education, urban institutions, because as you know our population is becoming urban oriented. You hear various reports that within 10 years, 85 percent of our people will be living in metropolitan areas. I have not seen figures lately but I think more than half of all the students attending schools go to schools in metropolitan areas. I would like to urge that in your grants the urban universities be singled out for special attention because here is where you are going to serve the greatest number of students going to college. This is very important.

The other thing I would like to stress before you is that I hope you will see to it that more funds are made available under title III of the Higher Education Act to provide moneys needed to establish more cooperative colleges.

I think this is the best way to help young people. We happen to offer a superior kind of education because students get work experience related to their field of study. The boy, for example, who is in engineering can work in research laboratories of some of the larger electronic companies here in electric engineering or mechanical engineering or in a chemical company if he is in chemical engineering.

If he gets out of school, he has a pretty fine education, with the combination of work and experience. I would like to see more of this type of college because the financial aid has to come primarily the first year. After that, they can pretty much help themselves in going through college.

I have talked about Cooperative Education so I just want to say briefly that this plan of education has great advantages for the underprivileged people. I suppose the great bulk of Northeastern students come from middle class income and lower-middle-income groups.

We made a study a year ago that showed 20 percent of our students came from families having incomes of less than \$4,000 a year. This means this is the kind of school to which they can go.

Now we have been able to admit here a substantial number of Negro students. This last year we took in a hundred Negro students. Part of this was a program financed by the Ford Foundation in which we go out to the field and find boys and girls in the Negro community who would not be going to college, but who have the ability to do so. We give them special instruction to prepare them for college, summer school, and then we bring them to the university and

enroll them in nursing, business education, pharmacy and so forth, and they go through.

The Ford money provides scholarships for the first year. In their upper class year they are assigned to jobs. You remove a fear that many of these youngsters have that even though they get an education they won't be able to enter their professional fields. They go out on cooperative jobs. They earn money, get a great deal of confidence. The other employers can observe them. We think this is a very fine program for them. This has been very popular and very well received by the Negro community in Boston.

I suppose we do more for this community than any other single college in this area. We run a dropout school, for example, in this area. So, Cooperative Education is really a great help to young people who come from families of limited resources.

The fact that they can earn part of their education—in fact, a big part of it, and the fact that they get work experience and learn how to get along with people and adjust to the work situation—this is of great advantage.

We are very pleased, we are very proud of our service in this area. We have large numbers of students who could afford to go to college anywhere but who come here because they want a Cooperative Education.

What I am saying is that this kind of school has for a long time given the biggest educational opportunity for those whose financial resources are very limited. I think that is a very fine contribution for us to make.

Mr. QUIE. How many Negro young people are there in all these programs you talked about?

Dr. KNOWLES. I am not supposed to count the number of people by racial groups. I was talking to young Negro students who came in to ask if I could give them money to go to New York to attend a conference, which I am glad to say we did. They wanted to go to a conference on African-American student relationships at Columbia this weekend. I asked them how many there were in school. We concluded there must be 250 here. They know pretty well. This was a figure they agreed upon. We never counted by color.

Mr. QUIE. How about the dropout group you work with before they attend?

Dr. KNOWLES. This is a school we established to encourage those people who are dropouts to come back to school. We run this from our office of college education. This is conducted over in the Roxbury area. I am not sure of the numbers enrolled at the present time but I would guess it is probably more than 25 but less than 50.

Mr. HATHAWAY. Doctor, what is your tuition here?

Dr. KNOWLES. Roughly \$1,300 a year.

Mr. HATHAWAY. Do you have dormitories?

Dr. KNOWLES. Yes; we do. We have dormitories. We have approximately 2,500 students in dormitories.

Mr. HATHAWAY. What does the board and room cost?

Dr. KNOWLES. Roughly \$30 a week.

Mr. HATHAWAY. Do the dormitories accommodate all the students that need them?

Dr. KNOWLES. No; we have need for more dormitories. We have used Federal funds here to build dormitories. This has come out of the Department of Housing and Urban Development. We have been very fortunate in obtaining funds from the Federal Government for building dormitories. We have built two new dormitories and are building a third with Federal funds. We have had \$10 million in funds for dormitories. We have put a lot more money in other buildings.

We have bought and remodeled dormitories ourselves. We are headed toward a 50 percent local enrollment, 50 percent from away from greater Boston—New England States, Eastern States.

This kind of education is very popular. We had over 11,000 applications for admission last year. That shows you the popularity of this kind of education.

Mr. HATHAWAY. Will this new dormitory plan take care of the 50 percent that come from away?

Dr. KNOWLES. The dormitories, when they are all completed and the fraternity houses plus boarding houses would; yes. You see, our dormitories do not have to be as spacious as you think because the student in the cooperative job stays for his term in school, goes out and another student comes in. So for the upper-class student, the dormitory room very often serve two students.

Mr. HATHAWAY. You have a night school?

Dr. KNOWLES. We have a very large program in the evening serving 20,000 students.

Mr. HATHAWAY. Do you work that on a cooperative basis?

Dr. KNOWLES. No.

Mr. HATHAWAY. The daytime job might not be connected with the night school activities?

Dr. KNOWLES. Very likely they are, because the student in accounting will come here and major in accounting in the evening, or the student that is working for an electronics company will come here and take electrical engineering in the evening, and similarly in construction and civil engineers.

Mr. HATHAWAY. Do you help those get jobs during the day?

Dr. KNOWLES. No. Boston is a very unusual area. The Boston areas for the most part pay tuition costs of all students going to part-time evening programs. There are over a hundred companies in the area that have programs which pay all of the costs of their employees going to college. They encourage them to go to evening school to get their degrees and advanced degrees. This area and southern California are the only two areas in the country that do this extensively.

I think perhaps I have said all I need to say, except I do want to commend some people here very briefly. I want to mention two other things.

We did receive from the Federal Government two very fine pieces of land that were formerly Nike sights. Our suburban campus is a Nike sight, with parking space for nearly 2,000 cars. This has been very successful. We enrolled about 2,000 students there.

We took another Nike sight in Nahant. We are building a marine biology station there. We are pouring \$200,000 into this in the next

year or so. We have already spent \$50,000. I said \$150,000 in the paper but that was conservative figure. It is nearer \$200,000.

These two Nike sights now are being used very constructively. I think some of the people in General Services Administration had requested pictures of our suburban campus as being an example of the best use of surplus property which has been made.

I want to express my appreciation to Donald DeHart, who is here, who has been most cooperative. You know who he is, regional representative of the Office of the Commissioner, Office of Education. He has been very helpful to us in a great many ways.

I want to particularly thank Mr. Edward G. Bradley, regional representative of the Department of Health, Education, and Welfare, Surplus Property Utilization Division. He has been very helpful to us in these grants of lands.

And Dr. Eino Johnson has been very helpful to us in the student finance area.

Dr. Richard McCann on my left, the executive director of the Higher Education Facilities Commission, has been very helpful to us.

I want to say that you are very fortunate to have such fine people in Boston. For that matter, our experience in Washington is the same. These are all high caliber people. They are doing a fine job. Try as I might I can't find anything to complain about. That is all I have to say.

Mr. GIBBONS. Dr. Knowles, we appreciate your testimony. It has been very stimulating and very interesting. We know that the president of a university is always very busy so if you have to leave at any time please don't feel you will be offending us. We would like to have you here and would like you to join in the rest of the conversation with us as we go along because we can use your expertise, but we know that you are busy so we will leave it to you to make the decision.

Mr. HATHAWAY. Dr. Knowles, on the fact sheet you have some figures. I am interested in how many students are getting the \$487,500 in NDEA student loans and how many are getting the opportunity grants.

Dr. KNOWLES. I don't have those figures but Mr. Cates is going to have them for you. He has been asked to testify and he will give you, I am sure, a breakdown of all this if you wish it.

Mr. HATHAWAY. Thank you.

Mr. GIBBONS. Dr. Knowles, is your university in any way church related?

Dr. KNOWLES. No, we are entirely independent.

Mr. GIBBONS. How old is it?

Dr. KNOWLES. We were established in 1898, established as an evening school of law. We pioneered education in New England on an evening basis. In 1909 we started our day programs as a cooperative school of engineering. This has grown. Today we have eight undergraduate colleges, some six or eight graduate schools, a number of special schools. We have the traditional arts and sciences and engineering and graduate schools and we have a special graduate school in actuarial science, supported entirely by the life insurance companies. This is a special graduate school in professional accounting supported by the large accounting firms because of the great shortages in these areas.

We offer doctoral programs in, I believe it is 10 different fields now, predominantly engineering and science, although we have just moved into psychology and biology. We are considering some in the humanities and social science area.

Mr. GIBBONS. Dr. Knowles, we have with us this morning Dr. Matthew who is the educational chief of the full Education and Labor Committee. Dr. Matthew would like to ask some questions at this time.

Dr. MATTHEW. I might say your testimony was quite exciting, particularly your description of the cooperative programs. It is good to hear how it operates.

One thing that I wanted to ask you was, in view of your desire to insure academic excellence here in Northwestern, whether or not the figures for research on library material increase by any amount that you get from the Federal Government. You get \$5,000 for library materials and instructional equipment.

Dr. KNOWLES. We are expanding our library as rapidly as we can. We find that our libraries are inadequate. The expansion of knowledge, the vast numbers of publications coming out all the time, in a great many different fields, make things difficult for many libraries to have the numbers of volumes or number of titles on the microcards, and so on, that they would like to have.

We are expending at the present time \$250,000 a year for new books. We will expand this by another \$100,000 next year. We are rapidly expanding our library facilities. This is an area where a great many universities need help. This is one way you can help them get academic excellence.

For the research program it is very important to conduct research in a great many of these areas of engineering and science as well as the humanities and social science because I honestly feel that good research and good teaching go hand in hand.

I know there are some who feel that the research programs have drained off the good teachers in the classroom. I think a man who is in research is a more exciting teacher than one who is not.

Research can also be bringing together existing knowledge, just organizing it. I like to see this kind of research, too. I would hope that research would be supported because this is a key to strong doctoral programs.

Dr. MATTHEW. The reason that most of the money has gone into construction grant from the Federal Government is because they are giving that priority?

Dr. KNOWLES. No, because of U.S. Office of Education funds available. We have had a lot of money from the National Science Foundation. The National Science Foundation is giving us three-quarters of a million dollars or more a year to support ongoing research projects.

Actually we are getting money under a number of other Government contracts so that our total expenditure for research is about \$3½ million. Ninety percent of this is coming from Government contracts.

We also have received money for buildings, laboratories, and equipment from the National Science Foundation. We have money from NASA, we have money from the Department of Defense. We have

had money from General Services Administration as well as from the Office of Education.

Dr. MATTHEW. Dr. Knowles, in view of the importance of the universities and colleges to the national welfare as you have indicated, do you think that 2,000 such institutions would be a sufficient figure? In other words, I am concerned about 200 out of the 2,000 would be proper institutions.

I was wondering whether an institution such as yours would not have a responsibility for the small developing institutions in this region.

Dr. KNOWLES. Yes, I think we would be glad to help them. I was asked yesterday if we would be sponsor of one small college. We are already working out now to be sponsor of one, two, or three colleges in the South, predominantly Negro colleges I should say, under the cooperative plan. We are asking that we be included as a sponsor of a group of colleges in Michigan. We are glad to help other colleges, particularly this Cooperative Education field.

Mr. GIBBONS. We welcome to our hearing this morning our very distinguished Speaker of the House.

Mr. Speaker, we have just had a very interesting and stimulating conversation; we are having one with Dr. Knowles here. Right now Dr. Matthew, our education chief of the full committee, is asking questions of Dr. Knowles.

We believe we are physically in your district right now, is that right?

Mr. McCORMACK. Now, that is right; as in recent years.

Mr. GIBBONS. You have a very impressive institution here in your district, Mr. Speaker.

Dr. KNOWLES. We are very proud of the fact that the Speaker is our Representative.

Mr. GIBBONS. You could not have a better one in every sense of the word.

Dr. KNOWLES. Again answering your question, about 600 of the 2,200 or 2,400 colleges today are junior colleges. Then there are a number of very highly specialized types of institutions that are named as colleges, college of music, independent professional schools, technical institutes, and this type of thing.

When I say 200 I am thinking of the broad-gage type of institutions, including our State institutions as well as our private universities.

When I say 200 of this type of institution you would cover probably two-thirds of all the students enrolled in colleges. You would also include those areas where you have the greatest number going to college. My figure was not picked out of the air. I am thinking of the metropolitan centers, urban centers—and not just big ones.

Dr. MATTHEW. My last question has to do with your regard for the regional office of the Office of Education. I am glad to hear that you speak of the office in that way. I am wondering if you would like to suggest some things that might be done to increase the staff or facilities or just any suggestions you would have to enable the regional office to improve its service.

Dr. KNOWLES. I do think in my conversations from time to time with the officials here that they could use additional staff. They would probably need additional staff if they were to do what I am proposing.

I would like to see them given greater authority to recommend and

to have a participating voice in some of the decisions. This would have the great advantage of having people who are close to the grassroots of education making the judgments and recommendations—which I think is very advantageous.

As it is now, very often in the grants you find that in Washington a public panel is appointed, and the panel may be someone from Oregon, California, and Utah passing on a proposal for New England. They may or may not have heard of the college. I would rather see judgments made by those who are in a position to intimately know the institutions.

Dr. MATTHEW. Thank you.

Mr. GIBBONS. Thank you, Doctor.

I don't see the name of your student assistance man on the agenda here this morning. Is he scheduled to appear later on today?

Dr. KNOWLES. He was invited to testify.

Mr. GIBBONS. Well, we want to hear him particularly.

Dr. KNOWLES. His name is Cates. He is scheduled to testify tomorrow.

Mr. GIBBONS. Perhaps we might have him testify earlier. I know Mr. Quie wants to talk to him. Mr. Quie has to leave this evening.

At this time we will move next to Dr. Donald DeHart who is the regional representative of the Office of the Commissioner of Education here in Boston. Dr. DeHart, we have met so many times in the last few days I feel like you are an old friend now.

We would like to hear what you have to say.

STATEMENT OF DR. DONALD C. DeHART, REGIONAL REPRESENTATIVE, OFFICE OF EDUCATION

Dr. DeHART. Thank you, Mr. Chairman.

Mr. GIBBONS. May I interrupt just a moment. We have other members of the panel with us here this morning including Dr. Knowles. We are not too formal in the way we conduct these hearings. If you gentlemen feel the urge to add something, swap ideas back and forth with us here as you go along, just go ahead and interrupt at that time.

Dr. DeHART. Thank you, sir. I hope I will be forgiven. Dr. Knowles has stolen a few sentences of my thunder here but I knew he would when he started to speak first. He has a lot to offer.

I am regional representative of the Office of Education, Office of the Commissioner. The responsibilities of the position include general administrative supervision of the regional activities of the Office of Education and serving as chief adviser on education to the regional director, HEW.

In contrast with the specific program activities of my colleagues, my duties reflect a comprehensive concern for all the activities of the Office of Education in relation to the interrelated programs of the Department of Health, Education, and Welfare focused upon human need; in relation to the State education departments of the region; the institutions of higher learning; and to other agencies, private and public, that are concerned with educational services and progress.

The traditional role of the Office of Education for nearly a century was that of collecting and disseminating education data.

In sharp contrast, the result of changing national and worldwide economic, social, and technological circumstances and the subsequent enactment by the Congress of large-scale programs of financial assistance to education to meet pressing nationwide needs, the Office finds itself in the role of administrator of vast financial operations to help support elementary and secondary education, higher education, student financial aid, vastly expanded vocational programs, newly devised manpower development and training activities, library development, the improvement of State departments of education, upgrading of teachers, help to the handicapped and disadvantaged, and research, to cite some of the major areas of current challenge.

At the same time during the decade of the 1960's, as Secretary Gardner cited on November 18 before the Subcommittee on Intergovernmental Relations of the Committee on Government Operations of the U.S. Senate—

this decade is characterized by (1) civil rights struggle and (2) the extraordinary reshaping of our Federal-State-Local Government relationships.

Add to these unprecedented developments the financial magnitude of the challenge to the Office of Education of a budget which grew in about 4 years from three-quarters of a billion dollars to considerably over 3 billion, and it can readily be understood that the Office had to change radically in organization and personnel to do its new work effectively.

I need not invite the attention of this distinguished group of legislators to President Johnson's "vigorous and determined interest in good management." Out of these factors emerged the reorganization of the Office of Education, including a commitment to a policy of decentralizing a number of functions and services to the established regional headquarters. The thrust of regionalization is to bring essential program services requisite to efficient administration close to where the State, local, and institutional education leaders are.

Washington is far from the college or school district in northern Maine. Travel is very expensive and travel time is at a premium. Often States and local institutions lack any but the most meager travel funds. Federal personnel stationed in regional offices are readily available to applicants for assistance and can maintain firsthand knowledge of needs, assist in understanding and interpreting legislation, and in developing plans and applications. At little cost they can visit the State or local situation and make recommendations or decisions on the basis of firsthand knowledge.

Regional personnel are in a favored position to cooperate with related Federal and State agencies to bring to bear on the solution of problems of common concern and, I should add, human need, a multiple array of departmental services.

A case in point is the recent joint visits to each State of Federal Health, Education, and Welfare staff members with the help of their State counterparts to study and reveal all the services available or that are lacking in a State as they affect or could affect the lives of human beings of all ages needing assistance. Human problems are so complex that a single agency approach, as in the case of the poor or the exceptional, is generally too limited to be of really lasting help.

In the process of extending field services the New England region's reorganization is not completed. One important point to observe in the process is that an extension of field services does not impose an extra layer of administration to block from communication between the field and the central headquarters in Washington.

Some service functions are more effectively and conveniently performed in the field because of proximity and a better understanding of regional problems. Some functions as in policymaking, nationwide planning, reporting and publishing, can better be performed at a central location.

The expansion of the regional services is an evolution rather than a revolution. Transfer of functions inevitably involves the transfer of some personnel. The uprooting of families and matching of professional qualifications to the job require serious thought, for during the process of change the work of the programs must continue unimpeded. And the end result to be justified must be an improvement in effectiveness of operations. The cautious expansion to date has been well received in New England.

Program officers in the field representing the bureau structure in the central office, while under the general administrative guidance of the regional director and the Commissioner's representative for purposes of effective coordination, economy of operations, maintenance of good public relations and the like, are nevertheless in direct contact on technical program matters with program leaders in the central office. Experience to date has demonstrated the all-around value of this kind of organization.

Through the Office of Field Services in Washington the regional representative reports to the Commissioner on significant factors and influences related to the need for Federal aid, the evaluation of the effectiveness of field and office practices, the regional, social, and economic situation, interagency relationships in the field, the need for changes in rules and regulations.

Close contact with State departments of education, the colleges and universities and other education-related agencies enables the Office to meet problems constructively and to apprise the Commissioner of events that may affect the Federal-local-State relationship—the partnership that has developed.

Several factors that directly affect the field organization and total reorganization of the Office and the effectiveness of staff effort on behalf of State and local consumers are the current personnel freeze and the comparative uncertainty of funds to be available until a given school year is well underway.

In the Boston office, the staff consists of 12 professional members and 6 secretarial-clerical workers. These people handle limited programs in higher education, vocational and manpower development, and school assistance in federally affected areas and the work of regional administration.

This is three under last year's authorized ceiling and two under the current authorized ceiling. Projected minimum needs for this year indicated a staff of 33, to include 23 professionals and 10 secretarial-clerical. The present personnel freeze is creating backlogs of work and precludes further planning in terms of potential levels of staff

assignment. It is at this point that the Office's services to the applicants are affected.

The factor of fund availability to schools, State agencies and colleges and universities prior to the beginning of each successive school or college fiscal year, which in New England in general corresponds to the Federal fiscal year, is of crucial importance.

Educational agencies must make commitments by April to faculty and other staff and before the end of the year in most cases to students. When commitments based on Federal funds, the exact amount of which may not be known until several months of the school year have passed, cannot be made in advance of the college or school year, frequently well-qualified people cannot be retained or hired and in some instances very needy students may not enroll.

During the completion of the reorganization of the field services of the Office of Education, we shall be learning from experience how most effectively to use our personnel—whom to transfer and how many from Washington to the field and for what specific purposes.

The Congress and the President have dealt thoughtfully and generously with the education community of the United States. The Office in its growth for assuming new responsibilities and participating effectively in the new partnership that has developed and will continue among the Federal, State, and local agencies, must through prudent planning, honest, deliberate thinking and wise judgment demonstrate competent stewardship of the vast resources at its disposal that will inspire across the Nation and in the seat of Government confidence, trust, and approval of the way the education billions are being invested in the people of America.

There is evidence that the care with which we are proceeding is pointing toward "creative federalism" which the Secretary has so aptly defined. Improvements in the State education departments already can be cited, and schools and colleges are moving in the direction of improved programs and the output of educated youth and men and women more nearly equipped to assume a responsible role as citizens in today's rapidly changing world.

In closing, may I observe that planned expansion of our field services, within the practical limits of funds available and services that will directly benefit students, the States, schools, colleges, and the economy, fits well into the improved patterns of improved Federal-State-local relationships as outlined by the Secretary before the Senate Committee on Government Operations.

We are, I believe, in our growth in the field improving coordination at the Federal level. Through the Office of Field Services we are improving communication among levels of Government. We are keenly aware of the constant need for the need of a wise philosophy and guiding principles for our many interrelationships in the "mutually respecting partnerships we seek."

We are beginning to achieve effective coordination at Federal, State, and local levels, but we have a long way to go. We are beginning in our new programs to sense a need for creating more comprehensive planning areas. We are seeing evidence of cooperation among institutions. And we are sure of the great need continuously to improve our capacity to study and "to appraise problems."

Although we are only at the beginning of a new era of the Federal interest in American education, I believe that the lessons we are learning have justified the magnificent legislative program that provides the foundation of the Office's activities. With the continued effort of the entire education community and with the benefit of the findings of such studies as are now being made by the Special Subcommittee on Education. I feel confident that this region and all the rest of America will be glad that the Federal Government is interested in education.

I thank you for this opportunity to appear before this select committee.

Mr. QUIE. The criticism that I get from people in educational organizations in Washington especially and some in the field is that they really want to go to Washington because the guidelines haven't filtered out to the regional offices.

I had a kind of feeling in Maine that they don't have the same institutions as the institutions in Boston because you talk about close proximity. You can go to lunch together and call each other on the phone without any additional cost in Boston but in Maine, it is a little bit further away, to use that as an example.

Do you have any comments on your relationship where there is a tendency to go over you to Washington?

Dr. DEHART. Of course, tradition is a powerful factor and the Office of Education is the last Office in the Department of Health, Education, and Welfare to attempt decentralization.

There frankly is some resistance to it. You will find a variation of attitudes over all of New England. I suppose it is an inherent weakness that the schools near us in Boston can see us more often just by walking down the street or picking up the telephone. However, I would say that there is extensive field service in which our program officers go to visit these institutions whenever it is necessary.

We are a little concerned at the moment because of the present freeze of personnel which has made us shorthanded and the added pressure, which I learned of yesterday, to take a hard look at travel and cut out as much of it as we can.

If too much of it is cut out that would, of course, weaken the field service and would prevent our men making necessary visits to local institutions and would give rise to further criticism of this kind.

What you have just said is fairly understandable to us who are here in the region. Then, too, we have not had the authority in the region to make some of these recommendations and decisions that Dr. Knowles mentioned. Our field service having been reorganized so very recently, and because we are one of the regions here that is not yet reorganized with a regional assistant commissioner and further delegation of authority, perhaps we are not performing at the same level as they may be for instance, in Atlanta, Ga. That was the first one to be reorganized and I understand is now working on a reorganized basis.

I feel that once we are fully reorganized and we are delegated the authority—

Mr. GIBBONS. Will you speak a little louder, Dr. DeHart.

Dr. DEHART. Once we are fully reorganized, and they have not started on us yet here, I think we can set up an organization that will establish uniform services throughout all the States of the region. Actually if we have the funds to travel, the distances are not so great but that we can get back and forth quite conveniently.

Mr. QUIE. What part will you play in the guidelines? One of the criticisms we have is that the guidelines are changed and the guidelines come out before the project has to be in. Do you have any feedback on guidelines to the U.S. Office, on how it ought to operate because of the peculiar interest problems of your region?

Dr. DEHART. Up to the present time the guidelines have been defined in Washington and mailed from Washington directly to the local constituent. The region eventually gets copies of them. The program people get copies of them usually before I do.

Mr. GIBBONS. You mean they don't consult you in developing the guidelines?

Dr. DEHART. They don't consult me. I am the general administrator. Some of the program people from time to time are called to Washington to do program work. I suspect they have had a voice to some extent in developing some of the guidelines but not all of them.

My colleague, Dr. Johnson on my right, has been called to Washington on program matters. We do feel that the Office of Education has been quite deficient, though, in making as much use of valuable services, services we think would be valuable, of experienced field staff in sharing from the beginning the development of new programs.

Mr. GIBBONS. Tell us briefly the development of the field staff here. How long has it been in existence and when did it start?

Dr. DEHART. Back in 1950, with the functional advent of the school systems program in federally affected areas, one regional person was placed in each region. At that time I served New England out of the New York office. There was not a resident person here.

That program grew and has been conducted, I think, quite admirably. In 1958 with the passage of the National Defense Education Act, after the implementation of the act, I should say, in 1959, Dr. Johnson was placed here in New England in charge of the student assistance work and other details related to the higher education parts of the act. That staff has grown as the act has been amended and services have been demanded by the field, until now Dr. Johnson has a total staff of four professionals and a small clerical staff.

Then in 1960, when Dr. Derthick was Commissioner, he crystallized the thinking that had been discussed for a long time about the advisability of really extending the field staff of the Office of Education.

Between November 1959 and February 1960, a Commissioner's representative was placed in each region. I reported here February 8, 1960. We were not directly supervising the programs. The contact with program people has always been directly with program supervisors and leaders in Washington.

The Commissioner's representatives were assigned what was termed administrative supervision of the office, and to work with the regional director and on matters of educational concern, and to represent education in cooperation with related efforts of other Federal agencies, the welfare people—

Mr. GIBBONS. That does not sound like too good an organizational technique to me, your position as representative of the Commissioner and apparently Dr. Johnson, your colleague, is not working under you but is working parallel to you. Am I right?

Dr. DEHART. Not exactly. I think that in part is true. I will say that that is what has been. I think since the Office of Field Services was established with an Associate Commissioner that the reorganization is, step by step, delegating definite authority out in the field. I think it is the intention to center many of the program activities in the field, and the Assistant Regional Commissioner will then be a line officer rather than a staff officer.

In the beginning, the Commissioner's representative was a staff officer. There was a reason for that, Mr. Gibbons. This was a new step and local people back there in 1960—some local people and education agencies—feared there might be Federal control if too big a staff of the Office of Education were placed in the field.

However, Dr. Derthick went ahead with this because the experience of the school assistance program representatives in federally affected areas had been quite successful.

Studies had been made. One was made by Dr. Ferber, superintendent of schools in Brookline, that showed conclusively that a program that paid money from the Federal Government directly to the school district did not demonstrate any interference at all with State and local programs.

It was largely on the strength of that that Commissioner Derthick planned to go ahead with this organization. Then with the expansion of the Vocational and Manpower Acts other staff were added. We have four such men in this region now. I think that the fact of regionalization of some of the functions of the Office of Education is quite well accepted now.

From time to time we will hear objections. I have noted this humorously enough. Sometimes there will be among local groups a public statement against Federal aid and interference and so forth.

I recall one such experience. Then one man who did the talking came up to me afterwards and said, "Say, when are we going to get that check we were supposed to get last week?"

Mr. QUIE. We find the same thing. A lot of people making speeches against Federal aid but they want the impact aid.

Dr. DEHART. I think right now in this region our expansion of the field services is a sort of halfway between State. I think the direction is good. We have control management of the budget. We don't have to go to Washington so long as I don't allow any expenditures that exceed the total amount.

We used to have to go back for every package of pencils we wanted and that kind of stuff. I understand that under the new organization, appointment authority up through grade 13 will rest with the region and not with Washington. There are some reasons why higher appointment authority cannot be delegated.

In some cases the Commissioner is required by law to approve the appointments and make them.

Mr. QUIE. Appointment up to grade 13? I don't understand that.

Dr. DEHART. You have your GS grades 1 through 18. As it now is in the region, we have appointive authority.

Mr. QUIE. Is that the breakoff point on supervisory authority?

Dr. DEHART. No, it is not. This varies among agencies in the region, Mr. Quie. In the Office of Education for a number of years, we have had regional appointive authority through grade 9. That is, the regional director and senior program representative, the Commissioner's representative, could appoint and recruit directly from the region. Above grade 9, all personnel actions, recruitment, appointment and so forth, with the approval of the regional director and Commissioner's representative, is done by Washington.

Now that will be extended according to information we have received, and I believe it is entirely official and is in effect now in regions that have been reorganized and now have a regional assistant commissioner. The appointing authority will be up through grade 13.

Mr. GIBBONS. Dr. DeHart, what is your grade level?

Dr. DEHART. GS 15.

Mr. GIBBONS. Dr. Johnson, what is yours?

Dr. JOHNSON. 14.

Mr. HATHAWAY. Dr. DeHart, is there any geographical breakdown of staff in the regional office—that is, someone in charge of Maine, New Hampshire, Vermont?

Dr. DEHART. There is for periods. The staff people for a period of a year or two may have a designated territory and then be changed. It is not permanent. I don't believe Dr. Johnson in higher education has a fixed geographical distribution.

Mr. HATHAWAY. We had the feeling expressed yesterday, and I have heard it expressed before, that the problems of Maine, New Hampshire, Vermont, and northern New York are different from the problems in southern New England. They thought the regional office was not really as conversant with their problems as they were in the Boston area and Rhode Island and Connecticut.

Dr. DEHART. We are aware of the fact that in the New England region you have in a general way two divisions. In my conversations with State commissioners of education I am sensitive to that. I think one of the reasons we have not had a geographical breakdown has been the fact that we have an extremely small staff here in New England.

We are way understaffed as compared to what had been projected, the reason being of course now the personnel freeze, and up to a few weeks ago, the back of appropriated funds for the current year's operation.

But in terms of the overall planning that I have seen for the various regions, and I have seen the Atlanta, Ga., chart, I think they are taking into account the need for staff to cover these functions and to take into consideration the special needs within the regions.

I feel very hopeful as we look toward the future, and yet I can readily acknowledge that some of these observations that you have pointed out currently and in times past are probably quite accurate.

Mr. HATHAWAY. Are the personnel on the staff indigenous to this region? Are they from New England originally?

Dr. DEHART. Yes, and no. I am not. I am a native of New Jersey. Dr. Johnson has had broad experience and long residence in New England. Mr. Anderson and Mr. Hondrogen are both from New Hampshire. Mr. Jones comes from Missouri. Two other men in voca-

tional work in the Massachusetts State Department of Education are local. There is no attempt to choose people from a narrowly defined area.

Of course, Washington has handled this. They have had nationwide coverage. They select whom they think is the best man qualified for the job. I will say this, that I think our staff is stronger by having a mixture of both fairly local people and a fresh viewpoint now and then from outside.

MR. HATHAWAY. Thank you, Doctor.

MR. GIBBONS. Mr. Quie.

MR. QUIE. You mentioned on page 3 of your testimony bringing together people in Health, Education, and Welfare. You mentioned no single agency. Now in education it is the Office of Education that administers a little over a billion dollars Federal money for assistance to education?

DR. DEHART. That is correct.

MR. QUIE. What kind of coordination does the regional office exercise just in education?

DR. DEHART. Within the past 2 years I have served for instance as the subcommittee chairman of the Inter-Governmental Relations Committee of the Federal Executive Board. I can recall in meetings that I chaired there, and we had 15 or 18 people from other Federal agencies in the area. At one of the latter meetings when I had the responsibility, there were, I recall, State people from the general Boston area.

Of course the Federal Executive Board is a Boston-oriented Board, it is not regional. But at that time we came together and discussed common problems and pointed out chiefly the fact that we had not been working closely enough together.

More recently in these visits to the States, the joint team visits, we found that we had a lot of common problems involving various types of educational needs. It might be health education, it might be education in family welfare. You take a kid in school that is malnourished is not a very good student. So we have some educational aids of wide variety to bring to bear in that one case through welfare agencies or welfare service bureaus. We have found that there has not been enough working together. One hand does not know what the other one is doing.

MR. GIBBONS. Let me ask you some more questions in that area.

You have the Housing and Urban Development providing dormitory moneys for these institutions. At least we hope they will start providing them again soon. And you are providing the classrooms or helping to provide the classrooms.

What kind of liaison is there between your agency and the Housing and Urban Development? When did you learn of the proposed dormitory expansion plans? Is there any way to tie these two together?

DR. DEHART. I will turn to Dr. Johnson in higher education because the contact normally would go into higher education. I think you can see why.

MR. GIBBON. Will you comment on that, too? One of the tricks down in Florida was to build more dormitories than you needed and

then you had to build more classrooms. And when you got ahead on classrooms you built more dormitories. You never would keep the two in balance because then the legislature would not have to build one or the other.

Dr. DEHART. My impression is that this has not been too good liaison.

Dr. JOHNSON. There definitely has not been any liaison. I might as well say that. We hear about the buildings going up.

Mr. GIBBONS. You learn about it when you see the buildings going up?

Dr. JOHNSON. That is right.

Mr. GIBBONS. Don't you think this is one of the areas where Congress might take corrective action to establish some liaison so as to keep the physical plant moving together?

Do you all know what the National Science Foundation is planning to do with these institutions or proposed grants?

Dr. DEHART. At the regional level, we have not been adequately informed on those programs. The relationships have been largely a matter of Washington concern and we have not been fed detailed information.

Things could be going on in the institution right here at Northeastern. I am sure I don't know half of what Dr. Knowles has been doing with the National Science funds or sometimes whether he has even had them.

Mr. GIBBONS. Is it necessary for you to know this?

Dr. DEHART. I think in overall planning to spend the amount of money that is going into the education world today, that there might be the chance for some unhappy results if everybody concerned does not have all the facts.

Dr. JOHNSON. May I comment on that point?

Certainly it would be most desirable if we did know about these things because we are at the present time trying to collect together data of this kind in our office and in the Higher Education Bureau Office through the assistance of a program analyst so that we might have a better picture, a constantly improving picture of what is going on not only in the student financial aid area but in all of the areas.

Mr. GIBBONS. If Congress undertook to try to enact some corrective legislation in this field what would be your suggestion as to how we ought to do it?

Dr. JOHNSON. I think this would require quite a bit of thought before one could answer that kind of question.

Mr. GIBBONS. Give us some off-the-cuff ideas so that we can be mulling it around between now and the next meeting that we have.

Dr. JOHNSON. I think this point that Dr. DeHart brought out a little earlier here, and others have also, this problem about staffing—which is a most important aspect—staffing and planning for just this kind of thing. That is how it could be best coordinated. Staff is needed for it.

It won't become efficient, it won't become effective if it is just placed on the present staff as an additional responsibility. The time will not permit this kind of coordination.

Mr. GIBBON. Do you think the National Science Foundation and HUD will tell you what they plan to do if you asked them?

Dr. JOHNSON. No, I don't think so.

Mr. GIBBONS. You think Congress will have to tell them?

Dr. JOHNSON. That is right. Something will have to be provided there so that we can get this kind of information directly and accurately.

Dr. DEHART. One suggestion, Mr. Gibbons, has been made to me from time to time. I can remember only one distinguished person who made it a number of years ago and that was Dr. James Allen, a good friend of mine, now commissioner of education in New York State. But the suggestion runs along something like this: that education or the Federal interest in education is spread over so many Federal agencies that poor man down here, Mr. John X. Public, is just baffled. Even professional men, heads of colleges and public school districts and State commissioners, do not know where to go to be sure that he can take advantage of everything that is available to him. They would like to see programs that are educational put in one office.

Mr. GIBBONS. Let me ask you something along that line right now. Let us talk about the Office of Economic Opportunity.

While it is not directly connected with what you are doing I assume that their regional office is somewhere in this area. Is that true?

Dr. DEHART. It is in New York.

Mr. GIBBONS. In the New England area is the closest contact you have with them in New York?

Dr. DEHART. Yes, sir. I will say this, however. They frequently visit New England and the officers down there have been most co-operative.

Mr. GIBBONS. You have a great many programs in which there are ties and some people say overlaps between OEO and the Office of Education.

Is there any attempt at a regional level to coordinate these problems?

Dr. DEHART. Yes, there is a requirement in the rules and regulations that under title I of the Elementary and Secondary Education Act and projects under title II of OEO the Community Action people working with OEO money and the State education department and local educators review each other's programs to be sure that the benefits to the same group are not duplicated, and to insure that the purposes of these acts to help the poor are really being carried out.

Now we have experienced in a practical manner—and I am thinking now only of these programs that affect elementary and secondary education—we have found that the education people and the Community Action people have not known really how to get together.

In some cases they have not been willing to get together and there has been a little of the attitude developed we find in some of the Community Action agencies that one agency has the right to veto the other project.

Mr. GIBBONS. We found that in Maine yesterday.

Dr. DEHART. Well, we found it all over New England. It is an unfortunate thing. Again it is a lack of experience. Education has been rather aloof unfortunately from some other segments of society that it should have been close to.

I think the same thing can be said about health and welfare people. I think we are at the beginning of the period when people are realizing we must work together if we are going to satisfy human needs.

Mr. GIBBONS. Do you have any suggestion how Congress could help that. We do we need to do from a legislative standpoint to bring these programs closer together?

Dr. DEHART. I think if programs are education programs they ought to be centered under a common agency. That seems to be the most practical suggestion which has come to me from the field.

Mr. GIBBONS. What do you say of the criticism that educators have been too reluctant to push some of the programs such as Headstart, Upward Bound and programs of this sort, and they need some innovative spirit and that is what OEO has brought to it? What is the answer to that?

Dr. DEHART. I think that many educators have lacked this. They have just got to be pushed, retrained, and encouraged until they get to performing up to a decent level of meeting social need.

Dr. KNOWLES. May I interrupt at this point?

Mr. GIBBONS. Yes.

Dr. KNOWLES. I think one of the really valuable helps that educators need is to have brought together in one office like the New England regional office a complete compendium or information booklet on what are the places you may go to obtain Federal assistance.

My assistant for Federal regions, who was here a minute ago, just delivered a paper to the Massachusetts group of the New England Association of Colleges and Secondary Schools.

He has had a tremendous request for this because he listed all of the Federal agencies and what you get from each one. One of the problems that educators have is that we get all kinds of bulletins from different offices. Many of the administrators are very busy, they don't always read these.

We need concise statements of the programs of NASA, of the Atomic Energy Commission, of the Office of Education, the National Science Foundation, Department of Defense and General Services Administration, the whole array of offices that are providing money for education, including Commerce and Labor.

If this were available and we had people in the region who would inform all the educators of what agencies provide and what and how do you proceed to get it and how do you make proposals and what are the services and what are the contributions required by the institutions, this would be very, very valuable. A lot of programs that may be dragging on their feet because there is a lack of information going out to colleges would be greatly expedited.

Now our university has two full-time people who go to Washington regularly and work with the Washington agency. As you know, there are a number of consultants today selling their services telling you where to go for what.

I feel this should be provided by the Federal Government, by the regional offices, and we should be able to go to regional offices at any time and say, "we think we can do this or that, we need this help. When do we get it, how do we get it?"

The bulletin should be sent out to the colleges. The Minnesota Mining & Manufacturing Co. just published a booklet on this. There are two or three organizations having services available at a cost of several hundred dollars.

The Commerce Clearinghouse provides some of it, but I think this is a Government function. I think this is a reasonable office function. I think it will do a tremendous amount in terms of making sure that the amount is spent wisely.

Mr. GIBBONS. I know some of the commercial companies have these publications. Do you have these in your office, Dr. DeHart?

Dr. DeHART. No, sir; not in anything like the manner that has been suggested—and with which I agree, incidentally. We will get one or two copies of publications of the Office of Education.

Mr. GIBBONS. Something like the Commerce Clearinghouse which tells about all the Federal programs, you are not allowed to purchase those?

Dr. DeHART. We don't have the budget for it.

Dr. McCANN. Mr. Chairman, I wonder if I might refer to the necessity for the education people and the Community Action people to get together and the aloofness of education from some segments of society to which Dr. DeHart referred.

This very serious gap, this very serious breakdown in communication, I think is being repaired very significantly although in a very modest way and in a beginning way by title I of the Higher Education Act of 1965.

The community services in the continuing education program, I will have some more specific references to that program in my remarks later.

Mr. QUIE. You have title I of the Higher Education Act where the institutions of higher learning get into community assistance. Then you have title I of the Elementary and Secondary School Act which in a way does away with elementary and secondary school sources especially overlapping with OEO and then OEO being community activities, especially community action.

If you don't have any coordination of these agencies I wonder if we are still going to be running off in many different directions. Now you do have coordination within your regional office of the activities under title I in higher education, and anything in elementary and secondary.

Now you suggest, Dr. DeHart, that if you have one agency so that it would be coming out of one regional office of course it would go throughout the region.

Are you trying to give us a rundown what it would be like if you were administering Headstart all under your direction rather than two agencies as it is now?

Dr. KNOWLES. Mr. Willard just brought over copies of his paper. It lists all of the agencies, all the programs. Would you like to see this?

Mr. GIBBONS. Not only I would like to see it but we will put it in the record so that somebody else can see it, too. If you will furnish us a copy we will appreciate it very much. Make sure the reporter gets one. At the end of the discussion this morning without objection we will include this matter in our record. We appreciate your doing this job for us. We will study it. I assure you.

(The paper referred to follows:)

SELECTED FEDERAL PROGRAMS IN SUPPORT OF HIGHER EDUCATION

New England Association of Colleges and Secondary Schools, Inc., Mount Holyoke College, October 19, 1966

DISCUSSION GROUP: HIGHER EDUCATION

John B. Whitla, Assistant to the President, Northeastern University
Carl W. Janke, Comptroller, Harvard University

MAJOR CATEGORIES OF SUPPORT

Construction of Facilities
Fellowships, Scholarships, and Student Loans
Library Materials and Instructional Equipment
Institutional Development
Training and Course Development
Research

CONSTRUCTION OF FACILITIES

Higher Education Facilities Act of 1963
Vocational Education Act of 1963
Higher Education Act of 1965
National Science Foundation—Graduate Science and Research Facilities
NASA—Space Science Research Facilities
Atomic Energy Research Facilities
Health Professions Educational Assistance Act of 1963
Health Research Facilities Act of 1956
Nurse Training Act of 1964
Medical Libraries Assistance Act of 1965
Housing and Urban Development Act

FELLOWSHIPS, SCHOLARSHIPS AND STUDENT LOANS

Fellowships:

National Aeronautics Space Administration
National Defense Education Act (Title IV)
National Science Foundation
Atomic Energy Commission
National Institutes of Health
Public Health Service
Nursing
National Foundation for Arts and Humanities
Air and Water Pollution
Elementary and Secondary Teaching
Aquatic Science Graduate Education Grants

Scholarships:

Educational Opportunity Grants
Health Professions Scholarship
NSF Undergraduate Science Programs

Student Loans:

NDEA Loans
Health Professions
Nursing Loans
NDEA Teacher Loans

Other: Work-Study Program—Economic Opportunity Act

LIBRARY MATERIALS AND INSTRUCTIONAL EQUIPMENT

Higher Education Act of 1965 (Title II—Libraries)
Higher Education Act of 1965 (Title II—Instructional Equipment and Closed Circuit TV)
Special Research Resources—Computers (P.H.S.)
Research Equipment:
Public Health Service
Atomic Energy Commission
Department of Defense
U.S. Office of Education (Handicapped Children)

NSF Undergraduate Instructional Scientific Equipment Program
 Vocational Education Act of 1946 and 1963
 Surplus Property

INSTITUTIONAL DEVELOPMENT

Quality Grants to Health Professions Schools
 National Institutes of Health Research
 Health Sciences Advancement Award
 Biomedical Sciences Support Grant
 NSF Centers of Excellence Program
 NSF Institutional Grants for Science
 NSF Graduate Education Development Projects
 Developing Institution Program—Title III of Higher Education Act of 1965
 Child Welfare Grants
 U.S. Office of Education—Higher Education Curriculum Development

TRAINING AND COURSE DEVELOPMENT

Continuing and Community Education—Title I of the Higher Education Act
 Manpower Development and Training Act
 Peace Corps
 State Technical Services Act
 Law Enforcement Act
 Economic Opportunity Act:
 VISTA
 Job Corps
 Community Action Programs
 Head Start Project
 Adult Education
 Department of Defense
 Department of State
 Vocational Education Act
 Elementary and Secondary Education Act
 National Defense Education Act Institutes
 Juvenile Delinquency and Youth Offenses Control Act
 Civil Rights Act of 1964
 Vocational Rehabilitation Act
 NSF Advanced Science Seminar
 Nurse Training Projects
 Public Health Training Grants
 Public Welfare Training Grants
 Medical Educational Program

RESEARCH

Department of Defense:
 Advanced Research Projects Agency
 Defense Research and Engineering
 Defense Atomic Support Agency
 Information Analysis Centers
 Department of the Army
 Department of the Navy
 Office of Naval Research
 Department of the Air Force
 Public Health Service:
 Office of the Surgeon General
 National Institutes of Health
 National Institute of Mental Health
 Bureau of Health Manpower
 Bureau of Health Services
 Bureau of Disease and Injury Prevention and Control
 National Library of Medicine
 National Center for Health Statistics
 National Science Foundation:
 Mathematical, Physical, and Engineering Sciences Division
 Biological and Medical Sciences Division
 Social Sciences Division
 Geophysical Research Centers
 Basic Research Facilities
 Office of Science Information Service

Department of State
 Department of the Interior
 Post Office
 Department of Agriculture
 Department of Commerce
 Department of Labor:
 Office of Manpower Policy, Evaluation and Research
 Bureau of Apprenticeship and Training
 Labor-Management Services Administration
 Bureau of Employment Security
 Wage and Hour and Public Contracts Divisions
 Women's Bureau
 Bureau of Labor Standards
 Bureau of Labor Statistics
 Office of Education:
 Office of the Commissioner
 Bureau of Higher Education
 Bureau of Elementary and Secondary Education
 Bureau of Adult and Vocational Education
 Bureau of Research
 NASA:
 Bioscience
 Space Applications
 Grants and Research
 Launch Vehicle and Propulsion
 Lunar and Planetary
 Manned Flight
 Physics and Astronomy
 Atomic Energy Commission
 Federal Aviation Agency
 Vocational Rehabilitation Administration
 Welfare Administration

Dr. DEHART. We have already had one instance in which a program concerning higher education has been transferred from the Economic Opportunity Act to the Higher Education Act. While I have not had any statement on that year, I have not asked for such a statement, I would be interested in finding out how it is working.

Dr. JOHNSON. As far as the Work-Study Program, if that is what you are referring to, the college Work-Study Program in the colleges of the region is I would say working in an excellent fashion.

In talking about the Community Action programs and community agencies we do have this contact and this relationship established in a very real way throughout the region. Of course this is somewhat spotty. Still we don't have a great deal of activity in, let us say, the outlying areas up in Maine, or up in New Hampshire and Vermont. There are some rather spotty areas. But the college Work-Study Program is providing students not only a great deal of experience in connection with their educational objectives, but also assists them in paying their educational expenses. I do have some statistics on that but I think there would not be any point to speak on those at this point. I would say that the program is very successful and that colleges are cooperating very well with it.

Mr. QUIE. Let us use another example where it does not seem to be successful and that is basic adult education where this is OEO, and Maine has found they may have to cut it out next year.

Dr. JOHNSON. That is where we have lack of coordination. We have no responsibility directed to us at all in connection with adult education. That is in the Bureau of Elementary and Secondary Education, not in the Bureau of Higher Education.

Dr. DEHART. It is the responsibility of the State department of education to operate it. In the field of adult education many State departments of education have not yet developed any great strength.

In some of the States here, and in other States throughout the Nation, I daresay there is a great need for improving the State department of education leadership—which present legislation is doing in many areas quite effectively. They are responding but this is going to take time. They just don't have the know-how. They don't have representatives trained in this field. There have not been public relations programs between State departments of education and local school districts and supporting public to know the values of basic adult education.

There again I think the present legislation provides the ways and means of stimulating growth so that the future need not look too black. I don't think the start has been too good in many cases in New England. But I am not entirely hopeless about it.

Mr. QUIE. They said they made the start and there was Federal assistance for administration and now that was being removed and they didn't have the budget.

Dr. DEHART. This, sir, is a very, very vital factor. This has come out of every one of the meetings at which I have spoken conducted by Congressmen, Representatives and Senators, for local administrators; I have attended about 70 of those here in New England. Every one of those has brought out the fact that Federal programs should include money that can be spent for administration and money that can be spent to hire in communities that don't know "grantsmanship," if you will allow the use of that coined term. This would permit them to hire enough expert help to develop applications, do the necessary background research and so forth, so that the small place will have the same opportunity in competition for funds and getting applications in on time as the big city that has research specialists and so forth.

Mr. GIBBONS. Why do we have to have all these fancy, complicated applications? It would seem to me that you could work up forms and then send them out to communities and let them check off what they seem to need instead of having to have some expert come and write up some long-winded program that no active person is going to have time to sit down and read. I don't know who reads all this stuff.

Mr. QUIE. Let me use an example of how a Federal program does as you suggest. The ACP program in agriculture is devised in Washington. It is sent out to the State. There they make the change to make it fit the State. They send it to the counties and they accept the parts that fit them. Locally, they make the decision on what they are going to do, but it is only that which fits them. They don't have to revise it with the high-priced planners.

Dr. DEHART. Simplification of those documents would be a godsend and boon to education. Right there because we have lost one secretary in this freeze we have 83 applications that are just waiting to be typed.

Now that is a long, printed form, and essentially what they have to find is a cost factor and the number of eligible kids to find out how much the local school district gets. But it takes the typist the better part of an hour to type that thing up after there has been a day of fieldwork by the men in the field to bring back the data, and another day to write up the reports.

Mr. GIBBONS. For the life of me I can't see the necessity of getting high-powered scenario writers to go out in the field to write up these scenarios and then pawn them off on the agencies.

I have picked up a hundred of them and tried to read them. I would say 90 percent of the material in each one of them is the same. The verbiage may be a little different. It looks to me it is something where you could almost put the information on a punchcard and get it done.

Am I oversimplifying the thing or am I correct?

Dr. DEHART. I think you have raised a challenge that ought to be looked into. I think everybody that looks at them in the region—everything that you are criticizing is done in Washington and it is not shared in the region. We don't have voice in it at all.

Mr. GIBBONS. You even have to hire readers in Washington to read the programs. The agencies can't read them. They are read outside the agency. Then they get a one-page summary. I don't understand it. I was wondering if there was some good reason for it. What do you think about it as educators and people in this field? I see some of the people in the audience smiling back there.

Dr. DEHART. I think these complicated forms confuse people who are working in the field. I don't know how the average layman who is the object of the benefits of these programs can be very happy with them if he can't read them easily and understand them thoroughly. But I understand that they are developed on the basis of policy by professionals and that they all have to be reviewed by lawyers, and then they all have to be approved for a cost factor by people interested in granting money down there. I suppose by the time all these people get them through and have them legally and technically correct they have the kind of document they need but they really need simplification in general.

Mr. GIBBONS. These are the kinds of things that are bounced back and forth time and time again, the local people tell us, because they have not filled out "page umpty-ump" correctly. Are you people bouncing them back or do they come back from Washington?

Dr. DEHART. They come back from Washington, generally speaking.

Dr. JOHNSON. Except in the student financial area.

Mr. GIBBONS. Let us talk about student financial aid. There is nothing really unique in each institution about it. Does every institution have to develop a very complex program and write it all out in scenario form?

Dr. JOHNSON. No, I don't feel what they have to do is unreasonable at all. I think the application they submit is quite reasonable. We ask the kind of information we really have to have in order to evaluate how much these institutions should be granted.

It is our responsibility to do that. These are funds that are limited in amount. They have to be distributed to the institutions to the maximum extent possible. In the student financial aid area we do ask for information in connection with the institution's own student financial aid programs, in connection with the enrollments, in connection with the costs to attend that institution.

We ask them to make careful estimates of the amount of money which they will need to supplement their own student financial aid programs.

This concerns all the grant programs under the Work-Study and the National Defense Student Loan Program and on that basis we then are able to make some kind of reasonable judgment as to the validity or reliability of their estimates. We really need to have that in order to do this.

If the institution just came to us and said now we want \$50,000 for a college Work-Study Program, that would not be adequate. If they said we need to have \$100,000 for loan money, "Well, on what basis?"

We need to know the basis. This I feel is quite true about a good many of these programs that we see carried on by institutions not only in the student financial aid area. There are many programs where actually a legal contract has to be set up because there is money involved there. We definitely plan in a certain way by law, and consequently I feel to a fairly great extent it is necessary to have some of these scenarios you speak of.

I think we do have to have some of them. Whether they have been overdone, they require too much and some should be cut off; that is something that we can argue about. That is probably where we are.

Mr. GIBBONS. May I change the subject here briefly? I am watching the clock. I want to get to Dr. McCann. I realize he is not a Federal employee and he has an interesting statement here.

Mr. HATHAWAY. Dr. Johnson, don't you have periodic conferences with the Washington office of the Office of Education?

Dr. JOHNSON. Certainly.

Mr. HATHAWAY. So that these guidelines that you get in the field are talked over?

Dr. JOHNSON. Yes, sir; we have direct conferences with our Washington program offices. We are in constant contact with them. Speaking of them in preparation of these guidelines, I must come to their defense. They also are bothered with this problem of staffing.

For example, just to give one illustration, we have been trying to get out a manual for the policies and procedures for the National Defense Student Loan Program now for quite some time this has been delayed because of the staff limitations and inability of the staff to be assigned for that purpose.

We have a manual but the manual has to be revised constantly in order to bring it up to date because of the amendments that have been passed since the original act was passed. There have been a great many amendments and significant changes.

Mr. GIBBONS. You mean we don't have the manual yet on the NDEA program?

Dr. JOHNSON. We have an old manual.

Mr. GIBBONS. How old?

Dr. JOHNSON. 1964. Since then there have been a number of amendments that have been enacted. In fact, the amendments in the Higher Education Act are significant amendments. This is a problem. But the Washington staff has been struggling to get this out. We are constantly in touch with them and reminding them of the importance of this very thing.

It is highly important. Something should be done about it. That is an example of the kind of thing we run into a great deal. We, of course, in advising the institutions on very technical matters have to provide the best of answers we possible can without recourse to a manual. This is rather difficult when you are dealing with 160 institutions at the same time and all of which have questions.

Mr. HATHAWAY. Do you think that is the reason the application has not been simplified, they don't have the staff to put on the job?

Dr. JOHNSON. I wouldn't say it is simply a matter of multiplication of staff. I do think the staff time so far has to be very carefully thought out and coordinated. It is not simply a matter of having staff. It is a matter of leadership in the development of these various forms and manuals, and so on. Once a staff is made possible and leadership is there—and I believe the leadership is there—we can do something about it.

Mr. GIBBONS. We have just had a staff conference, and we decided we have not amended that act since 1965. It was at that time the Office of Education brought us in the amendments they suggested. They withheld revising the manual until Congress changed the law. It is a little hard to believe they can't change the manual in a year.

Dr. JOHNSON. You are entirely correct. The Higher Education Act of 1965 enacted on November 8, 1965, of course contains those last amendments. They are the ones that are very, very critical. I must admit that I do think that our Office should have produced a manual before this time but I want to defend them, too, that they have been short on staff.

Mr. QUIE. It was their suggestion, all those amendments came out of the Office of Education. They should have known how they were going to administer it before they recommend it.

Dr. JOHNSON. That is right. However, all these amendments have been clarified and the implications have been carefully described and set down in memorandums that have been sent to all institutions.

In other words, in a definite sense the institutions have all received the information regarding these amendments and how these amendments affect the programs which they are administering. So the institutions are not without information on it. It is merely that we have not a compendium called a manual bringing up to date all the amendments, not only 1965 laws but the preceding amendments in 1964.

Mr. GIBBONS. These small institutions just don't have the staff to put together all these different publications that come rolling out. I have seen junior colleges in the NDEA programs in my area that have been snowed under with a massive amount of administrative detail where they never really knew whether they were right or wrong.

Dr. JOHNSON. We maintain a service from our Office visiting all these institutions and providing them with this kind of administrative material. In fact, I have copies of that right here with me.

Mr. GIBBONS. How many auditors do you have?

Dr. JOHNSON. We don't have any auditors associated with us directly. We work in coordination with the HEW Audit Agency. They do, of course, perform definite fiscal audits, with some program review functions added to it.

Mr. GIBBONS. In the student assistance programs have all institutions in your geographical area been audited at least once?

Dr. JOHNSON. No; they have not been. That of course is not under our control and they should have been. But every institution in our region has been visited more than once and they have had program reports made out by us.

You see, I have been in this work since May 1959, and I have visited every institution in the region in this connection, and many of them several times, and written reports on them.

Mr. GIBBONS. Excuse me a minute.

What you are saying is very interesting to me and the rest of the committee, but we have Dr. McCann. I feel we are transgressing on what should logically be his time. I hope you will stay with us a while longer, Dr. Johnson, and we will come back to you.

Without objection, all the statements of all the witnesses will be placed in the record at the beginning of their testimony.

Dr. McCann, you may proceed.

STATEMENT OF DR. RICHARD V. McCANN, EXECUTIVE DIRECTOR, MASSACHUSETTS HIGHER EDUCATION FACILITIES COMMISSION

STATEMENT OF DR. RICHARD V. McCANN, EXECUTIVE DIRECTOR, MASSACHUSETTS HIGHER EDUCATION FACILITIES COMMISSION

My name is Richard V. McCann. I am the Executive Director of the Higher Education Facilities Commission, Commonwealth of Massachusetts.

The Higher Education Facilities Commission was established by Chapter 388 of the Massachusetts Acts and Resolves of 1964 to administer Title I of the Higher Education Facilities Act of 1963, the program of Federal grants for the construction of undergraduate facilities. . . . From its inception, I sat frequently with the Commission as the official representative of the Commissioner of Education, and came on as Director in September of 1965 after serving the Commonwealth as Director of Research for the Advisory Board of Higher Education Policy.

In Fiscal 1965, this Commission awarded (that is, recommended to the United States Office of Education) Federal shares for construction amounting to somewhat over \$7 million. Of this amount, \$2.9 million was granted to four public institutions, and \$4.1 million to 7 private institutions.

Section 103 of the Act makes provision for public two-year community colleges and public two-year technical institutes. The Federal share under Section 103 (\$1.2 million) was awarded to the first institution in the newly developed family of regional community colleges to move from rented and renovated facilities to a new campus. This policy, you will be interested to know, is now being followed by the Board of Community Colleges—namely, one of the community colleges, as it reaches the point of readiness for the development of a campus, is designated by the Community College Board in annual sequence as the institution to apply for Federal assistance under Title I.

The amounts distributed under Section 104 of the Act (providing for all other institutions) provided assistance for three libraries, two library-science combination facilities, and five science buildings (thus reflecting the limitation, under Section 104, during the first year of the administration of this Title, to the five eligible subject areas of mathematics, engineering, natural sciences, modern languages, and libraries.)

The Higher Education Act of 1965, whose Title VII carried amendments to the 1963 Facilities Act, doubled the appropriation for undergraduate facilities and removed the restrictions to the five academic areas, thus greatly increasing the scope of the program and the opportunities for participation by our institutions of higher education.

For Fiscal 1966, this Commission awarded Federal shares amounting to \$13.9 million—\$5.3 million for private institutions, and \$8.6 for public, the latter total including an award of \$2.5 million for the new campus of the second public community college to qualify under this Act. The variety of the purposes of

these facilities—5 libraries, 4 science buildings, 5 general classroom buildings, 2 renovations, 3 library-classroom combination facilities, and 3 specialized facilities, including a swimming pool for instructional purposes—reflects the greatly increased flexibility and scope of the program subsequent to the removal of the restrictions as to subject area.

At about the mid-point of Fiscal 1966, this Commission was designated as the agency to administer for the Commonwealth the program for the improvement of undergraduate instruction, by means of the provision of equipment and materials—Title VI of the Higher Education Act of 1965. Under this Title, closely related to the undergraduate facilities program, during the first year of its operation—Fiscal 1966—we provided somewhat over one-half million dollars—the Fiscal 1966 allotment to Massachusetts—in 29 grants, 10 to public institutions, and 19 to private.

The Higher Education Facilities Commission, composed of 19 members appointed by the Governor, has also been charged with the added responsibility of administering Title I of the Higher Education Act of 1965, the program of community service and continuing education. The Commission is assisted on this program by a 17-man Advisory Council, as provided by the Act.

The Federal regulations for the Community Services program were distributed very near the end of the Fiscal Year; but despite the split second end-of-the-year timing, our announcement describing this program and inviting proposals was met with 70 applications from 30 colleges and universities. From among these, we funded 20 projects. These are now in operation. The range of the projects shows both considerable scope and a coordinated pattern:

- 2 on problems of community health
- 1 on regional planning
- 3 on municipal administration and the community economy
- 3 projects on the improvement of educational techniques and content for special groups
- 3 designed to raise the educational potential of the disadvantaged
- 2 on problems of employment and under-employment
- 6 on special problems related to the urban setting.

Again, this fall, in response to the notification and guidelines sent to our colleges and universities, we received 68 proposals, of which, with the same allotment for Fiscal 1967 as for Fiscal 1966—namely \$231,000—we endorsed 15 projects. These are now being reviewed by the Office of Education and upon final approval will constitute our State Plan amendment for Fiscal 1967.

Even handicapped by inadequate lead time on this program, our colleges and universities, both public and private, responded to the challenge and the opportunity, once they learned about it, with what I consider an almost overwhelming demonstration of interest, of alertness, of capacity. They proved beyond a doubt that, at least in this Commonwealth, we have many institutions varied in kind, in size, in sponsorship, in geographic location, that are ready and able to bring their resources—their personnel, their time, their know-how—outside the more traditional confines of the institutional role and program and invest them in the solution of urgent community problems.

It is the high hope of the members of the Commission and of the Advisory Council, representatives of the institutions, and of community agencies, that the Congress in its wisdom will provide for the continuing growth and strengthening of this program.

We thus are working with over approximately 90 eligible institutions of higher learning in this Commonwealth at some of the most critical and essential levels—providing expansion of facilities, equipment for instructional improvement, and direct engagement in the problems of the community.

On many matters in the administration of these programs, we find ourselves in communication with various staff members of the Office of Education. I have been struck by the capacity and the understanding of these people and by the patient skill that underlies the great assistance they have provided. And I would refer particularly to Charles Griffith, Gail Norris, and Richard Sonnergren in connection with Title I of the 63 Act, and to Al Dubbe and Peter Esseff on Title IV. Our relations with the Office of Education regional office have been most fruitful, particularly as reflected in the ready assistance and sound advice always available from the regional representatives for the facilities and equipment programs, John Edwards.

In launching the Community Services program, Title I of the Higher Education Act of 1965, we were convoyed safely through the reefs and ledges at the first stages of what is still a voyage of exploration by Paul Delker, Eugene Welden, and Jules Pagano in the Bureau of Adult Education.

Regarding the administration of the programs, I could wish for more information from the Office of Education on matters affecting the States and the Commissions, and particularly more lead time to embody changes and inform institutions.

Regarding the grant programs, I confine myself here to concerns with and suggestions for the program of facilities construction (Title I, Act of 63):

While absolute objectivity was required, and was in fact secured, for the process of determination of Federal grant awards, it was obtained at the expense of eliminating qualitative and programmatic considerations from the priority criteria. The emphasis, quite understandably, had to be on expansion of enrollment capacity rather than, for example, on creating opportunities for moving into new fields that would require new academic facilities, and thus improving the *programmatic* and *qualitative* aspects of the institution's plans and goals. It is not only in the best interests of our colleges and universities that they be encouraged and assisted in keeping up to date in the rapidly changing technological fields and other current emphases, but it is very clearly in the national interest as well.

In Massachusetts more than three-fourths of the students enrolled in higher education are in private colleges and universities, a pattern that is almost the mirror-image of a state such as California, and quite different from the national average. It is apparent that the expansion needs will be met primarily by the public institutions and that the private ones will tend more and more to specialize. Sufficient flexibility for an equal opportunity for both kinds of plans might well be provided in revised regulations and related state plans, thus permitting the shaping of programs to suit more freely the requirements of the individual State.

The appropriation of Federal funds for long-range planning of the development of facilities is as creative a step as was the removal of the restrictions to the original five subject areas. We have not yet been informed as to the details of the planning procedures.

We urgently hope that curriculum needs—of the institution, of the area, of the times—and other programmatic and qualitative considerations will be allowed a strong but controlled, voice along with enrollment needs and projections.

Once again, I emphasize my awareness of the difficulties of scoring, of determining priorities in what constitutes a state-wide competition for the funds available when other than quantitative factors are present. But the objectivity of the determination of grant awards has been clearly and firmly established; I do not fear that it would be shaken by the introduction of more and more qualitative and programmatic considerations.

I conclude this portion of my testimony by returning for a moment to an administrative consideration.

As you know, the Office of Education contracts the pre-approval engineering and architectural processing as well as supervision during construction to the Department of Housing and Urban Development. Both of these stages are beyond the scope of the State Commission's administration. However, I should like to call your attention to a problem that persists at the latter of these stages.

Several recipients of Title I grants, both private and public but particularly the latter, have found the post-award procedures of grant administration harrowing, particularly the construction supervision. The procedures are bound and tied with inelastic red tape. The staff at H.U.D. in both the New York and Boston offices are, I am informed, most obliging and helpful in guiding the applicant through the maze of red tape, but are powerless to cut it. The endless approvals, re-approvals, assurances, verifications, conformances, certifications, reports, and controls could be streamlined to resemble the procedures of the National Science Foundation, which are simple and direct without endangering the Federal interest in the project.

Appended to my printed remarks is the statement by one institution describing its tribulations during the construction supervision phase and offering further suggestions for betterment.

I do not intend to reflect on either the competence or the capacity of the H.U.D. staff, all of whom are highly respected. But it is to be hoped that when the

decentralization of the Office of Education takes place and OE brings engineering and architectural staff to the regional offices, the outmoded rigidities of the construction supervision will be superseded by more flexible methods.

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SUGGESTIONS FOR THE IMPROVEMENT OF POST AWARD GRANT PROCEDURES FOR TITLE I AND TITLE II PROJECTS

In accepting a grant, a college or university is required to provide USOE with certain assurances. These may be grouped roughly as follows:

1. Financial, legal, and eligibility status of the institution as related to the project.
2. Compliance with federal statutes.
3. Design and Construction.
4. Management and Operation of the completed facility.

Although assurances given are reasonably checked and confirmed, much reliance is placed on the integrity of the institution; especially in the important category of management and operation of the faculty for a twenty year period.

In contrast to this, the assurances related to design and construction are not only checked, they are *policed*.

The Department of Housing and Urban Development, which has been designated as the agency to protect the federal interest during the design and construction phase of a project, has designed elaborate safeguards and procedures in such depth and detail, that they would effectively provide the protection of federal interest required for dealing with an unscrupulous real estate promoter. Colleges and universities, all of which have considerable construction experience in recent years and have generally established procedures for contract administration, are required to change procedures and forms and adapt those designed by H.U.D. Hardly any decision can be made without H.U.D. approval *in advance*.

The architectural contract must be approved

Plans and specifications must be approved

Certificate as to project site must be approved (again)

Land description and plot approved
 Evidence of ability to finance approved (again)
 Addenda to specifications must be approved
 Proof of advertising for bids furnished
 Selection of low bidder approved
 Certifications on the part of the low bidder approved
 Subcontractors approved
 Approval of executed contract documents
 A preconstruction conference with H.U.D. Field Engineer is required before contractor can proceed.
 Change orders approved
 Budget deviations approved
 During construction, progress schedules, weekly payrolls, project supervision and inspection, payments to contractor, insurance, safety and equal opportunity are under constant H.U.D. review requiring reporting and letter writing as well as inconvenience to the contractor and owner.

In a like manner, the procurement of equipment is subject to control and advance approval. An equipment list must be sent to USOE for approval; detailed specifications, bid invitations, and contract documents covering each equipment item must be sent to H.U.D. for approval. Prior to award, certified bid tabulations and other documents must be sent to H.U.D. for concurrence in the proposed award. Change orders and budget deviations must also be approved by H.U.D. After delivery, another report of equipment received must be sent to H.U.D. All of these reports are to be made on special forms.

It should be noted that all of the above must be done even though not one cent of federal money has been dispensed.

Before an institution can receive any of their grant funds, the following additional safeguards have been provided:

1. The institution, working through the H.U.D. regional office obtains the latter's assurance through actual inspection where appropriate, that terms of the grant applicable to construction, have been met thus far.
2. The H.U.D. regional office prepares a certification of compliance.
3. The applicant submits a request for funds covering that portion of the work completed together with the Certificate of Compliance.
4. USOE verifies and processes request and forwards payment installment.
5. Final payment is made only after a final audit by USOE.

From the above it can be seen that much time and expense is incurred in getting various approvals. One architect who has been through the maze several times, estimates that the administrative procedures associated with a Title I grant represent an additional \$50,000 of cost. A construction agency supervisor related that, on a project which was bid without grant and then a short time later with grant, the price in the latter instance was \$32,000 higher.

It is believed that in dealing with colleges and universities which are certainly responsible, reputable, bodies, that much of the in-between policing and reporting associated with the construction phase of a project could be eliminated to the benefit of all concerned. After the grant agreement has been signed, it would seem that an inspection and certification of compliance on the part of the Regional H.U.D. office would be sufficient assurance to allow an installment payment. A final payment would, of course, be subjected to a final audit.

The National Science Foundation, which has been in the business of dispensing construction grants since 1950 has developed a procedure which is simple, efficient, and expeditious. It also complies with the same or comparable laws under which Title I and Title II grants are administered. The system used by N.S.F. is essentially as follows:

A. A grant application is submitted. This application contains about the same amount of detail as that of Title I and Title II grants except that it includes a listing of proposed equipment.

B. An on the site conference is held between N.S.F. and institution representatives to discuss merits, feasibility, etc.

C. An agreement is signed by the grantee which contains assurances similar to those required by Title I and Title II.

D. At the time the project is awarded, the grantee is required to submit plans and specifications, a list of participating bidders and a revised project budget (based on the contract award) to N.S.F. N.S.F. reviews the data and advises the grantee as to the acceptability of data and compliance with the agreement.

E. Funds are provided the grantee as needed by means of a simple request letter.

F. Brief annual progress reports are submitted to N.S.F. until the time of completion of project.

G. A completion report of the project is submitted to N.S.F. and approved or disapproved by them.

H. A post completion inspection and audit is conducted by N.S.F. personnel to assure that all terms of the grant have been met.

Informal discussions with N.S.F. personnel indicate that they have experienced no major difficulty in protecting the federal interest by such a procedure.

Dr. McCANN. Mr. Chairman and Mr. Speaker, and other members of the committee, I will pick up your suggestion, Mr. Chairman, and perhaps select some of the highlights of my report instead of reading the whole thing.

My name is Richard McCann, executive director of the Higher Education Facilities Commission for the Commonwealth of Massachusetts.

This commission was established by the Massachusetts Legislature to administer title I of the 1963 Higher Education Facilities Act for the construction of facilities for undergraduate programs.

As you may remember, at first during the first years of the activities of this Act throughout the Nation, the program was limited to facilities for engineering, mathematics, the natural sciences, modern languages, and libraries, that is for all but community colleges and 2-year technical institutes in which case the other subject areas were eligible.

The plan of administering the facilities grants by a State commission I believe was determined since the local agency could be in much closer touch with the institutions in a State than could the central Office of Education in Washington which administers titles II and III, the graduate facilities construction program and the loans program of the same act.

Incidentally it is true, Mr. Chairman, that I am not a Federal employee although all our grant funds and our administrative moneys are Federal. This is a State agency. I feel somewhat like a Federal wolf in State clothing, or wearing a Federal jacket and State trousers. At least there is an interesting combination here which is much to be desired.

I would like to review, very briefly, the kind of things the commission accomplished during its 2 years of operation so far.

Mr. GIBBONS. May I ask a question there?

Did Massachusetts, prior to the Higher Education Act have any agency or institution roughly corresponding to what you are doing now?

Dr. McCANN. No. My own work, which was somewhat comparable to this was as research director of the advisory board of higher education policy but this dealt only with the public institutions. Of course with this program we are dealing with the eligible institutions, both public and private.

About \$7 million was the Massachusetts allotment in fiscal 1965 for community colleges. This was on a 40-percent basis as you probably are aware and for other institutions it was on a 33 $\frac{1}{3}$ -percent basis.

In that first year of operation \$2.9 million was granted to four public institutions and \$4.1 million to seven private institutions. The system in this State is extremely interesting and I think very well done to

administer section 103 which, as you know, is devoted to public 2-year colleges and technological institutions.

That is, in sequence as one of this new family—which are regional in Massachusetts—as the regional community college becomes ready for moving to a campus rather than remain in renovated, or borrowed, or rented facilities, as they develop their program and staff and are ready for a permanent site, then that institution in sequence annually is designated by the community college board to be the applicant under the Higher Education Facilities program. And also, incidentally, to be the No. 1 priority among the community colleges family for candidacy for the capital outlay program by the Massachusetts Legislature. So that now pending before us with the November 15 closing date is the third application from a community college in a sequence of 3 years.

In 1966 the appropriation was doubled nationwide and the allotment for the Commonwealth of Massachusetts for this facilities program is approximately doubled. Also, the restrictions as to the five original subject categories eligible for this act were removed. This I consider to be a tremendously valuable step.

In fiscal 1966 the Massachusetts commission awarded Federal shares of just under \$14 million. In this case there were \$8.6 million for public institutions which included \$2.5 million for the new campus of one community college which I mentioned earlier. So that in that year we have \$5.3 million for private institutions and \$8.6 million for public, including the large construction of the new campus of the second community college.

As you see in the report, the new movement in that year reflected a tremendous or at least I should say marked increase in the scope of the kind of institution, the kind of facility that could come under this act. This was no longer limited to the original five categories.

Mr. QUIE. May I ask a question?

Swimming pools have defeated so many local bond issues in high schools. Why do you feel that the swimming pool was more important than perhaps some classroom for the humanities that must have been lower on the priority list? I see you list a swimming pool for instruction purposes.

Dr. McCANN. This was an institution in which it was clear this was not a recreational purpose. This was an institution whose specialty is physical education and their outmoded pool has been a tremendous handicap in moving on in the program that they are presenting. This was an instructional procedure, instructional facility, and not a recreational facility. From the point of view of the various criteria on which the institutions were rated on statewide competition, this was one of the winners.

Mr. QUIE. Were they training swimming instructors?

Dr. McCANN. Yes. They weren't just teaching their students to swim; they were training students who will go out in our public schools and teach the subjects. In other words, the major focus of the institutional curriculum as a whole is training teachers of the various physical education activities. I included that, I believe, as an example of the somewhat unusual movement into these other allowed areas of the removal of the restrictions of the first original five.

In latter fiscal 1966 the Higher Educational Facilities Commission was designated to carry out the provisions of title VI of the 1965 Higher Education Act, a program providing equipment and materials for the improvement of undergraduate instruction. In the first year of operation of that program we provided somewhat over \$1.5 million in 29 grants, 10 of them to public institutions and 19 to private institutions.

As you can see, this title is very closely allied with the facilities construction program which within itself already included provisions for certain kinds of instructional equipment but not materials.

Then the next step, and I am trying to give you a brief review of the three programs for which the commission is responsible, this commission was given the added responsibility of administering title I of the Higher Education Act of 1965, its community service program. And an advisory council consisting of 17 people was appointed to assist the commission in administering this act.

The setup, the launching by Washington of this program came very, very late in the fiscal year. Consequently, the directives out of Washington were late getting to us but we were of course in touch with the institutions in spite of that. I bring this out particularly to show the response to this program we received, once we issued the invitation and the information about the Federal regulations, we received 70 applications from 30 of our colleges and universities. Among these, we funded 20 projects in each one of which a community problem of some urgency is identified and then methods of contributing to a solution, particularly through an educational program for service. You see here a summary of the problems by general problem area.

Then again this fall when the second round of programs was made available by the fiscal 1967 appropriation for this particular title we received 68 proposals from which we funded 15 programs under the same allotment as the preceding.

Again I want to stress the fact that our institutions seem to be very interested, alert, and capable of moving in this direction which is now made possible for them. This is not entirely new, of course. These institutions already have done this kind of thing. However, they prove by this response to these two closing dates for this particular title that they are capable and alert and willing to bring their resources, particularly their personnel, outside the more traditional confines of the institution and into the life of the community, to bring them into confrontation with community problems.

I would be remiss not to add here that we are very, very hopeful—the institutions and all people concerned with the administration of this program both in our institutions and in the community agencies and in local government agencies—that this program will receive sufficient appropriation in subsequent years to expand and be strengthened. So in the total scope of the three programs of our commission we are working with the approximately 90 institutions in the State on these three levels, and developing and expanding the potential at home, and developing improved curriculum throughout the provisions of equipment for this purpose in direct engagement in the problems of the community and of the region.

I would like to summarize my remarks on this page which is really my feeling of extreme appreciation for the kind of help we have received from the people who are responsible for these three programs in Washington. I think you have some absolutely excellent people, particularly Gail Norris, Charles Griffith, and Richard Sonnergren, who are dealing particularly with the construction facilities program, Al Dubbe and Peter Esseff who are operating title VI, and Paul Delker, Eugene Welden, and Jules Pagano, who have been very creative in developing community services programs.

Mr. GIBBONS. I am kind of interested when you get down to page 7 there. I am glad you made those remarks complimenting some people, but I notice on page 7 you get to be pretty straightforward, Doctor. I wonder if you would be sure to hit that for us. These are some of the things that we need to know. We are glad to hear all the nice things. I want to say the nice things outweigh the things that should be corrected, but we certainly need to know where the problems are.

Dr. McCANN. There are several points I made in this direction, not the one that your eagle eye caught on page 7. I will take that perhaps in sequence with the others.

I will say that even though I feel that these programs have moved very creatively and very imaginatively with scope for institutions to develop new departures, yet I feel that there are improvements that can be made. One of these is a much better communication between the State agency and Washington. They are always available when we initiate the contact. They don't initiate the contact nearly as much as I would like to see, particularly through providing us with stages of development and information and not just final development of information. Particularly, more leadtime is needed in order for us to embody changes in our State plan and administrative procedures, and also to get this information to our participating institutions.

Another problem which I think is worthy of comment here, and I will refer specifically here to the construction program, is that I am very hopeful that in addition to the objective criteria or standards that prevail in the regulations thus reflected in the determination of Federal grant awards, that more programmatic and qualitative aspects will come in. Of course one of the key reasons for this program was the development of the expansion of enrollment capacities in our institutions throughout the Nation. This was proper. This was the focus of the program at first.

In order to meet the tremendous demands for these Federal funds, absolutely objective and fair procedures had to be developed for determining who would be the winners or recipients of these grants. This was done.

Now I think the time has come for adding more qualitative aspects, more programmatic aspects. For example, in our public institutions here I think is going to be the major continuing expansion of enrollment capacity. Our private institutions will probably move more in the direction of specialization. Institutions which do not plan extensive enrollment capacity ought to have the same grounds, shall we say, the same luck, the same chance, the same opportunity to get a grant under the facilities construction program as an institution planning considerable enrollment capacity.

This is one level at which I think a change would be appropriate. Both from the point of view of flexibility and from the point of view of permitting institutions to move in programmatic directions which will suit the needs of the area, will suit the changing needs of the times. Such considerations are greatly needed in the design, the continuing changing design of this program. I realize that the objective nature of scoring a huge program like this in which at most closing dates your demand far exceeds the supply has to be kept completely fair, completely objective. Yet I do feel that the qualitative, the programmatic, the curriculum needs, the movement in new directions on the part of our institutions, should play an increasingly decisive role in the determination of grants.

Mr. QUIE. Do you think you are competent to make that evaluation in the State or do you think that needs to be done on a Federal level?

Dr. McCANN. You mean an evaluation of the——

Mr. QUIE. Qualitative aspects.

Dr. McCANN. Yes, I do.

Mr. QUIE. You think it can be done in the State?

Dr. McCANN. Yes, I do.

Mr. QUIE. You think it can be done in the State?

Dr. McCANN. Yes. I think representatives of a commission such as ours and I know a similar type of commission exists in the United States, a representation of small and large, different types of institutions and of the general public will be able to make this kind of determination. I see also the possibility for increased coordination and increased cooperation on the part of the Office of Education itself, through the new decentralization process. Here I think being in close touch with the total processing from the receipt of applications right through to the determination of grants, the determination of the grant awards to the construction phase, I think this whole thing centered in the regions will make this procedure even more effective.

Now in connection with this, there is one further administrative consideration. In addition to the very needed addition or, shall we say, infiltration of greatly needed qualitative considerations and programmatic consideration into the State plan, I would like to turn from this programmatic factor to an administrative consideration. That is that we have heard about a considerable reflection of difficulty on the part of institutions in the latter procedures.

Now I bring this up as an attempt to contribute to a resolution of some of these difficulties even though the postgrant procedures of the facilities program lie beyond the scope and responsibility of the individual commissions.

Several recipients have found the postaward procedures, particularly that during construction supervision, to be frankly harrowing. These procedures seem to be bound with redtape and the staff of the Housing and Urban Development Administration, though extremely helpful and extremely capable in assisting the applicant, guiding the applicant, are unable to cut this redtape. We have seen many instances of this. The endless procedures—which can easily be identified as approximately 2 dozen—could really be streamlined to make this construction phase more efficient. Several of the suggestions we have received have referred to a parallel between the possible new procedures or possible streamlined procedures and those used by the Na-

tional Science Foundation which evidently are quite direct and much simpler and at the same time adequately protect the Federal interest in the project.

Now I have appended to these remarks a statement by one institution which describes its tribulations during the construction phase and which offer suggestions for improvement.

This final point that I am making does not in any way intend to reflect on the competence or the capacity of the HUD staff, all of whom are highly respected, but it is to be hoped that when the decentralization of the Office of Education takes place and the Office of Education brings engineering and architectural staff into the regional offices, that the rigidities of the construction supervision phase will be superseded by more flexible ways and means.

Mr. QUE. Will or should be?

Dr. McCANN. I hope they will be. They should be.

Mr. GIBBONS. Just contrast for us briefly the difference between the technique that the National Science Foundation uses in its grants and what comes out of the Office of Education supervised by HUD for this title I facility. Can you tell us in layman's terms what the difference is?

Dr. McCANN. Follow with me just briefly the suggestion pagewise appended to this preliminary statement of mine. In the procedure as at present you see at the bottom of the first page the various advanced approvals and followup approvals that must be made. The approval of the architectural contract, plans and specifications, the site certificate approval, the approval of the land and plot description, the financial ability. This of course is an inevitable requirement. Proof of advertising for bids, approval of the selection of low bidders, certifications on the part of the low bidder approved, subcontractors approved.

I would say in connection with this that an extremely long negotiation was required in order to reach the kind of compromise method of contract particularly in the subcontracting.

In the bureau of building construction of the Commonwealth one method was used, in HUD another method was used. It took nearly half a year to resolve this particular problem.

Mr. GIBBONS. What do you mean by the words "again" shown in parentheses? Do you mean those already approved?

Dr. McCANN. Yes, followup approval. The approval of the budget, even the very, very small budget changes within subsidiary accounts need to be approved.

As you can see, there are about two dozen steps here, all of which are very time consuming. The National Science Foundation procedure which is outlined on page 3 follows the grant application which is about approximate to that required in both title I and title II. The site conference follows, the agreement is signed by the grantee containing assurances similar to those under title I and II. Plans and specifications are submitted at the time of the project award, a list of participating bidders and based on the contract award revised project budget submitted to NSF. Then data are reviewed and then the grantee is advised as to the acceptability of the data in compliance with the agreement.

The next step is a simple request letter for funds. Brief annual reports are submitted to NSF up to the time of completion of the project. The completion report is submitted, and then postcompletion inspection and audit is conducted. The suggestion has been made that as this program moves on some aspects of the National Science Foundation procedure can be approximated rather than the much more intricate procedures that HUD still uses based perhaps on its earlier administration of very intricate housing projects.

Mr. GIBBONS. You feel that HUD is carrying over to public institutions or essentially public institutions some of the things that they have learned or had to do when they were dealing with private contractors, building apartment houses and individual homes and things of that sort?

Dr. McCANN. This seems to be a possible reason why the procedures are so intricate, so involved and why the applicant now working in an academic facility is really so badly hampered.

Mr. GIBBONS. Could you give us any suggestions other than to say that the HUD procedure was 50 percent more costly or time consuming than the National Science one? Can you make any rough estimates as to what is involved?

Dr. McCANN. I have several estimates ranging between \$32,000 and \$50,000 extra cost in administering the construction supervision in this way. That is to the individual institution.

Mr. GIBBONS. On what size building? A million dollar building?

Dr. McCANN. These two ranges range from one and a half to three. That is not a very substantial percentage of the total construction cost but it is something that certainly has to be considered.

Mr. GIBBONS. Mr. Quie, do you have any questions?

Mr. QUIE. No.

Mr. McCORMACK. I would like to invite the attention of Dr. DeHart to this. I read with interest on page 4 of your statement the observation on your part and I quote:

One important point to observe in the process is that an extension of field services does not impose an extra layer of administration to block free communication between the field and the central headquarters in Washington.

To me that would presuppose that in your mind there has been or there is now such a blockage to justify an inference on your part to that extent. Will you clarify that?

Dr. DEHART. Yes, Mr. Speaker, I will try to do that.

When the field service was first extended there was then fear in the minds of many educators that establishing an extended field service might impose an extra layer of administration through which the public, the education community and the general public will have to go.

There was fear in the minds of many educators that extension of the regional service might impose an extra layer of administration, a barrier as it were, through which people in the field would have to go in order to reach Washington's central headquarters. It was never the intention, and it seems not to have worked out that way, because we have kept open channels of free communication between the field, commissioners of education, superintendents of schools, colleges and universities, and the public in general directly to Wash-

ington when it better seemed to meet the needs of the people in the field to contact Washington directly. It was felt, however, that many services could be more effectively and more quickly rendered at the regional location than they could be rendered in Washington. If that were the case, and as people were assigned to the regional office of the Department of Health, Education, and Welfare, they could within the limits of their authority obviate the necessity of the local people having to go to Washington every time they wanted to know something or to get something from the Office of Education.

I think it has in general worked out that way. We provide services in the region where such services seemed to be justified. But there is no requirement that a commissioner of education, for instance, has to go through the regional office in order to reach Washington.

Mr. McCORMACK. Has there been blockage of communication in the past?

Dr. DEHART. We have had no inference of blockage, that kind of thing. In fact, it has been quite the contrary. The people in the field have taken advantage of the regional services. Yet they have consistently maintained the opportunity, the freedom, the privilege—call it what you will—of picking up the phone and calling the Commissioner of Education or any of the Bureau chiefs down there when they felt they could get an answer to a question that was beyond the authority of the regional office.

We have had no complaint from our six commissioners of education on that score. In fact, just the other day one of them told me that he had just picked up the phone and called somebody in the Commissioner's office in Washington and said, "We like this system, you are here when you can help us but we know we can get there as fast as the telephone and get our voice down there when we need them."

Mr. McCORMACK. So that this observation of yours is not an expression as to the difficulty of the past or the present but the expression of hope that the difficulty will not exist?

Dr. DEHART. That is correct, Mr. Speaker. There has been no real evidence of it but the possibility of it is mentioned from time to time. We feel strongly in the office that there should not be a blockage of free communication between the public and Washington.

Mr. McCORMACK. That is all.

Mr. HATHAWAY. Dr. McCann, you indicated on page 4 that 15 of 68 proposals were endorsed by your office. Was that selection made only in view of the amount of money that was allotted, that is, were all 68 proposals good ones, or was that narrowed down because of the money?

Dr. McCANN. Not every proposal was totally appropriate to title I. For example, some were a little more appropriate under the Elementary and Secondary Education Act. However, the majority of them were. In general, the boiling down of 68 to 15 is caused by the limit of the Massachusetts allotment.

Mr. HATHAWAY. Do you have any idea of how much additional funding would be necessary to finance all of the ones you consider worth while under title I?

Dr. McCANN. The total of approximately \$1 million will be necessary to finance all those 68 programs.

Mr. HATHAWAY. You said some of them were not really applicable under title I, but for the ones that you considered to be good projects under title I how much additional financing would be entailed?

Dr. McCANN. That would be the answer.

Mr. HATHAWAY. About a million dollars?

Dr. McCANN. In other words, about four times the amount of money would have financed the ones that we thought were appropriate.

Mr. GIBBONS. We are running a little overtime. We want to thank those who have taken the time to attend this morning. Dr. Johnson, we want to talk to you a little later today about some of the things you have talked about. Since we are running so late I will close by saying thank you very much for your kind attendance and for the valuable information you have given us. I imagine we will be seeing all of you a little later on today and tomorrow. If we have any questions about the things that you have talked about we will be in touch with you by phone.

Thank you very much. The meeting is now adjourned.

(The formal statement submitted by Dr. Johnson follows:)

STATEMENT BY EINO A. JOHNSON, ACTING OFFICER IN CHARGE, BUREAU OF HIGHER EDUCATION, REGION I

Mr. Chairman and members of the Special Subcommittee on Education, I am Eino A. Johnson, Regional Representative of the Division of Student Financial Aid and also, since September 20, 1965, Acting Officer-in-Charge of all Bureau of Higher Education activities in Region I.

It is my pleasure to appear before you this morning to outline briefly the nature and scope of the activities in which the regional office of the Bureau of Higher Education is engaged. At your request, special reference will be directed toward the general student financial aid programs in our institutions of higher education to which the Federal Government contributes essential funding.

The regional BHE office is charged with many responsibilities in addition to those concerned specifically with student financial aid programs, although these have been and will probably continue to be a major area of responsibility. In general terms, the office provides expert consultative and advisory services to institutions of higher education, professional organizations, State agencies, and individuals on problems and problem areas arising in the administration and management of Federally-supported programs in higher education, with special attention given to student financial aid and institutional and faculty development and construction programs. This calls for cooperative effort between these various constituencies in the Region and the office looking toward possible participation by them in various other programs provided in the National Defense Education Act, the Higher Education Act, the Mutual Educational and Cultural Exchange Act, and in other legislation having implications for higher education. In the area of student financial aid programs, a greatly increased responsibility has been assigned this year to the regional BHE office. In effect the regional office is now responsible to make the final decision—subject only to appropriate administrative confirmation—on funds to be allotted to individual institutions of higher education to operate the student financial aid programs in which they wish to participate. Paralleling this responsibility is the on-going responsibility to examine into and evaluate, quantitatively and qualitatively, the administration and management of the Federally-supported student financial aid programs in all the participating institutions in the Region.

These responsibilities are by no means exhaustive of the many the regional BHE office undertakes to carry. These others include organization and participation in special workshops, special and follow-up conferences with individuals and institutions, promotion of understanding of legislation aimed toward improvement and development of individuals, efforts toward coordination of higher education resources and general and specific community needs with provisions appearing in separate legislative enactments.

To carry out these responsibilities the present professional regional BHE staff is composed of an Acting Officer-in-Charge, a Field Representative for the Division of Student Financial Aid, a Regional Representative for the College Facilities Branch, and a Program Analyst; a Secretary-stenographer and a Clerk-stenographer comprise the secretarial and clerical supporting staff.

Responsibility of this office for the administration of Federally-supported student financial aid programs in institutions in the Region, is a major one. As objects of primary responsibility, these SFA programs are: the National Defense Student Loan Program (Title II, PL 85-864), the College Work-Study Program (Title I, Pt. C, PL 88-452), the Educational Opportunity Grant Program (Title IV, Pt. A, PL 89-329), Contracts to encourage the Full Utilization of Educational Talent (Title IV, Sec. 408, PL 89-329), and the United States Loan Program for Cuban Refugee Students (PL 87-510, as amended). Concurrent with these SFA programs, and also in certain respects within the area of primary responsibility of this office, is the Guaranteed Insured Loan Program (Title IV, Pt. B, PL 89-329)—although the loan funds for this program are from private sources, Federal subsidy of interest benefits necessitates supervision by Federal officials of certain aspects of operation of the program.

In respect to these SFA programs, the regional BHE office is directly involved in the total process of participation in the programs by individual institutions in the Region. This involvement includes, (1) advisement and instruction of new, and also formerly participating, institutions preliminary to application for funds, (2) action on applications for funds, and negotiation as necessary, (3) special services for organization of the programs in new institutions, (4) continuing advisement of all participating institutions on special problems, and on changes in legislation and regulations, (5) quantitative and qualitative program reviews, and consultation with chief administrative officers on recommendations consequent to review and also audit by other Federal offices, (6) special action and follow-up on special problem areas, viz, NDSL collection, non-conformity with legal requirements or regulations, staff utilization, communication and records, etc.

It may be instructive at this point to elaborate on the practices being carried out by the regional BHE staff in connection with activity (5) noted above, "program review procedures". These procedures result from the experience of this office in reviewing institutional NDSL program operations over the past seven years, and the CWSP over the past two years. Although the present procedures are directly specifically toward SFA programs, it is hoped that this same approach could be adapted and applied for reviewing and promoting institutional management and administration of other Federally-supported programs in institutions of higher education. The steps in performing individual reviews of SFA program areas are as follows:

Step 1: Intensive On-Site Program Review, requiring on the average one man-day per program. This review proceeds point by point along orderly lines which are detailed in respective review outlines entitled, "Guides for Program Administration and Program Review" (sample copies of these "Guides" are available for examination). Institutional program and fiscal officers receive copies of these "Guides" for study and reference.

Step 2: Program Review Report, prepared in the regional office following each program review, describing the institution's administrative structure and practices for each program and detailing those practices which are found to be in need of improvement, and offering specific recommendations (copies of sample "Program Review Reports" are available for examination).

Step 3: Post-review Conference taking place approximately three or four weeks after the on-site review of the program(s). This important conference is held between the BHE Acting Officer-in-Charge and the following institutional officials: President (or his delegate), Program Institutional Representatives, Program Fiscal Officers. The Program Review Report(s) is (are) delivered to the President and his staff at this time and its (their) contents discussed point by point. The President is requested to summarize in a letter to the BHE Regional Representative the actions the institution plans to take, or has taken, to meet the recommendations made in the Report(s), including recommendations made in reports following earlier reviews performed by the Regional Office staff, or/and by other OE and HEW audit agencies.

Step 4: Transmittal of copies of Program Review Reports and of pertinent correspondence to Washington OE Program Office(s) concerned.

Step 5 and 6: On-site Program Re-rvieu and Probation Review and Conference are steps under present study, proposed to be carried out in specific, documented cases of substantive deficiencies in the program management and administration.

The above type of approach to program supervision is held to be essential for securing reliable information on how well institutions are carrying out the responsibilities they accept in signing the terms of "Agreement" as a condition for participation in respective programs. Small-group workshops for institutional SFA officers are also being held, and have been found to serve a useful purpose, but it must be emphasized that only through person-to-person involvement in the examination of actual materials of program operation can constructive and mutual understanding be achieved.

Such supervision is necessary, whatever size in monetary terms a program assures. But it may be instructive to point out that since its beginning and through the present fiscal year, New England institutions of higher education have been entrusted with approximately \$67,500,000 of Federal funds to use as loans to students under the National Defense Education Act.

In general, institutions have accepted this trust magnificently and have striven to use the funds only in such a manner and for such a purpose as the legislation and regulations require. However, with their own problems constantly looming up before them, particularly in matters of staff restrictions and turnover, lapses in required attention to important details do frequently occur. Thus the effort of this office in respect to this program alone must continue, and should be strengthened, to maintain even the present level of reasonably good administration by the participating institutions. In this connection it is estimated that with the present staff, the regional BHE office will be able to perform intensive on-site reviews of programs (NDSL, CWSP, and EOGP) in only 76 of the 160 participating institutions in this Region in FY 67.

In conclusion, a reminder may be offered, and it has to do with the all-important matter to rapport and cooperation. It has been my happy experience throughout the past years of work with all the institutions in the Region that these qualities have always characterized our relationships with the institutions. Despite problems and various irritations, a mutual trust has been established and difficulties ironed out constructively through cooperative effort.

(Whereupon, at 12:15 p.m. the committee was recessed, to reconvene at 9:30 a.m. the following day, Saturday, December 3, 1966.)

U.S. OFFICE OF EDUCATION

SATURDAY, DECEMBER 3, 1966

HOUSE OF REPRESENTATIVES,
SPECIAL SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON EDUCATION AND LABOR,
Boston, Mass.

The committee met at 9:30 a.m., pursuant to recess, in the Carl S. Ell Student Center, Northeastern University, Boston, Mass., Hon. Sam M. Gibbons presiding.

Present: Representatives Gibbons and Hathaway.

Staff members present: Dr. Eunice Matthew, Education Chief; Charles W. Radcliffe, minority counsel for education; Maurice Hartsfield and Mrs. Helen Phillipsborn, members of the professional staff.

Mr. GIBBONS. Dr. Ohrenberger, we are very glad to have you with us this morning.

Since you know Mr. Hathaway, I won't go into his credentials and introduce him.

I am Sam Gibbons. We appreciate having you here, a man who has an intimate experience with the operation of a large school system in a highly metropolitan area, to tell us about some of the problems and some of the pitfalls of legislation that we have passed and the operation of the Office of Education. So, we will let you proceed, Doctor.

**STATEMENT OF WILLIAM H. OHRENBERGER, SUPERINTENDENT
OF PUBLIC SCHOOLS FOR THE CITY OF BOSTON; ACCOMPANIED
BY MR. TOBIN, DEPUTY SUPERINTENDENT OF SCHOOLS; AND MR.
KENNEDY, OFFICE OF COMPENSATORY SERVICES**

(Dr. Ohrenberger's prepared statement follows:)

PREPARED STATEMENT OF DR. WILLIAM H. OHRENBERGER, SUPERINTENDENT OF
SCHOOLS FOR THE CITY OF BOSTON

INTRODUCTION

Mr. Chairman and Members, I am William H. Ohrenberger, Superintendent of Public Schools for the City of Boston.

I should like to identify and describe briefly, the different programs in which we are currently involved, that are administered directly or indirectly through the U.S. Office of Education. Should the members of this Committee desire more detailed descriptions of any program to which I shall refer, I should be happy to provide this information.

Elementary and Secondary Education Act

First and foremost are those programs funded under the various titles of the Elementary and Secondary Education Act.

I. Under Title I, the Boston Public Schools received, for the school year 1965-66, \$3.1 million for program operation. It is anticipated that \$3.6 million will be allocated for this purpose this year. Of this amount, approximately \$2.8 million will be spent on compensatory and enrichment programs operated by the Office of Compensatory Services. The remainder, approximately \$800,000 will be spent on the innovative experimental program operated through the Office of Program Development. Both the compensatory and experimental programs are being operated in disadvantaged areas throughout the city, benefiting approximately 29,170 children.

II. Under Title II of E.S.E.A., the Boston Public Schools received \$172,000 for the purchase of books and audio-visual materials to provide or improve school library facilities. This sum was administered by the Massachusetts Department of Education in conformity with its State Plan.

III. Under Title III of E.S.E.A., the Boston Public Schools submitted a planning proposal to the U.S. Office of Education which was approved and funded for \$207,000. This proposal includes five different planning projects which have now been initiated under the supervision of a Title III Coordinator within the office of Program Development.

IV. Under Title IV, the Boston Public Schools are actively cooperating with The Institute for Educational Innovation which has received a federal grant to plan improvement of urban, suburban, and rural education in the New England area.

The Boston School System, serving the largest and most varied urban population in New England, has every intent of pursuing and expanding its participation in this project.

Other programs administered through U.S. Office of Education

Boston is participating in other programs administered partially or completely by the U.S. Office of Education. These include such programs as:

- A. Operation Head Start.
- B. Neighborhood Youth Corps.
- C. Adult Basic Education.
- D. Educational Enrichment Programs in conjunction with private schools.
- E. National Teacher Corps.

OTHER SOURCES OF FEDERAL FUNDING

Federal legislation under which the Boston Public Schools receive funds for the operation of other programs or the purchase of supplies and equipment includes:

- A. Smith-Hughes Act.
- B. George-Barden Act.
- C. National Defense Education Act.
- D. Manpower Development and Training Act.
- E. Aid to Federally Impacted Areas Act.
- F. Economic Opportunity Act.
- G. School Lunch Program.
- H. School Milk Program.
- I. Vocational Education Act.

EVALUATION OF E.S.E.A. PROGRAMS

It is still a little early thoroughly to evaluate the effectiveness of our programs. However, presently available data substantiate the following findings: Our compensatory programs have brought about improvement in pupil reading achievement, general academic performance, and attitude toward school. There is a strong evidence of decline in pupil absenteeism and truancy.

Our experimental programs have also improved pupil performance in academic subjects. In addition, individual case studies and questionnaires to parents have revealed increased enthusiasm for school activities on the part of the pupil and the parent.

During the latter part of the 1965-1966 school year we assembled an Inter-University Evaluation Committee to react to our evaluation procedures and to suggest possible improvements in our methods of assembling and interpreting

data. Many recommendations of this committee have already been adopted. These and further recommendations should improve the quality of our evaluation techniques for the current school year, and enable us better to interpret the effectiveness of our programs.

Advantages of Federal assistance

That federally sponsored programs have been of great benefit to our schools cannot be denied. Without such assistance we would have been unable either to extend our compensatory services to disadvantaged children, or to initiate our experimental program. We feel that both of these programs will have a far-reaching effect on the entire school system and will greatly improve the quality of education in Boston. Thus, it now seems obvious that the continuation of these newly-initiated or expanded educational programs hinges upon sustained federal support, and, hopefully, increased federal funding.

Additional views and comments

I have been asked to comment upon the administration of federal programs through the U.S. Office of Education from the viewpoint of the local educational agency. In general, I should like to compliment the Office of Education for the efficient way in which it has handled what must have been a monumental job of organization and administration. The qualifications and reservations that follow should not be taken as adverse criticisms but rather as suggestions that might be helpful in future legislative decisions affecting education.

1. All federal legislation affecting education might better be administered through the U.S. Office of Education rather than through several different agencies, departments, or bureaus. It would expedite matters at the local level tremendously. Evidence of the need for this is the fact that many directors of federally funded programs in our school system are not clear as to which is the responsible federal administrative agency for their programs.

2. We realize full well that Congressional decisions cannot be anticipated. Still, insofar as possible, local educational agencies would benefit greatly from knowing reasonably in advance:

- a. changes in emphasis or interpretation of present legislation;
- b. changes in amount of funding or allocation of funds; and,
- c. proposed new legislation.

3. Allocation of funds for Title I programs should be made as early as possible in the spring, rather than in September. It is in March and early April that most school departments make plans for the coming school year in the areas of supplies, equipment, personnel, and curricular programs.

4. The January 15 and July 1 deadlines for the submission of Title III operational proposals fall at inconvenient times. From the standpoint of the local educational agency, a mid-spring deadline would be more realistic.

5. It would be extremely desirable if ESEA funding grants under Title I were guaranteed for a minimum of three years. This would permit long range planning in previously mentioned areas.

6. More assistance might be given to State Department of Education under Title V to insure staffing adequate to meet the administrative demands arising from greatly expanded federal education legislation.

7. At present, federal funding under Title I is not adequate to meet the needs of all the children for whom the legislation was designed. The present program serves approximately one half of the culturally and economically disadvantaged children in this city. In addition, funds are lacking to extend city wide, proven experimental and innovative programs now being conducted on a limited scale. There is a definite need for at least double the present amount of allocated funds for the two principal reasons previously mentioned.

8. Cooperation and communication between the local educational agency and the community action agency should be encouraged in every way. With this in mind, we have already established a joint liaison committee involving the Boston Public Schools and Action for Boston Community Development. However, it should be made abundantly clear by a clarification of present federal directives that, while either agency may react to the programs of the other, neither may exercise a veto power over such programs or delay the implementation thereof.

In closing I should like to thank the committee for the opportunity of testifying today.

Dr. OHRENBERGER. Thank you, Mr. Chairman.

First I would like to present Mr. Tobin, on my right, deputy superintendent of the schools; and Mr. Kennedy, who is the director of our compensatory education program.

I would like to preface my remarks by indicating to the committee that the Boston Public Schools, the largest school system in this particular area, some 93,000 pupils, is particularly grateful to the Federal Government for the great help that we received through the Elementary and Secondary Education Act, and many other acts.

We really marvel at the way the Education Department has put this program on the road, so to speak, in such short time. It is a very difficult assignment. We cite and appreciate the complexity of such a terrific undertaking. But we have been able to do some things in Boston for which we feel there is a great deal of credit to the Office of Education and for that reason we are very, very happy to be here this morning to tell you a little about what we are doing with the funds that you are providing.

Under the Elementary and Secondary Education Act under title I we received last year about \$3.1 million and expect this year about \$3.6 million. Of this amount, we spend about \$2.8 million in the area of compensatory education, and this involves enrichment. This particular program is run by the director of this particular department. The remaining \$800,000 is spent on a program which develops innovation, hopefully to discover materials and programs that would help us and should be expanded throughout our city. This we call our model subsystem. I think it is unique. I think it is something that has received a great deal of credit. Frankly, it is in its infancy and we don't have too much to report on it.

Under title II, we received about \$172,000 for the purchase of books, visual aid and materials, and library facilities. This is administered through the State department of education, as the law provides.

Under title III we have \$207,000 for a planning program which has five separate projects. We expect this particular program to be reported on so that our submission in January hopefully will give us an operational grant. We also are working very closely under title IV through the Institute for Educational Innovation, which also has a planning grant at this particular time.

In addition, I am sure that with the Office of Economic Opportunity we will operate a Headstart program and Neighborhood Youth Corps program, adult basic education and enrichment program in conjunction with private schools in the area, and National Teacher Corps and then, of course, the many other sources of Federal funding, the Smith-House Act, George-Barden, national defense. For all these, we are very, very grateful.

In the area of evaluation, however, at the present time we do not feel that we have an evaluation that could be considered completely scientific, that is self-evaluation. We do have very, very strong convictions, however, that, for example, our reading achievement in our disadvantaged areas has met an advance in the general academic performance in our schools. We see a great evidence in the decline of absenteeism and truancy. We also feel the cooperation now in the community, and parent participation that perhaps was lacking before.

Now I cite these to indicate that we feel that without the Federal aid we could not have expanded the program we had started. The compensatory education was started as a Boston pilot program under our own funds. We felt we had something that we thought was at least breaking the surface for making great inroads in the problems of urban education. We expanded it the following year through our own funding. My teachers, incidentally, gave up a pay raise that year so that I could do it. I thought it was a terrific demonstration of their loyalty to us.

Then the Elementary and Secondary Acts came along. We expanded to 16 districts and increased the type of activity appearing in the original 12. It is our feeling, however, that the funds are not adequate for us to touch all the pockets of difficulty that we have in the city. We feel we should expand at least to 12 more districts, and perhaps double the number of districts we have at present. We also feel, in the innovative area of our title I project, that if we discovered something that would be dynamic and terrific we would be short funded to expand this to the disadvantaged areas and particularly to the whole city.

It is our feeling that many of the programs that we hope to discover and we are discovering could not be advanced if we don't have the proper funding. For what we have done to date we are grateful. We hope this particular committee can return to Washington and make sure that we can at least live, and hopefully that we will be expanded. I am sure this is what you have heard everywhere else in America.

Mr. GIBBONS. Dr. Ohrenberger, let me ask a question: What is the number of pupils in your school system?

Dr. OHRENBURGER. About 94,000.

Mr. GIBBONS. What is your annual budget?

Dr. OHRENBURGER. About \$53 million.

Mr. GIBBONS. You have about \$3.5 million from the Federal Government?

Dr. OHRENBURGER. That is right.

Mr. GIBBONS. Thank you.

Dr. OHRENBURGER. Now actually I have indicated the far-reaching effect that the Federal funds have made for us. I do feel, however, that we can't continue without continued support from the Federal Government. Now I have some views and comments that I think might be interesting to this committee because I think it might grease the way or really smooth out the participation in the future. I have indicated that the Department of Education must have had a gigantic problem putting this great machinery into operation but I am certain that what I would say now should not be considered as faultfinding, but I think ways in which we perhaps could improve it.

For example, I am sure on my staff—this is a large school system—we have to break it up into segments and I have directors for various divisions and subdivisions and my directors indicate to me many, many times that it is difficult for them to know which agency is supplying the funds under which they work.

I am sure that this is not new to you but it is very difficult for us, indicating that it would be desirable to have some sort of unity here,

perhaps working through the Office of Education alone. For example, I am thinking of one particular project that was funded through OEO, which is now coming through our title I funds. These have necessitated changes within my own staff. Without warning, a program funded under OEO, that I must find a piece of under my title I funds if it is to be continued—adult basic education. These are some of the things that are difficult for us.

It is also very difficult for us to operate full force at the reopening of school when funds are not allowed to us in midsummer. Now the big difficulty for a school system of our size is to get the personnel to do the job. It is impossible to pick them up in the middle of the year. In fact, I would be very frank to say to you that I would guess we have increased our staff between 300 and 500 different people as a result of our title I funds. I couldn't get these people in the middle of the year. If the funds come in the middle of August it is impossible for me to have the operation going September 1.

We also find it is true in planning. For example, our title III proposal is in a planning grant at the present time. Theoretically I should have my operation grant in on the 15th of January. We feel this is unrealistic. The money came to me in midsummer, I had to develop a staff. I couldn't hire anybody until September 1. I tapped people in my own organization to put the operation into effect. But actually I would have to admit to you I haven't got it going full blast yet. Yet on January 15 we are supposed to make some sort of proposal for an operational grant.

Now I am sure that we can talk to the people who are going to hear us but I think a more realistic date could have been arrived at, perhaps early spring, something in that area. Then I should know if the operational grant is going to come because I could not put this into operation on September 1 unless I had sufficient time.

Now I realize the difficulties so far as the legislative committee is concerned. It is hard for you. I repeat, I am grateful that the legislation was enacted. But to expect too much immediately is a burden put on us. I think there must be some way of reducing the paperwork for example, that goes with it. I think that school systems could sit down in concert with a subcommittee such as this and indicate what we find for ways to make it run a little better.

Mr. GIBBONS. Does having a regional office of the Office of Education here in your own city provide any assistance to you?

Dr. OHRENBERGER. It certainly has. I would have to say at this particular point we have had a great deal of cooperation from our local office and particularly from Dr. DeHart.

Mr. HATHAWAY. You deal directly with that office?

Dr. OHRENBERGER. No, all our grants go through the State commission. I am sure when you people have questions to ask about the Boston school system you tap your local office. I have made our records available. They are our problems. As a for instance, we were under investigation for compliance with the Civil Rights Act. Your office came. We opened all our records to them. I let them in. I gave them all the service we could. I would like to see the report some time. I am sure it has been made. The conclusions must have been good or I would have heard about it before this.

This is the type of intercommunication we have. This is a two-way street. I think we are doing it very, very well.

I mentioned long-range planning. I think the State board of education under title V could get some adequate staffing. The job of the State board of education must be impossible. I think the guidelines for specific courses could come from the committee.

For example, it is very difficult for me to believe that when Headstart was in its planning days, separate programs from 15,000 different cities could have had too much difference in describing the particular thing. To me this should make an awful impact on Washington, but it does locally. This is where I think the State board of education through title V should have adequate staffing to assist us.

I have indicated that I needed twice as much money as I have. To answer the question that you will ask me, why don't I get it locally, the \$53 million that I have in my opinion is about 60 percent of what I need to really put quality education into operation.

Mr. HATHAWAY. Is any of the sales tax labeled for education?

Dr. OHRENBERGER. It is.

Mr. HATHAWAY. What is it, 3 or 4 percent?

Dr. OHRENBERGER. Three percent.

Mr. HATHAWAY. How much of that is labeled for education?

Dr. OHRENBERGER. Practically all of it.

Mr. TOBIN. The sales tax is expected to yield about \$150 million. Twenty percent of that comes off the top for aid to cities and towns. Then there are special educational programs: mentally retarded, school transportation, school lunch program that is taken out. Then the remainder is divided on the formula depending on the equalized valuation and the amount spent per pupil in each of the cities and towns. We should get from the sales tax in Boston somewhere around \$16 to \$18 million.

Mr. HATHAWAY. That will add to this \$53 million?

Dr. OHRENBERGER. Wait, I would like to explain this to you. We are in a little bind here in Boston. We should not make this specific. We are the only school board in the Commonwealth of Massachusetts that does not have the right to set its own tax rate for its schools. We have a ceiling. We have filed legislation to eliminate this ceiling. It is never heard, because unfortunately the rules of the general court require a commission of the mayor and city council, or filing by the bill of the mayor and city council, to change it.

We had a little success 2 years ago by changing the flat ceiling which at that time was \$20.2 million. Previously, I would have to go with my hat in hand to the mayor and city council. They have been very good to us, believe me. But our school committee is the only school committee in the Commonwealth that does not have the right to set their own tax rate for school purposes. We are now governed by a formula. Unfortunately this is the thing that I think Mr. Tobin is indicating, projected income is deducted from the formula. So it is still an inflexible situation. This is a very complex budgetary arrangement. But I am sure next year \$53 million, that is one thing we did accomplish, they can't cut back. It has to go up.

There is only one other thing I have to mention to you that I feel is a very serious thing as far as I am concerned as a superintendent of

schools, and this does not mean that we don't have the cooperation of our local community action group, because I think we do. We have formed a liaison committee, four from my staff, four from the community action group. We try to screen everything through this particular committee so that they will know what we are doing and we will know what they are doing. Unfortunately some people in community action groups have the opinion that they can negate or veto the other proposal. Now this is a deterrent.

For example, this year in the submission of my title I proposal it was tough and go down to the very end whether we would get permission. Technically, the Commissioner of Education could still send my project along but this does not look good to me as a superintendent of schools in my own community. Unfortunately, the impasse is resolved.

Now I am a member of the Great Cities Improvement, which includes the 15 largest cities in America. We meet twice a year. We discuss our problems. I also belong to the ASA group. We meet twice a year. At these meetings we find that our problems with the local Community Action groups are the same. This is not saying that they are "baddies," or we are the "goodies," or vice versa. I think there should be great cooperation. I don't think that the right of veto should be held up by a school system which has the right to reject any proposals of the Community Action group, or vice versa.

Well, those are the suggestions I could make.

Mr. GIBBONS. Doctor, we will put your formal statement at the beginning of your testimony this morning. We appreciate what you have said here.

Let me ask you, does the Community Action group agency contract its programs throughout?

Dr. OHRENBERGER. Yes, the Headstart program, part of it. Last year we had about half of it. Let me give you a "for instance." I think this is an excellent example. We were so impressed with what happened in Headstart, we had some preliminary work with prekindergarten. We had two prekindergarten classes of grants I think I received from the Ford Foundation, and we were quite impressed with this. This gave us the model for our Headstart program. Now the preschool and the Headstart, I am sure you are aware that the Headstart program is really a preschool program with social services and medical services added. As a result of the success that we had in Boston this year, starting last September, we had kindergartens in every district and prekindergartens in every district. I am sure there is not another school system in America that has this. Now, we did this out of our own funding. I still think that there may be some small group—this is permissive education, you understand. The law does not give me the power to have people attend. I would say that a Headstart program for next summer is desirable in Boston but certainly not in the proportions that we had any other year.

Now hopefully I will be able to get some funding to provide the social services and the health services for the kids who are in my prekindergarten. This is something we are going to work out. This is something where our liaison committee, four and four with the Community Action, in the school system, can work in concert and hopefully come up with something.

Now Headstart means different things in other parts of the country. Headstart to me means something before kindergarten, prekindergarten, in Boston. Yet I am sure there are plenty of places of this type in America, in fact in Massachusetts—one-third of the school systems in Massachusetts do not have kindergarten, so Headstart in some communities would be kindergarten. This is where there have to be some guidelines drawn, and I am sure you are aware of this.

During the Great Cities meeting which was about 2 weeks ago in Milwaukee, I brought this to the attention of Mr. Shriver, who was one of our speakers, indicating that there should be some type of balance so that Headstart in one place has a little of the same connotation as in another. I think the same thing is true of the Teacher Corps. This is just a supposition on my part.

In some parts of the country I think Teacher Corps means training somebody with a high school education to assist teachers. Locally, it means training persons who have qualified for degrees, but not degrees in education, to be retrained and oriented into supplying me with the type of leadership we require here.

Mr. GIBBONS. How many Teacher Corps people do you have here?

Dr. OHRENBERGER. At the present time, four teams of Teacher Corps. We had a great deal of difficulty here. Many of the roadblocks that I have talked about today were precipitated because of our experience last year with Teacher Corps. You see, it wasn't funded. There was a situation in the Teacher Corps where the local schools of education applied for the training and setting up of a program for the training. We were not involved. This is a place where the public school system should have been involved. I have something to say about the objectives and what we expected to accomplish. This, however, was not palatable.

Last summer when it became evident that I had four Teacher Corps teams in my school system, we were then brought in to draw up our proposal. We had to rapidly get a proposal drawn—which we did. Then we had a terrific drawback because of agreements we made with these people about salary. This is the place where Federal and local control—nobody should tell us in Boston what salary we should pay our teachers any more than I should tell somebody in California what salary they should pay their teachers. This is one of the roadblocks. We are for the Teacher Corps. I asked for 17 teams. I wound up with four.

Mr. HATHAWAY. When you run the Headstart program you run it exclusively?

Dr. OHRENBERGER. No, I do not. Last summer's program was partly run by the Boston public schools with the health and social component run by the local CAP, ABC action for Boston. They ran half that number in locations that I established providing the teachers, and so forth. However, we both have the same curriculum.

Mr. HATHAWAY. OEO does not dictate to you what teachers you should hire when you run the Teacher Corps?

Dr. OHRENBERGER. My teachers dictate to me but I can't dictate to them whom they hire.

Mr. HATHAWAY. We ran into this problem in Maine a couple of days ago.

Dr. OHRENBERGER. Naturally I feel that anything that involves education should come under the local superintendent as the executive officer of the school board in that district. Every private school in this area has to account to me and superintendents in my geographic area regarding the curriculum and number of days in session. I feel that the State law here indicates that there is a group of persons who are charged with excellent and proper procedures for education.

Mr. HATHAWAY. Did you say you had any title III projects approved?

Dr. OHRENBERGER. I have none operational. I have the planning grant in title III where we have something that is really dynamic. We are planning for first of all the education specifications for a new campus-type high school. Secondly, some fringe area schools. What I mean by this is elementary schools built in areas that would draw a better mix from the densely nonwhite neighborhood contiguous to a white neighborhood. Then I have a planning grant in this which will provide a special type service with Tufts Medical, where I would be teaching physically handicapped kids in a normal situation with normal type kids. Also, we have something on mental health, and we have something on speech difficulty.

Mr. HATHAWAY. These you discuss with the Commissioner of Education?

Dr. OHRENBERGER. Yes; everything is submitted to the Commissioner of Education.

Mr. HATHAWAY. It is not a State plan for this?

Dr. OHRENBERGER. At the present time, as you probably know, Massachusetts has been a leader in education for the emotionally disturbed and special classrooms. So we have a gigantic program on-going. There is constantly the plowing of new fields. At the present time, the emotionally disturbed is a real problem, not only to us but to the entire country. I think a lot of the groundwork has been laid here.

Mr. HATHAWAY. What about the private school participation under title I in Boston?

Mr. TOBIN. For the past three summers, in fact before any of the Federal money came in, we have been running a program with six private schools in the vicinity of Boston on the summer program for elementary and junior high school children. The private schools have been using their own money, plus money from foundations, to run this program. It has been very very successful. They would like and I would like to see them come in under title I. As the superintendent has indicated, we could use much more title I money right in our own school system, so that we have not been able to designate any part of our money for their use.

Dr. OHRENBERGER. We thought we would be funded under title I in November. Actually we were funded in February. In February I had \$3 million for 6 months. Now the worthwhile programs have to be funded for 12 months under my \$3.6 million. In the meantime, our schoolteachers had a salary raise. Now I have to start this out on my own. The point that Mr. Tobin makes is that this minute this very desirable program, which we look on with a great deal of favor, is not in our title I proposal.

Mr. HATHAWAY. You had a little difficulty until you had the Attorney General's ruling on the parochial school participation which just came recently?

Dr. OHRENBERGER. Yes; but fortunately, our program started under funds provided through foundations.

Mr. TOBIN. The ruling allowing them really to come in came so late that they had to cancel for last summer. Hopefully they will be in next summer.

Mr. KENNEDY. We have had active participation of parochial school pupils in the after-school and summer-school phases of our title I program.

Mr. HATHAWAY. Don't teachers that teach in the public schools teach in the parochial schools—special reading and classes like that?

Mr. KENNEDY. Yes.

Mr. HATHAWAY. Do you use mobile units here?

Mr. KENNEDY. No.

Mr. HATHAWAY. Are they committed to class during class time?

Mr. KENNEDY. No; after.

Mr. GIBBONS. Dr. Ohrenberger, do Mr. Tobin and Mr. Kennedy have separate statements they would like to file?

Dr. OHRENBERGER. No, thank you. I think that we have indicated our gratitude to you and reemphasize the fact that we still need much more help.

Mr. GIBBONS. Can you tell me about Operation Exodus?

Dr. OHRENBERGER. Yes; he will be happy to talk about Operation Exodus. We have open enrollment in the Boston schools. Any child in Boston may go to any school his parents wishes him to go to regardless of his class. There are three things necessary: A seat available, the proper course, and that the parents supply the transportation. So we operate it. Some 7,000 of our families children take advantage of this. Operation Exodus is a fraction of this particular group. This is a group of parents in the district that wished to take advantage of open enrollment, but did not have the funds. I have said publicly that I would be willing to provide transportation for all of them, but I can't provide for all of them because I don't have this kind of money. It would be impossible for me to pick a segment of the 7,000 to provide transportation for, however, because this in my opinion would be discriminatory. These people through their own energies, and I give them a great deal of credit for this, have attempted to raise funds privately to continue this particular program. It is difficult for me to know how many of the 7,000 pupils are actually part of the Exodus program. We rely on their figures. They say there are approximately 800. This, as briefly as I can say it, is the Operation Exodus program.

Mr. GIBBONS. Then there are no 89-10 funds in operation?

Dr. OHRENBERGER. There are none.

Mr. GIBBONS. Thank you very much. We appreciate it. I am sorry, we would like to talk to you all day but we still have a lot of others scheduled to appear.

Dr. OHRENBERGER. I am very grateful for this opportunity. It has been nice knowing you. I think many of you have seen Mr. Tobin. I send him to Washington every chance I can.

Mr. GIBBONS. Dr. Arbuckle?

Without any formality we welcome you to our conference this morning. We turn the floor over to you.

**STATEMENT OF DR. DUGALD S. ARBUCKLE, PROFESSOR OF
EDUCATION, BOSTON UNIVERSITY**

Dr. ARBUCKLE. Without any formalities I will just go ahead with this brief presentation, which is centered on the activities of the Division of Educational Personnel Training of the U.S. Office of Education. It is equally applicable, however, to any Federal office which has moneys available for education. Let me simply ask a few questions, then try to answer them:

1. Who determines the policies and the procedures in the professional implementation of NDEA, title V-B? The obvious answer, I would think, would be those individuals who are considered by their colleagues to be the most professionally competent in the particular area. An equally obvious point is that these individuals are not usually the different officials at the various levels in the U.S. Office. Mr. Gardner, I assume, would be the first to admit that he knows next to nothing about the functions and the education of the person known as the school counselor. The evidence would tend to at least imply, however, that policies and procedures are being determined counter to professional advice. For example:

A. The July 1966 "Manual for the Preparation of Proposals" indicates an increase in the number of short-term institutes, a decrease in the number of full-time institutes. This is counter to the recommendation of the American Personnel & Guidance Association, and at the last APGA convention a recommendation in this direction was unanimously defeated.

B. The manual indicates that institutes might be awarded to institutions with no graduate programs in counselor education. This is completely destructive of the efforts, over the years, of many individuals in guidance and counseling to develop competent professional programs for the education of counselors.

C. The manual indicates that there is no longer any need to submit an inventory of institutional resources, but it is surely obvious to any professional individual in the field that the quality of a proposal must be related to the quality of the program of which it should be a part. A program, for example, which has been experimenting for several years with a 2-year minimal program of counselor education should be able to utilize the taxpayer's dollar more effectively, for the purpose for which it was intended; namely, the education of counselors, than can an institution which has no graduate program, but refers to a few courses as its offering.

2. What is the source, and what are the specific criteria used in determining the institutions which are to be offered contracts for NDEA institutes?

A. Position papers, describing in some detail the makeup of an effective program of counselor education have been available for several years from both the American Personnel & Guidance Association and the Association for Counselor Education & Supervision. Since institutional inventories are no longer needed, it would appear

that these professional criteria are considered to be unimportant by the U.S. Office.

B. The U.S. Office would appear to be setting itself up as the developer of a "model" program which must be closely followed by any institution which wishes to be offered a contract for an NDEA institute. The publicly indicated deadline for the proposals this year was November 12, but long before this the Office of the Director of the Division of Educational Personnel Training was soliciting certain institutions for the submission of institute proposals, and was forwarding to these institutions a special set of guidelines. There was also developed a detailed description of the "right" kind of program, which was patterned after that developed by one of the directors of an NDEA institute. Such a procedure might raise some question about the sincerity of the U.S. Office in its stated concern with creativity and innovation, particularly since the professional reaction of counselor educators to this program ranged from all the way from "very good" to "so-so."

This, I might say, is a modest statement.

During this time it was very difficult to determine just what was happening in the U.S. Office, and various officials contacted gave vague "I can't speak to that," or "You'll have to talk to someone else," or "Things here are very confusing," answers. I could elaborate on this but modesty makes it impossible.

Among the institutions which were solicited were the University of Illinois, Michigan State University, and the University of Pittsburgh. On what I believe to be reputable authority, others which were solicited were Ohio University, Ohio State University, University of Michigan, and the University of Texas. There are, of course, others.

The proposal from Illinois was unacceptable to the U.S. Office, and since the university was unwilling to change it to the satisfaction of the U.S. Office officials, it was not, as of 2 days ago, I believe, offered a contract. All of this, again, was done in a highly secret manner, and as far as the general professional individual is concerned, the proposals, submitted up to November 12, are now being evaluated. We can assume, however, that many contracts have already been determined.

C. In keeping with the above, the new manual indicates that "The Office may * * * offer suggestions on how an institution might make a special contribution * * * the Office may take the initiative in approaching an institution."

This statement is being interpreted most liberally. These again are of course innocent statements but they seem to be interpreted liberally. The evidence at least raises this question: Are a few officials in the U.S. Office setting themselves up as the determiners of the criteria of quality in the education of school counselors? Are they, in effect, manipulating and controlling the professional direction of counseling and guidance by their use of Federal funds?

D. The NDEA institutes for the current year present a revealing picture which raises doubts as to the validity of the criteria used in evaluating institutes. It may be noted that in the whole North Atlantic area only one institution, the University of Pittsburgh, was of-

ferred a contract. No institutes are to be found in such institutions as Boston University, Harvard University, Columbia University, New York University, Syracuse University, Buffalo, Chicago, University of Michigan, Michigan State University, University of Wisconsin, University of Minnesota. On the other hand, we may note institutes in such institutions as California State College at Los Angeles, San Diego College, University of South California, University of Arizona, University of Alabama, University of Georgia, University of Kentucky, Washington State University, Oregon State System of Higher Education (2).

Using such standard criteria as quality and number of staff, quality and number of graduates, physical facilities of the institution, diversity of program, et cetera, the contrast between the two above groups of institutions is illuminating. Mr. Hornig, the President's special assistant for science and technology, has stated that Federal funds were distributed on "the basis of merits of individual program, thus avoiding political judgment." Does the U.S. Office of Education hold to this point of view?

MR. GIBBONS. Let me ask you a question at this point. Why in the world would such schools as the ones you list up here in the first part of your statement not have institutes? What do you think?

DR. ARBUCKLE. Although there would be many possible reasons, one of course would possibly be that they wouldn't want to have them. The other possible reason would be that they were not solicited or they were not acceptable to the U.S. Office.

E. The lack of the use of effective criteria is also shown in the ratings of proposals. One such proposal, for example, was given a 2-2-4 rating, with 1 being the best, 5 being mediocre. There was no jury consensus as to how two raters saw it as a "2" while one saw it as a "4," and the makeup of the panel was kept secret. This proposal was in the "not acceptable" category, but the only reasons given by the U.S. Office were several vague statements which had no meaning whatsoever to those who prepared the proposal, and even raised some question as to whether the proposal had been read since some of the suggestions seemed to be totally unrelated to the proposal as it was presented. Nothing further, however, was forthcoming from the U.S. Office, and communications went unanswered. And I believe the U.S. mails are more efficient than that.

No. 3: Who uses the criteria to determine which institutions are to be offered contracts for NDEA institutes?

A. The logical answer to this question would be those individuals who are professionally most competent in the area, and the professional organizations which could suggest names would be the American Personnel and Guidance Association, the Association for Counselor Education and Supervision, and the American School Counselor's Association.

B. What has happened is the overuse of "related disciplines," and the individuals so used are determined by the U.S. Office. When, for example, an institution is not offered a contract because of the negative vote of the president of a church-related college, or a chairman of a department in a liberal arts college, or a dean of women in a large

university, one may wonder about the professional competence in the area of school counseling, of the rating panel. The use of "related disciplines" in evaluating proposals is to be encouraged, but not to the point where the basic discipline has a minority representation.

C. U.S. Office of Education communications frequently stress the fact that the Commissioner of Education has the "right" to determine which institutions will be offered contracts for various programs. The manual says that the submission of proposals by institutions "does not restrict any initiative the Commissioner may take in arranging for institutes * * *." This is, of course, legally correct, just as a university president, as the chief executive officer, has the "right" to hire a professor in any department in the university. In both cases, however, these individuals would show a high degree of professional irresponsibility if they took it upon themselves to determine which programs, and which individuals, were effective in areas about which they knew little or nothing. Counselors and counselor educators would not be of too much assistance in helping NASA to develop a new guidance system for space research, nor would NASA officials be very effective in determining which institutions were offering superior programs in counselor education.

The determination of which institutions receive Federal funds for the education of school counselors should be in the hands of those who have shown themselves to be most competent in the area of counseling and personnel services, and in the professional education of those who work in this area. It would be illuminating to know the number of times recently Mr. Howe and other U.S. Office officials have "taken the initiative," as well as the names of the institutions who have been recipients of their "initiative."

Briefly, then, a few suggestions:

1. Federal moneys should go to those institutions which can best perform the function for which the money was legislated, and the top professional people in the field are the ones who should determine just which institutions satisfy this criterion.

2. There should be a high level of openness and honesty in the U.S. Office of Education, since the funds being used are public, and the American taxpayer has the right to know how his moneys are being expended. There is an unfortunate tendency among some officials to refer to "my" \$32.7 million, and some, by their actions, apparently feel it is "their" \$32.7 million. I modestly suggest such delusions should be discouraged.

3. U.S. Office of Education officials should not abuse their power and authority. The broader their powers, the greater their area of ignorance over the areas which they direct, but hopefully do not control. We could assume that Mr. Gardner would have a broader area of ignorance than Mr. Howe. This is reasonable enough, but these officials should understand their limitations of knowledge, and should not confuse power with understanding.

4. The U.S. Office of Education, with its vastly increased budget, is rapidly becoming the major determiner of the direction of education in the United States. Thus it would appear that when various proposals and programs are being evaluated by the U.S. Office, it is actual-

ly the quality of the programs that is being measured. Consultants, then, who evaluate programs and proposals, are functioning very much in the role of an evaluative committee and their evaluations should be professionally defensible by the evaluators and by the U.S. Office of Education.

Those individuals who accept the responsibility of functioning as evaluators of programs and proposals should also accept the professional responsibility, as does any professional evaluating committee, of suggesting specific means by which programs might be improved. A proposal might well be very poor, but the U.S. Office could be a significant instrument in helping develop better programs if a more detailed evaluation was returned to the institution, closely indicating strengths and weaknesses of the program. The ethical relationship between the applying institution and the evaluating team would also be strengthened if the evaluating team was identified.

5. As the U.S. Office of Education becomes more involved in the professional task of educating counselors and various other pupil personnel services specialists, it is important that its role and its position be clear and consistent.

Currently this is anything but the case, and it is extremely difficult to find any official who is able to clearly enunciate policy and procedures. There appears to be a minimal decentralization of authority and responsibility, and it is extremely difficult to find an official who will accept individual responsibility for any action taken by the U.S. Office of Education. The current unfortunate impression is that every decision in the Division of Educational Personnel Training is made by the Director, and other officials refuse to accept any personal responsibility for these decisions. Hopefully, in the future, the various officials working at different levels will have their areas of responsibility clarified, and will accept responsibility for decisions made in these areas.

Thank you very much.

Mr. GIBBONS. What is the name of this official?

Dr. ARBUCKLE. Dr. Bigelow is the Director.

Mr. GIBBONS. That certainly gives us some food for thought here, Dr. Arbuckle. We will try to find out the answers to some of the questions you have propounded.

Dr. ARBUCKLE. Mr. Gibbons, might I make another statement. This is sort of this morning's homework. I realize the difficulty of getting top professional people. I realize this is a very complex and a very difficult task, particularly with the tremendous expenditure in the use of Federal funds. I might say, and I will be happy to have this go on the record, that there was one such man who died last year. His name was Harold McCulley. He represented a very happy combination, I believe, that you don't find too often, of intellectual, personal, and professional integrity. There are not too many like him. Every effort should be made to locate people somewhat like him. I think the position of the Commissioner of Education is, of course, to a degree political. In a sense it is a change in position and one would expect it would be. But I think there should be a sharp differentiation below that point and I think this is very important as Federal funds

become involved in education, the criteria is professional competence and that this continues to be a major criteria.

I think Members of Congress and committees such as this should have a very deep interest in the professional competence of those who are appointed to the various positions in the U.S. Office hierarchy. I trust, ladies and gentlemen, that you and your colleagues will exert yourselves to see that professional decisions of grave importance to millions of people in the United States, representing the expenditure of hundreds of millions of dollars of public funds, are not made by individuals whose professional competence might at least be questioned.

Mr. GIBBONS. I think that is something that, of course, we will all strive to do. I have had some question, myself, about the operation of some of these review panels, trying to determine better ways that decisions could be made, as to who will conduct this program or that program. Do you have any suggestions as to what we could do rather than use review panels?

Dr. ARBUCKLE. I think again that the people who know most should be the ones, obviously, who make the decisions.

Mr. GIBBONS. How are you going to pick those people, though?

Dr. ARBUCKLE. Again I would think the best you can do is to go to those organizations which have the most in the way of know-how as what is happening and who is involved in it. I would assume, for example, if you have any Federal money for cancer research you would probably go to the American Medical Association and related professional bodies and say, "Hey, this is the direction we think it makes sense to go. What do you think? Do you have some people who have really been involved in this? Have they gotten some new stuff?" And so on. I think this is the general point.

Mr. GIBBONS. Are you saying that the professional association, then, should have a greater voice in the selection of people who fill these slots that we are talking about?

Dr. ARBUCKLE. That is right.

Mr. GIBBONS. I frankly don't know what voice they now have so I can't agree or disagree with you. I would imagine that they do have some influence. I know most of them are very vigorous. It is a very difficult task. I have seen these piles and piles of material that come in in response to requests for institutes and programs. I don't see how any group of human beings could ever read and digest all of it.

Dr. ARBUCKLE. Just a little pardon, however, Mr. Gibbons. If you look at that manual for this year, for example, I don't think this is really showing geographic prejudice when you look at a map of the United States and you see one dot which says University of Pittsburgh, that is the only one in the North Atlantic area. If you look at California, with due respect to Mr. Regan and others, you find three dots in the State of California, two dots in Indiana, you find one in a number of Southeastern States. It would seem that, in terms of professional competence, it is a little bit dislocated.

Mr. GIBBONS. Thank you very much.

Dr. ARBUCKLE. Thank you, I appreciate being here.

Mr. GIBBONS. Dr. John Herzog is next.

STATEMENT OF JOHN HERZOG, DIRECTOR, RESEARCH AND DEVELOPMENT CENTER, SCHOOL OF EDUCATION, HARVARD UNIVERSITY; ACCOMPANIED BY JOSEPH YOUNG, ASSISTANT DEAN, HARVARD UNIVERSITY

Mr. HERZOG. I am John Herzog, executive director of the Harvard Center for Research and Development on Educational Differences. This center is one of 10 R. & D. centers established in the past 3 years by USOE. I don't want to read this word for word.

Mr. GIBBONS. I guess you will tell us what you mean by educational differences. Is that in here? I am not sure what you are talking about.

Mr. HERZOG. No, it is not in here. We generally try to avoid telling people what it is. It is sort of a cover term. We are interested in differences among youngsters, both individual and group differences, and how we can help schools and other educational agencies to exploit these differences for the benefit of the kids more effectively, more than you do now.

Mr. GIBBONS. You go into everything from intelligence quotient to emotional and environmental?

Mr. HERZOG. Right. We do not only studies but also we attempt to have sort of model projects, pilot projects and some day maybe even more complicated schools or educational institutions of a total nature.

Mr. GIBBONS. You go ahead and present your statement.

Mr. HERZOG. I will be calling your attention to one page, to a couple of errors in the typing.

Mr. GIBBONS. We will put your statement in the record right now in toto at this point.

(Mr. Herzog's prepared formal statement follows:)

PREPARED STATEMENT BY JOHN D. HERZOG, EXECUTIVE DIRECTOR, CENTER FOR RESEARCH AND DEVELOPMENT, HARVARD UNIVERSITY

I am John D. Herzog, Executive Director of the Harvard Center for Research and Development on Educational Differences. This Center is one of ten r & d centers established during the past three years by USOE.

At the outset, I would like to disavow the flattering title generously awarded to me by the Committee's staff; I am Mr. Herzog, not Dr. Herzog, at least for the next several months.

My comments today will be based mainly on the experience of my colleagues and myself with programs and projects authorized under the Cooperative Research Act and the Elementary-Secondary Education Act of 1965. Our experience with ESEA of 1965 goes beyond the Title IV of that Act, I should add. The organization and philosophy of our R. & D. Center here has encouraged us to become involved, when invited, in the Title I and Title III efforts of our school system partners.

Although much of what I say today will deal with problems or suggested changes in USOE procedures, I want to say at the outset that the past two or three years in education have been heady ones. This new atmosphere was, of course, created by the several branches of the Federal Government, whose members have proposed, enacted, and administered a complex variety of new programs. As Commissioner Howe pointed out in previous testimony to this Committee, the level of support for innovation in education still does not approach that already attained in comparable fields, but both the legislative and the operational accomplishments of the past two or three years should not therefore be dismissed as trivial or unimportant.

We educators often feel under enormous pressure to justify federal expenditures in research and development by pointing to concrete "products" of our activities in use in numerous public schools. People sometimes seem to be saying to us, "All right; we supported your Head Start Program for a year; where are those additional graduate engineers?" Educationists try to resist these pressures, yet it is safe to say that at Harvard alone, there are a number of "products" to which we can point which probably would not exist today had the Government not become involved in the business of improving education. These "products" run the full gamut from pure research to eminently practical curriculum materials already in use in numerous classrooms. At the first end of the spectrum, we are proud of our association (with Hunter College of New York City) in Professor Gerald Lesser's study of mental abilities among several ethnic groups and social classes in New York City and Boston. For the first time, Dr. Lesser has been able to demonstrate clearly that contrasting patterns of mental abilities exist in five-year-old children in different ethnic and class groups. These differences seem to stem from environmental factors, currently under study; they have serious implications for the manner in which youngsters are introduced to the standard school curriculum. Another study, this conducted by Mr. Leslie Cramer, has developed a computer program for cutting redundant sounds from recorded speech, thereby creating an exciting new means of compressing instructional materials for blind people.

As final examples, we have three extremely promising curriculum development projects in a stage very close to completion. Working through Mr. Wayne Altree of the Social Studies Department of the Newton, Massachusetts, Public Schools, and Professor Richard Douglas of M. I. T., the R. & D. Center has sponsored the development of an entirely new course of study for tenth, eleventh, and twelfth grade social studies, which instead of attempting a chronological coverage of the history of Western man, digs deeply into selected periods of history and examines social and cultural circumstances as well as political and economic developments, and ranges well beyond the usual European and American events. Another project, this funded by the Project Social Studies program of USOE, seeks to develop a set of procedures and materials for the teaching of social studies through close analysis and debate of current public issues. Finally, let me mentioned Harvard Project Physics, an example of USOE's wise policy of encouraging competition among curriculum projects within relatively narrow subject matter fields. This project, supported by a combination of USOE and National Science Foundation funds, is conceived by its directors, Professor Gerald Holton of the Harvard Physics Department, and Professor Fletcher Watson and Dr. James Rutherford of the Graduate School of Education, as an effort to broaden the range of physics curricula available to high schools. The materials under development are aimed at the upper half of the junior and senior classes, a slice somewhat larger than usual for instruction in physics.

I am sure that other universities, research and development organizations, and school systems could provide this Committee with similar examples of achievements which could not have come about without the new Government support.

There is one other happy facet of the past years which I also wish to mention, briefly. As we have been drawn into increasing association and cooperation with officials at the U.S. Office of Education, we have been much impressed with the caliber of these men and women. It is amazing to us that this governmental agency, emerging from almost complete obscurity during a short three or four year period, has been able to find within its ranks, and to recruit from without, such an outstanding team of intelligent, sensible, and dedicated individuals. It is clear that the nation and the Congress have received full value, if not more, from their investment in personnel.

Yet, there have certainly been some problems, and I would now like to turn to them.

The first set of problems relates to the topic which I was just discussing: the professional staff at USOE. The people we know at USOE are capable individuals; the problem is that they must move at a steady dog trot, if not gallop; and that as result of one reorganization or another, they are perpetually engaged in musical chairs. In sort, gentlemen, OE people strike us as competent, but grossly insufficient in numbers. These are fighting words, in view of widespread feelings about the growth of the federal bureaucracy, and the fiscal current

fiscal purse tightening, but they need saying because it appears to us that the Office of Education has not been completely frank with you in its previous testimony. I sympathize with OE's reasons for reticence, but I am free of restrictions. In our opinion, the present USOE staff is being asked to do too much, and therefore to do it less capably than they are able.

Let me now pass to a second issue. We have noticed, in reading the testimony already presented to this Committee, the care with which the Committee has been investigating the systems through which the Office of Education obtains advice and consultation on general policy and on the award of the specific contracts and grants. I would like to suggest a third area concerning which this Committee may wish to inform itself: the procedures through which the Office of Education develops *guidelines* for the implementation of new legislation. It is in the process of drafting and applying guidelines that the dreaded spectre of "federal control" may best be discerned, or more accurately, from with the spectre will emerge if it ever emerges. In enacting legislation, Congress goes to great lengths to avoid provisions which would lead to "control" of local and state educational activities. Similarly, the system which USOE uses to award grants and contracts is eminently fair and rational; the grumblings about it which are occasionally heard stem largely from discontented applicants who have been denied funds for sound reasons.

However, in its efforts to avoid federal control, the Congress often enacts legislation which requires, for purposes of implementation, a good deal of administrative specification of what may or may not be done under the new law. There is a tendency in all bureaucratic organizations to routinize and to regularize; there is, therefore, a tendency for guidelines to emerge which effectively stifle the very diversity and experimentation which Congress, and the higher echelons at USOE, wish to encourage. Complicating the situation is the great pressure of time and politics under which guidelines for most new programs must be worked out, a pressure which does not encourage flexible and creative thinking on the part of the officials charged with very difficult tasks. Under this pressure, it is inevitable that a relatively small number of outside advisers and consultants can be involved in the process, and that the advisers thus involved will come from a narrow band of persons with whom the harried officials are acquainted and comfortable. The consultations which result are neither as unhurried nor helpfully critical as they might be.

As result of these circumstances, guidelines often appear which afford the potential applicant virtually no time really to plan his proposed program, in view of the deadline confronting him. We find in some guidelines, too, that arbitrary decisions, which USOE officials later agree are unwise, are fixed into USOE procedures for a year or for one "round" of project applications.

I wish to make several simple suggestions for the consideration of this Committee which are addressed to some of the problems just discussed. First, USOE desperately needs, and should be authorized to obtain, a larger staff. Second, the career and professional opportunities of working in the U.S. Office of Education should be enhanced, so that the nation is assured of obtaining the best possible men and women to work in this crucial agency. In this respect, we endorse Secretary Gardner's proposed reorganization plan, which we know about only from the press. The designation of the Office of Education as a separate "department" within the Department of Health, Education, and Welfare would not only give stature to the agency; it would also result in a meaningful Civil Service upgrading of the entire staff. Third, I wish to suggest that the present procedure of approving HEW appropriations in August or September is seriously detrimental to the operations of the Office and to the efficacy of the programs which the Office sponsors. USOE, through Commissioner Howe, has already made its feelings clear on this matter, and we wish only to underscore the urgency of the situation. Finally, a good deal of the hectic atmosphere at USOE, and a good part of the feelings of insecurity which USOE-supported projects and agencies experience, might be alleviated if USOE were permitted by Congress, or if the agency used the authority which it now possesses, to enter into more than year-to-year agreements, on either a contract or a grant basis. We are confused about USOE's present authority in this area, and I do not wish to go further except to say that other Government agencies seem to have fewer inhibitions about entering into agreements for longer than 12 or 15 month periods.

Before turning specifically to the problems and early achievements of the Harvard Center for Research and Development, I want to comment on three broader issues effecting Federal involvement in education which are currently being felt in our R. & D. Center operation.

First, and most briefly, it has been suggested in the press, in meetings called by USOE officials, and in testimony to this Committee, that it might be a good thing if private industry were involved through contract with USOE in the development of new educational programs and practices. We agree: this would be an interesting and healthy experiment. Certainly, the U.S. Office should not exempt private industry from the various special provisions of doing business with the Government which private, non-profit agencies are forced to accept: I refer to restrictions on copyrighting, limits on overhead, etc. The performance of industry, as well as the performance of the universities and other non-profit agencies, should be evaluated by appropriately similar standards. These are fairly common sense considerations. The experiment would be a useful one, and, frankly, we have confidence in our own and in other universities' capacity to compete with, and perhaps do better than, most profit-making concerns. The record of the corporations, when they have finally gotten onto the firing line in education, as in the Job Corps Camps, has not been all that inspiring.

The second point I wish to mention has to do with the application of "systems analysis" to the internal operations of USOE, and to the understanding of the American educational system. These dual efforts within USOE have occasioned considerable impassioned testimony before this Committee. I feel, in general, that the tone of alarm is overdone, and that these enterprises are eminently worthwhile intellectual activities, as long as they are kept in proper perspective. However, I am not completely convinced that they are, or will be kept, in appropriate perspective. In the first place, the U.S. Office of Education is under increasing pressure from the White House and from the Congress to rationalize and justify its varied programs: the Office, like the academic community, must show "results". Further, it is the tendency of many "systems analysts" who have become interested in education to be entirely too sure that they understand both the goals of education and the processes of teaching and learning through which the goals are to be achieved. There is, in other words, a kind of intellectual arrogance in the typical systems analyst—and I may be doing a severe injustice to OE's specialists—which alarms those of us who think we know something about a little piece of the entire system which the analyst is studying. Finally, the two related analyses are taking place in the anonymity and freedom from informed public scrutiny which virtually all USOE deliberations experience, in view of the shortages of staff and time afflicting the agency. All in all, I think that USOE is involved in some important work here, but I would like to see it conducted more visibly than I fear it now is. In the long run such a style of operation will produce more valuable "systems analyses" of both the Office and American education.

My third general consideration is an example of relatively premature, oversimplified application of the "systems development way of thinking", the kind of application about which we are nervous. It has to do with the "pipeline model" of educational reform which the Office's Bureau of Research apparently espouses. I have brought with me a copy of an article by Dr. Hendrick Gideonse,* who I believe is associated with the Bureau of Research, which appeared in the November, 1965, issue of the *Phi Delta Kappan*, in which the model is set forth as well as in any other public statement I have run across. Basically, the model suggests that ideas for new practices and procedures normally arise in the "research" shops, where they are tested and clarified; when they are intellectually validated, they move to the stage of "development", where on a large scale and with considerable investment of money, they are tried out and adapted in a limited number of "hot house" school situations. Once through the developmental process, the new practices go into a stage of "demonstration", where they are put on view for school people to observe and criticize, often for periods of several years. Finally, and often in conjunction with each of the preceding processes, the new ideas are "disseminated", which means that they are promoted within the educational community through a variety of channels.

I am conscious of over-simplifying and perhaps loading my description of the "pipeline" model. There is not time to do it justice, and the Gideonse article

*Article by Dr. Hendrick Gideonse reproduced following Mr. Herzog's prepared statement.

is in your hands. I would like only to point to some of the dangerous assumptions contained in the model; none is totally wrong, but all are partly or mostly wrong, and in combination they seriously undermine, in my view, the usefulness of this mode of conceiving of educational reform. I would question the following assumptions:

- (1) A great deal is known about education, in particular as result of the research supported by the Cooperative Research Program.
- (2) It is possible to specify in advance the useful end products of research.
- (3) Most, if not all, good ideas for innovation in education stem from the research, or perhaps the development, community.
- (4) It is generally possible to document clearly the superiority of new or innovative practices to old or traditional practices.
- (5) School people have neither personal investment in, nor good reasons for, whatever they are currently doing.
- (6) School people are in general reprehensible because they do not value change for the sake of change, and research and development people are irresponsible for not trying as actively as they might to promote change.
- (7) The dissemination of new practices from demonstration school A to real school B is a simple process, about which we know a good deal.

Not all of these assumptions can be observed in the very brief summary of the pipeline model which I have provided, and I apologize for this. I believe that they can be found in Gideonse's article, and I would be willing to discuss these problems further if the Committee wishes.

Let me turn to the R. & D. Center with which I am specifically connected. In listing some of the research and development projects of which Harvard is particularly proud, I deliberately chose a preponderance of R. & D. Center activities and will not list them again. In addition to the research and development accomplished, or in process, there has been a second achievement of the Center which neither Harvard nor USOE, I think, fully predicted when we were established. This is the very valuable training which part-time employment in the Center provides. The Center does not offer scholarships or fellowships; but we do employ our own and other universities' students to carry out activities which are deliberately made as "educational" as possible. Through this route, we have already supplied ourselves with number of well-trained junior faculty and made similar contributions to other universities.

Another partially unanticipated accomplishment, in which the members of this Committee may be particularly interested, are the bridges to the schools of Boston and Cambridge which the existence of our Center has enabled us to build. These two large and proud urban school systems have for many decades been remote from the thinking and activities of Harvard faculty members. During the past two and one-half years, because of the opportunities for dialogue and mutual confrontation which Center resources have assured us, an exciting romance has budded and begun to blossom, we think. We have found when we discuss educational problems calmly and privately with our colleagues in Boston and Cambridge, that we can agree on possible solutions, some quite radical and far-reaching. I cannot list for you very many public examples of the fruits of this dialog, as we are still engaged in sniffing each other out; but I promise that if you return, two or three years hence, we will be able to present a surprising panorama of joint meaningful activities which go directly to the "guts" of urban educational problems.

There have been some problems with the operation of the Center, with respect to its relationship to USOE, of course. On the policy level, we sense the approaching focus upon us of the "pipeline" model, and of the systems analysis way of thinking, which threatens to vitiate the programmatic type of support which we thought, originally, the U.S. Office of Education intended to offer under its R. & D. Center Program, and in which we believe most firmly. We sense pressures, for example, to specify in advance what the products of our research will be. We feel "encouragement" to set up a particular organizational framework for the Center which seems appropriate to achieving the "results" (which we have not necessarily agreed we wish to produce). I shall not push this line of thinking too far, because we may be worrying unnecessarily and inappropriately about Washington's intentions. The *major* point is that we find it extremely difficult to reach and to talk to USOE officials about these matters, in a thoughtful atmosphere conducive to increased mutual understanding. For

example, we have been told repeatedly and clearly by USOE that each R. & D. Center is expected to achieve a "focus" on some "significant educational problem", but we have never been able to get beyond or beneath these phrases, to discover what is meant by "focus" and by "educational problems". Thus, we actually do not know whether we agree or disagree, a situation obviously provocative of anxiety.

Further, there are some procedural issues effecting the operation of this and other R. & D. Centers which I wish to call to the Committee's attention. Singly, each probably does not merit a good deal of the Committee's time, but together these problems conspire to threaten this Center, at least, with the loss of its most eminent staff members and potential staff members, and to alienate the U.S. Office of Education from the most productive sectors of the American academic community.

First, there is the problem of USOE's new copyright policy, which might best be described as a "on copyright" policy. You undoubtedly know that as of the fall of 1965, all materials stemming from USOE research and development contracts and grants were to be placed in the public domain. Most of my colleagues have no quarrel with the notion that the final products of USOE-supported research should be in the public domain. They do question its *manner of application*. In the first place, USOE has decided that "in-process" materials may not be copyrighted, or otherwise effectively protected from outside and inappropriate exploitation. In-process materials, of course, may be defective materials; they may do the opposite of what their originator intended them to do. With the Congress and other parts of the Department of Health, Education and Welfare currently much-concerned about protecting individual "human subjects" in psychological experiments, it is surprising that the Office of Education appears impervious to the argument that new and experimental curriculum materials, counseling techniques, or computer programs may be harmful at certain stages of their development to the students with whom they are used. Furthermore, it seems that USOE consulted with the textbook publishing industry in developing its new copyright regulations, which is entirely appropriate, but not with the less aggressive, but still important, academic publishing houses, or with the university community. We are far from sure, at the present time, that the typical academic publisher of a book, or of a journal, will accept a manuscript or a monograph which he cannot copyright. But we do know from our local experiences that many top people in research and development will refuse to accept USOE contracts as long as they are prohibited from copyrighting the work which they have produced.

A second procedural difficulty which I want to mention concerns the application of the Federal Reports Act of 1942 to the R. & D. Centers, and to USOE and non-USOE supported research in general. Under this Act, which was instituted during World War II to avoid duplication of efforts and to conserve paper, we are currently required to submit to Washington six copies of all questionnaires and other forms going out to ten or more potential "subjects", for prior approval by an in-house review committee at USOE. In addition to the copies of the questionnaire, we must supply detailed (but under the circumstances, quite justified) information about the study of which the questionnaire is a part, about the numbers of subjects who will complete it, etc. This regulation was only recently brought to bear upon the r & d centers. We are considerably disturbed about the paper work which compliance will entail, and the delays in our research which will be inevitable.

Clearly, the Congress has established that there is a need for greater self-surveillance by the academic community of the research which its members carry out, so as to protect both the privacy and the well-being of all potential subjects. However, the mechanisms of review which the National Institutes of Health of the Public Health Service have recently established seem to us more manageable and appropriate to a mature research community than the present procedures of the Office of Education. I wonder if Congress in 1942, or since, really intended the Federal Reports Act to be applied to outside government con-

tracts and to semi-autonomous agencies such as the present research and development centers.

A third procedural problem which we have faced now twice in our brief existence is USOE's inability or unwillingness to provide in its contracts or grants more than twelve, or perhaps fifteen, months of funding. I have already mentioned our puzzlement over this situation. However, you should know that in our judgement, in order to get the best possible staff members for our various programs and projects, we have to offer two, three, or even five years of employment to various individuals. This offer of several years of employment, instead of just one, has enabled us to secure almost all of the particular staff members we have wished to add. But the resulting multi-year appointments are figurative nooses around the Dean's neck, nooses which twitch perceptibly each year around budget-negotiating time. In other words, the Dean has a two or three or five year commitment to numerous individuals, but has the wherewithall to pay them for only one year. We do not think this is a healthy situation.

Finally, I want to mention that the "time and effort reports", which the Bureau of the Budget is insisting be submitted in connection with *all* Government contracts, have made us, too, extremely nervous. These reports must have been designed by people who have no conception of academic affairs. However, in discussing this issue I am considerably over my head, and would defer to other persons who have already testified before you, or who would be eager to do so if invited.

The results of these particular problems are three-fold. First, I suspect that we take a partially unjustified and undesirable "dog-in-the-manger" attitude towards certain USOE policies and requirements, on many occasions. Since we are unable to talk frequently to the policy makers and since we do not presume always to understand what they have in mind, we tend, like most Americans, to think the worst of the bureaucrats, and our relations with them suffer. Second, we seem to be involved in an awful lot of paperwork, not as much as some of us feared, but still an amount which could be pared. Finally, we are in *serious danger* of losing our most valuable staff members, and prospective staff members, to other forms of Government support, and to foundation-sponsored research, which do not burden them with the variety of general threats and petty annoyances which I have mentioned. This potential loss of top men, whom we at Harvard see as our partial responsibility to attract to the study of education, is the problem which concerns us most at present.

(The following is the article referred to in Mr. Herzog's statement:)

THE NATIONAL PROGRAM OF EDUCATIONAL LABORATORIES

By Hendrik D. Gideonse*

A team of researchers, having completed their experimental efforts to introduce and sustain change in a school setting, dropped in on the principal to express their thanks.

"Oh, not at all," he said. "Please feel free to come back anytime. Why, it's hard to believe that you've been working here at all. We've hardly noticed your presence!"

The tale is not apocryphal, and though it provided a note of humor in a research summary (goodness knows, such notes are rare enough), the conversation also confirmed the team's intention to try the whole project over again, basing the new attempt on knowledge gained from the initial failure.

The story illustrates in bold relief a peculiar difficulty which has long confronted us. *Extremely little of what has been discovered in educational research has ever been made operational.*

In a sense this problem is part of a larger one, namely, the inability of American education to adapt quickly and in an orderly way to the changing

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demands of our society. To some extent, excessive compartmentalization of the educational system explains the tortoise-like pace; schools, universities, state departments of education, teacher education programs, and the public have found it difficult to work together productively. If we are to achieve imaginative, rapid, effective, and meaningful improvements in the nation's schools, however, compartmentalization must give way to cooperation among these groups.

Fortunately, we have a new opportunity to develop the kinds of relationships needed to implement orderly educational change. Under the enlarged authority of the Cooperative Research Act, the U.S. Office of Education has established a National Program of Educational Laboratories. This program is designed to create a moderate number of regionally based educational laboratories to do several things: 1) conduct educational research, 2) provide facilities and equipment for research, 3) carry out the training of individuals for leadership in such activities, 4) translate the findings of research into feasible educational practices and programs, and 5) assist in the implementation of productive change by disseminating innovative programs and practices throughout the region being served.

The establishment of this program may well mark the beginning of an era of dynamic change in our school system of a magnitude comparable to the recent exciting developments in the fields of health and the natural sciences. The new program will be the capstone to existing and continuing programs in support of project research and the Research and Development Centers.¹

It is useful, I think, to explore some of the assumptions that underlie the establishment of the new program. One of these is that new, comprehensive institutions are needed to foster educational innovation and improvement. Another assumption, evident in the USOE stipulation that laboratories be multi-institutional in character, is that educational improvement depends upon effective patterns of cooperation among several different elements in the educational system, including universities with their research competence, schools as the agencies of practical implementation, state educational agencies where political responsibility for education is lodged, and others such as private industry, social and welfare agencies, and private foundations. (The ecumenical character of laboratory operations does not necessarily mean that in the actual *creation* of these institutions every single interested party must or will play a role, but all educational interests certainly ought to have a meaningful role in the laboratories once they are established.)

The multi-institutional nature of the laboratory program will be paralleled by an emphasis on an all-disciplinary approach to educational research and development. The guidelines for the new program clearly assume that education ought to be approached from every discipline that might contribute to our understanding of the educational process. Just as there is much to be said for developing a political and professional consensus conducive to the support of productive change in our schools, so, too, a case can be made for making use of a variety of research talents, techniques, and interests.

These convictions are underscored by the adoption of an evaluation procedure for laboratory applications that emphasizes cooperation and coordination rather than competition. Rather than follow the usual project research approach of subjecting fully developed applications to competitive review, the new procedure calls for the submission of a prospectus of limited size in which interested parties will be able to identify themselves and their region, plus their interests, concerns, and plans. Only after the approval of a prospectus will a formal application be entertained.

The prospectus will be an indication of the depth of commitment, but it will not entail the risks of prior application procedures which demanded the engagement of extensive human and financial resources in the preparation of a formal application without any guarantees as to the likelihood of success. Submission of a prospectus marks only a preliminary stage in the development of a laboratory. It could be reshaped prior to submission of a formal application, or could be eventually combined with other prospectuses after different groups from the same

¹ Already established at these universities: Harvard, Pittsburgh, Wisconsin, Texas, Stanford, Oregon and Georgia. Also, there is a consortium in New York City, Arizona and California (Berkeley) are bidding for centers.—*The Editor*.

region had been informed of one another through copies of their prospectuses. The new procedure creates continued opportunities for conversation between interested parties prior to the eventual establishment and operation of a laboratory.

The evaluation process is symbolic of the emphasis on cooperation in the laboratory program. Here is no competition for research funds, but rather the deliberate attempt to create a network of institutions designed to research, develop, and implement educational innovations. Because there will be so few laboratories and because it is critically important that they be born with individual, institutional, and political support, the program requires that the USOE be in a position to perform a mediating role by stimulating and encouraging dialogue, discussions, and debate—and maybe even a little horsetrading—between groups which may submit overlapping prospectuses.

Finally, it seems clear that the USOE fully expects that laboratories from different regions will develop in different ways. The prospectus format for the laboratory program allows for this anticipated diversity.

Given these assumptions, what can we hope for from these new institutions? How will they develop? Who ought to be involved in their establishment? What kinds of research will laboratories do, what kinds of service will they provide, and how far will their responsibilities extend?

Laboratories will conduct basic research related to the field of education in such disciplines as psychology, sociology, history, political science, economics, and philosophy. In addition, these new institutions should encourage multidisciplinary approaches to educational problems. If this kind of research is to be done well, however, the laboratories clearly must have access to a variety of institutions, must be endowed with enough prestige to entice scholars of the highest caliber to participate in them, and must appropriately reward institutions for releasing their best minds for limited periods of time. Those who seek to involve themselves in the creation of these new institutions would do well to study the success of the Atomic Energy Commission's national laboratories in securing cooperation of both scholars and the institutions which employ them.

A second concern for the laboratories will be development and applied research. A major portion of this effort will be directed toward curriculum improvement. But there are other areas such as school organization, teacher education, educational planning, and techniques of administration which will involve major resource commitments.

Effective dissemination will be coequal to the research function in the regionally based laboratories. But dissemination ought not to mean just the transmittal of information. It ought to mean the actual operational incorporation by the practitioner of skills, techniques, and strategies. The dissemination process, then, has at least two elements. The first is developing a commitment to and an involvement in educational innovation. This element—the active, self-induced stimulation and preparation of the practitioner, be he teacher, administrator, professor, or university president, to assimilate and incorporate new ideas and practices—is just as crucial as the second element, which is the process of transmitting information about such practices.

Dissemination can take many forms, but one useful way to think of it is as the engineering of consent. Many different kinds of interests are represented in the educational system. Keeping that system fluid and receptive to educational improvements means building firm, mutually supportive links between those interests. Besides the researchers, then, teachers, administrators, state educational officials, teacher training personnel, regional educational leaders, and the lay public will have to have meaningful access to the deliberations of whatever body governs each educational laboratory.

The service responsibilities confronting regionally based laboratories are large and complex. The techniques, therefore, by which each laboratory conducts its business will be numerous and diverse. To its research program will be added a host of activities involving trial, evaluation, demonstration, and persuasion. Laboratories will train and serve researchers, to be sure. They

will also benefit directly large numbers of pre-service and in-service teachers, administrators, and laymen.

The range of dissemination activities that a laboratory might engage in is wide. Teacher education, for example, is a critical part of any campaign to disseminate the results of educational research. We also know, however, that teacher education presents some of the most baffling substantive, professional, and political problems. There is a great deal of controversy, for instance, about how best to train teachers in the first place. Moreover, while faced with developing better ways of training new teachers, we must also consider how best to renew the skills of teachers *already* staffing our schools. In addition, even if improved programs for teacher education are developed there are still problems with regard to implementing those programs in schools, colleges, and departments of education.

Clearly, regional educational laboratories can perform important functions in this area. One such function might be the development of curriculum programs that more skillfully relate the pre-service training of teachers to the process of education and the teacher's role in that process. Such programs ought to be flexible enough to absorb readily the research findings that laboratories and other research agencies will produce, and to develop in the teacher trainee a desire for continued professional development. Laboratories might open channels of communication with colleges of education and university departments to help insure that knowledge and understanding of new educational practices and programs are continually examined and allowed to influence the development of programs for training teachers.

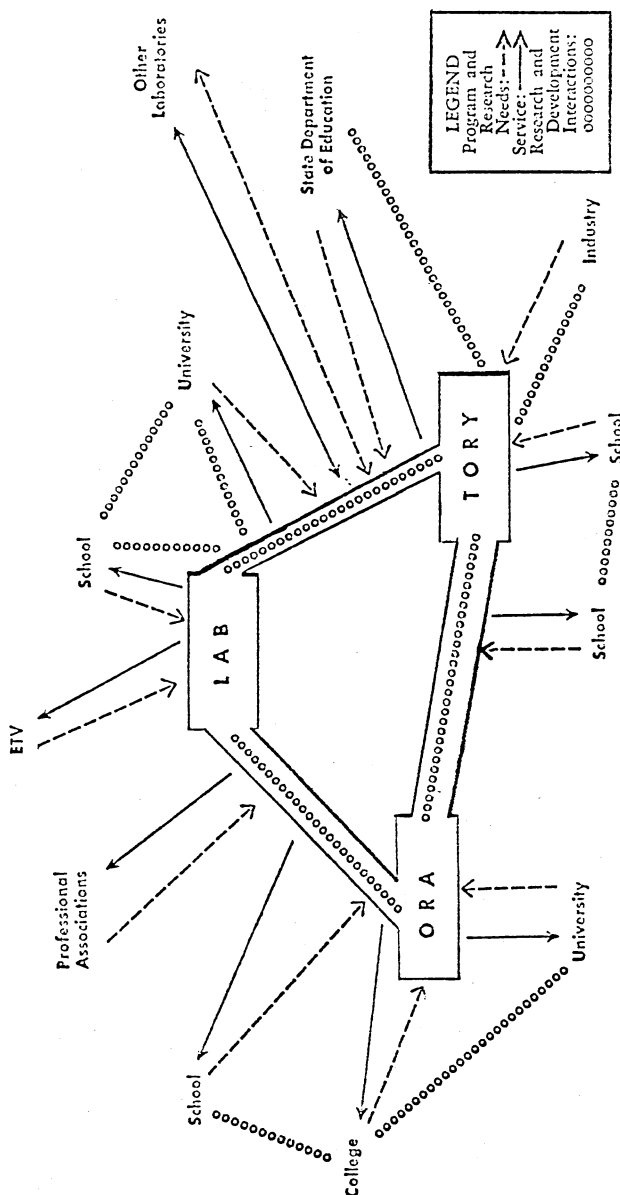
Laboratories also might work on developing in-service programs for teachers, perhaps of the institute or workshop variety with which we are generally familiar. Laboratories might take advantage of opportunities existing under independently funded NSF and NDEA institute programs. Laboratories also might seek to involve local and state teachers' associations as important professional and political links in the process of implementing innovation, and to involve state educational agencies, since they are the political entities for teacher certification. Similar programs of development and service directed to administrators and educational policy planning personnel, including school board members at the local and state levels, should be vitally important parts of a laboratory's operation.

Laboratories might also introduce innovative instructional practices through exemplary or demonstration programs. Brickell² has shown us that the way teachers react to innovative practices often depends upon the opportunity to observe them at close hand and to try them out. Laboratories might seek to establish such exemplary programs on their own, or might very well coordinate the activities of local educational agencies seeking support for such programs from other sources, including Title III of the Elementary and Secondary Education Act of 1965.

Laboratories also might seek to disseminate their findings through print, television, radio, film, augmented telephone, and other techniques. They might explore the possibility of developing new types of school personnel whose sole responsibility would be keeping up with educational innovations and making them operationally available to teachers. School districts are beginning to understand the value of "assistant superintendents in charge of heresy," and laboratories might do a great deal to encourage the hiring and effective use of such personnel. Admittedly, a good deal of research has yet to be designed and completed before any productive answers are developed as to the role and function of such persons. But if we don't know the answers, we certainly are aware that there are many questions in this area to which laboratories might very well address themselves.

² Henry M. Brickell, *Organizing New York State for Educational Change*. Albany, New York: State Education Department, 1961.

*Dynamic Interplay of a Laboratory with Other Institutions.
Superimposed on a Schematic Geographic Distribution*



The above diagram represents only a small sample of the possible relationships among various kinds of institutions and a laboratory. All institutions have program and research need inputs. All receive service from the laboratory. Research and development interactions are possible within the laboratory; between the laboratory and schools, colleges, universities, industry and state departments of education; among schools; and between schools and colleges and universities.