

I said in my statement, and I cannot emphasize strongly enough, I am most concerned with the continued existence of the all-Negro school.

As long as you have an all-Negro school and freedom-of-choice, you combine with that fear on the part of the Negro to transfer out, an easy alternative, particularly in the delta region of the South, where people are living as sharecroppers and are subject at will to being kicked off of that land—

No Negro in his right mind is going to subject himself to being kicked out, or perhaps brutalized, or indeed go as far as what happened in Grenada.

On the other hand, we are told time and time again by white educators that the white children will never choose the former Negro school, which is still the Negro school.

Given these two conditions, the fear of the Negro, and the nonaction on the part of the white, we are going to have a continued segregated institution. And I don't think we are talking about meaningful desegregation until we attack the problem of the Negro school. And I think that is going to require, as a basis, at least an initial start at zoning. If zoning locks people in, then I think we have to look beyond that.

I went to school in the Northwest. I never knew anyone that chose a school. I was assigned to the school I went to, grade school, junior high, and high school.

I think this freedom-of-choice, given these other considerations, will never bring about the end of the dual system. And that is what we will have to address ourselves to.

Mr. ERLBORN. Of course, if you go to assignment by zones, the natural housing patterns are going to maintain the separate system, too.

Mr. ARONSON. Not in the rural counties, sir. In the cities, yes, but not in the rural counties.

Mr. ERLBORN. One of the questions that is of main concern to our subcommittee is whether decentralization of the Office of Education will be helpful, and this, of course, is in many areas of the work of the Office of Education.

But let me ask you your opinion on this question of enforcement of the school desegregation aspect of civil rights. Do you think that that could be done better on a regional basis than out of the office in Washington?

Mr. ARONSON. Depending on how much money and staff they had. I think that the thing that has most crimped the Washington staff has not been mobility, because they have in effect a regional breakdown within the Office of Education.

They have a Mississippi section, an Alabama section, and then divisions made up on a regional basis, and whether they moved them out into the region, or they kept it in Washington, I don't think is a terribly relevant consideration.

I think the consideration that we must focus on is that they have sufficient funds to carry out their work, and a mandate to support carrying out their work.

Mrs. GREEN. You don't think freedom-of-choice will work. What would you do? What would you have the Office of Education do, specifically?

Mr. ARONSON. I think we need be more result-oriented. And I don't think that the submission of a plan on its face is the beginning of compliance. It may be the beginning, but it certainly isn't the end.

Mrs. GREEN. Let's talk about specifics. To get to the results you want, what would you want to have the Office of Education do?

Mr. ARONSON. Certainly in Negro areas I would have them close Negro schools, or draw zone lines.

Mrs. GREEN. What in the law allows the Office of Education to, as you suggested, abolish Negro schools?

As I take it, you meant closing them down.

Mr. ARONSON. The law would not provide authority to issue a mandate to close the school, but the law could provide authority not to give Federal funds to such schools, where they found they were inferior to the continued education of these children.

And, therefore, Federal funds could be avoiding a problem which is prevalent throughout the South, of reconstructing little shamble Negro schools and making permanent plants out of them on a continued segregated basis.

Mrs. GREEN. I think I am really in sympathy with the views which you express, and I have been all my life, and I think the compliance with the 1954 decision has been far too slow. I think the 1964 Civil Rights Act should be enforced.

But I have serious reservations as to whether the Office of Education and employees of the Office of Education have any right to go beyond the law.

Now, this is what I think this committee is concerned about, and I think that I have been presented evidence where the guidelines have gone beyond what I interpret the law to allow.

Now, what would be really helpful to us, when I am basically in sympathy with your objectives, would be to give specifics that you think the Office of Education has a right to do, under the law, to bring about better schools for everybody, and equal opportunities.

Miss GREEN. May I point out on page 6 of our prepared statement, where you are talking about preparing compliance program: The Federal role should be to compile all available information, and work out with local officials and community leaders a comprehensive desegregation plan for that district.

This plan would include the closing of inferior schools, the maximum nonracial utilization of adequate facilities; school construction and site selection; the upgrading of programs, the reorganization of grades, the rerouting of buses, nonracial staff assignments, and in-service training remedial programs, to compensate for previous disadvantage, and the proposed use of State and Federal funds.

The Office of Education would provide technical assistance in the forms of model plans and staff to help develop these plans, which would have have to be approved by the Commissioner.

Mr. ARONSON. Mrs. Green, may I respond just very shortly and say that I would be glad to supply your office with a memorandum of law which sets out the support I think is in the law, the 1964 Civil Rights Act, for the results that we are talking about.

Mrs. GREEN. I wanted to read to you a law which applies to the Office of Education. It says specifically that neither the Office of Education nor any employee of the Office of Education shall have any right to have any supervision, control, or correction over the curriculum or the personnel of a school system.

It seems to me that the things that you have referred to on page 6 are outside of the law.

Miss GREEN. It seems to me that these things refer to an advisory role of the Office of Education in helping a community to work out a desegregation plan, rather than ordering them to do this.

Mrs. GREEN. May I quote:

Nothing contained in this Act shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, the program of instruction, the administration or personnel, of any educational institution or school system, or the selection of library texts, or other materials, by any educational school system.

I think you are in an advisory role—offering information—but I don't think that the law allows the Office of Education to come in and supervise this kind of a thing, or even to work it out for them.

I think the local district has to do it.

The law does provide that if they don't comply with the law, their funds shall be withheld, and this I agree with. If they do not comply, then I think the funds should be withheld.

But I don't think, for example, that the law provides that you can abolish a school.

Mr. ARONSON. No. If I was understood to say that, I want to correct my testimony to say that what I think the law does provide is that they should and can withhold.

And I agree with you, and my criticism of the Office of Education is that they have been too lenient, and too slow, and often not present in cutting off.

There is too much money involved, and these local school districts will on their own, and through their own means, accomplish the end of segregated school systems, in most instances, if the very real threat of cutting money off is there.

I say at this time the threat is not real enough, and that the southern school districts are not fearful of losing their money, thinking they can continue on as they have been, and still keep on getting their money, as they do right now.

Mrs. GREEN. I think the area we might well have some difference of opinion on is: What is a desegregated school? And whether freedom-of-choice complies with the law.

Isn't this really the area of controversy?

I agree with you that after 12 years the number of integrated schools is small, but I just do not think we are going to solve the problem by going outside of the law.

If the law should be changed, the Members of Congress should have a full debate.

We are grateful to you. Some of you have traveled long distances.

I am very sorry that the time limitations were rather restrictive, but that is the way it goes on these field trips.

(Whereupon, at 4:55 p.m., the subcommittee adjourned.)

(The following material was submitted for the record:)

STATEMENT SUBMITTED BY AMERICAN FRIENDS SERVICE COMMITTEE, ATLANTA, GA.,
AND NAACP LEGAL DEFENSE AND EDUCATIONAL FUND, NEW YORK, N.Y.

The American Friends Service Committee and the NAACP Legal Defense and Educational Fund share a concern about the elimination of segregated public school systems, not only because children have a constitutional right to education without discrimination but also because equality of educational opportunity is basic to the moral right of every child to develop his full potential.

The AFSC speaks out of 15 years of experience in community action programs to promote school desegregation. The Legal Defense Fund has handled virtually all of the litigation in the last quarter century to abolish segregation in education. During the decade following the Supreme Court's decision of 1954, we came to recognize that an attack on segregated education which relies solely on the courts is agonizingly slow. Therefore, we have welcomed an administrative approach to this problem which has lodged responsibility in the Department of Health, Education and Welfare, to effectuate nondiscrimination in federally supported educational programs as required by Title VI of the Civil Rights Act of 1964. Our two agencies were eager to play their part in making this administrative role successful. It held promise of removing the burden for school desegregation from the individual Negro, by placing it on the responsible educational authorities.

In 1965 and again in 1966, we co-sponsored a School Desegregation Task Force which has reached hundreds of communities in nine southern states. The goal has been to inform Negro families of their rights, under Title VI regulations as well as court orders, to develop local leadership to promote substantial school desegregation, and to maintain close contact with Federal officials in order to give prompt and accurate reports of attempts to deny parents and children their rights.

Having observed the overall development of the compliance program, we reported in November 1965, the findings of our first Task Force to Secretary John W. Gardner. We made twenty recommendations for the more effective carrying out of the mandate given to HEW by Congress. Our report is attached. (Exhibit A.)

We are now preparing a document with our recommendations for abolishing the dual school structure based on our most recent Task Force work. We are glad to have this opportunity to discuss our concern with the Special Subcommittee on Education as it reviews the operation of the Office of Education. Our experience shows that the close relationship between program effectiveness and administrative competence is undeniable.

Our observations of the effectiveness of the Equal Educational Opportunities Program (EEOP) of the Office of Education lead us to several conclusions concerning the administration of the program. It is clear to us that an administering agency must have: (1) regulations adequate to carry out its mandate; (2) adequate interpretive and informational programs to advise persons of their rights and obligations under these regulations; (3) an affirmative compliance program with effective implementation machinery; (4) a well coordinated, comprehensive approach; and (5) built-in mechanisms for information gathering and evaluation of effectiveness.

Our recommendations deal with these five areas.

I. The Guidelines should be strengthened. The Office of Education's 1966 Guidelines (Revised Statement of Policies for School Desegregation Under Title VI of the Civil Rights Act of 1964) should be evaluated as to their adequacy for eliminating dual school systems. The fact that an estimated 88-90% of the Negro pupils in the southern states are still in totally segregated schools in this third school year since the passage of the Act indicates the disappointingly modest progress which has been made. The 1966 Guidelines are stronger than those of 1965. The objective—eliminating dual school systems as expeditiously as possible—is forthrightly stated. There is a clear requirement for performance in pupil and staff desegregation in comparison with 1965, when a policy commitment from a school district seemed sufficient.

Recognizing impediments to desegregation in 1965 for which local officials were often responsible, the 1966 Guidelines outlined in detail the procedures to be followed, particularly in implementing freedom of choice plans. The require-

ment that small, inferior schools must be closed and the elaboration of earlier regulations concerning nondiscrimination in programs, facilities and services such as transportation strengthened the 1966 Guidelines.

However, the exclusion of court-ordered districts from EEOP's compliance machinery seriously limits the Guidelines. Population centers which have a majority of the South's Negro children are desegregating under District Court orders, most of which are not up to the most recent standards of the Circuit Court. Court rulings are not necessarily issued with the school calendar in mind; good orders in South Carolina this fall will not be in effect until 1967. Many court orders are not being fully implemented. Federal judges have welcomed the role of the Commissioner of Education as "long overdue" because of the "utter impracticability of a continued exercise by the courts of the responsibility of supervising the manner in which segregated school systems break out of the policy of complete segregation . . . and toward complete compliance."

The general and uncritical approval of freedom of choice plans as devices for eliminating segregated school systems is another major weakness in the Guidelines. Although the overwhelming evidence is that freedom of choice produces only tokenism at best, the Office of Education has permitted most districts to use these plans and EEOP has been unable to deal with intimidation, fear, reprisals and the legacy of total segregation in the community, all of which operate as deterrents to the success of freedom of choice.

The Guidelines should be expanded to deal with Northern style *de facto* segregation.

HEW's Regulation requiring compliance agreements from state education agencies should be supplemented with specific guidelines which recognize the role of these agencies in preserving or abolishing segregation. State agencies play a crucial role in decisions concerning site selection and school construction, school consolidation, transportation, school lunch programs, the equalization of teachers salaries, textbooks, projects under special Federal programs, etc. Our experience indicates that state agencies often use this role to strengthen segregation even though Federal funds are involved.

II. *The Office of Education should develop an informational and educational program to interpret the goal of abolishing the dual school structure, to inform Negro citizens of their rights and to win a broad base of support for securing equally of educational opportunity.* Unlike other Governmental agencies, the Office of Education has developed no materials or mass media programs for wide dissemination of accurate information about its compliance programs, which has suffered from distortions and misinformation. The burden for initiating desegregation is still on Negroes; yet many do not know what their rights are. In the absence of an officially sponsored information program which reaches the grass roots, Negroes must rely on local school officials and the local press, which are often hostile. Private civil rights groups have tried to close this information gap, but their resources are too meager. The enjoyment of constitutional rights should not be dependent upon an individual's ability to discover on his own how he may secure these rights.

III. *At this critical juncture, the Office of Education must launch an affirmative compliance program with adequate machinery and staff and with a strengthened technical assistance component.* Lacking an affirmative program and understaffed, the Office of Education's compliance efforts tend to be focused on the worst offenders and to be compliant-oriented. In 1966, sanctions were exercised for the first time. Funds were cut off only from districts whose intention not to comply was evident in their refusal to sign the 441-B compliance form. According to press reports the referral of funds was not a major hardship because only new funds were deferred and state offices of education helped school districts re-write the proposals so that projects could be considered to be "continuing." The 90-day limit on deferrals should speed up the process of withdrawing Federal funds from non-complying districts. HEW is just beginning to exercise sanctions against poor performers and the initial standards have been very modest indeed. If a school district has executed its paper compliance and has 3% desegregation—i.e., 97% of its Negro pupils are still in segregated schools—and has token faculty desegregation, it seems assured that Federal funds will flow in 1966-67. In direct violation of the Guidelines, segregated bus transportation, harassment and reprisals, segregation in sports and other school related programs, and the use of inferior schools continue. Staff desegregation has been minimal. To preserve segregation, students are still being educated outside their home school

districts. Where these violations are known, districts have been warned, but many feel no threat of withdrawal of Federal funds.

The lack of staff, the concentration on the poorest of the poor performers and the uncertainty about what Federal officials can specifically require to effectuate the constitutional mandate to abolish segregation have contributed to hesitancy about launching an affirmative program.

Although the wise, prompt and consistent use of sanctions is a necessary part of the total effort, it is not a substitute for an affirmative program. An affirmative program would not be centered just on the worst offender, but would be concerned to achieve the most comprehensive and effective desegregation plan for each school district—a plan which would be adequate to abolish the dual school structure. The Federal role should be to compile all available information about each school district and to work out with local officials and community leaders a comprehensive desegregation plan for that district. This plan would include the closing of inferior schools, the maximum and non-racial utilization of adequate facilities, school construction and site selection, the up-grading of programs, the reorganization of grades, the re-routing of buses, non-racial staff assignments and in-service training, remedial programs to compensate for previous disadvantage and the proposed use of state and Federal funds. The Office of Education would provide technical assistance in the forms of model plans and staff to help develop these plans, which would have to be approved by the Commissioner. Federal financial support should be withdrawn from those school districts which are unable to devise and implement plans which will end the segregated structure, *in fact*.

The mandate, authority and skills of the staff of a Federal government compliance program are crucial to their effective role in achieving the goal of abolishing the dual school system. HEW's compliance program needs a full-time, year-round staff, adequate in numbers, maturity and resourcefulness to get the job done.

IV. *The Office of Education should develop a well-coordinated approach to compliance so that Federal programs are working toward the same goal.* If Federal funds are to be an effective lever for achieving nondiscrimination, the Federal investment must play this role in its entirety; one program should not be strengthening segregated schools on the one hand, while a narrowly conceived compliance program seeks to abolish them on the other. We are particularly concerned about reports that programs funded by the Elementary and Secondary Education Act are being used in such a way as to discourage desegregation.

V. *The Office of Education should build into its compliance program a process of systematic fact-finding and evaluation so that it can make an accurate assessment of progress, identify areas of weakness in the Guidelines and strengthen its compliance machinery on the basis of documented experience.* On September 26, 1966, we submitted to Commissioner Harold Howe, II, a list of questions, the answers to which we believed would provide material for an assessment of the effectiveness of the compliance program in 1966. (Exhibit B) Since that time, representatives of the Task Force have had several conferences with EECF staff about the letter. In spite of the fact that Office of Education officials have stated that the information requested would reveal the effectiveness of their program and administration, they have admitted that the present process of data-gathering and compliance review do not produce the information needed. Because of this serious shortcoming, the letter remains officially unanswered. It is hard to see how sound planning is being done for 1967, in the absence of evaluation based on the full documentation of the 1966 experience.

American Education is still largely segregated and unequal. The American public school, as a symbol of exclusion, is building up bitterness and frustration among Negroes. Locked into segregated schools and locked out of participation in the mainstream of economic, cultural and civic life, American Negroes are now less inhibited in their expressions of alienation and despair. Time is running out. The Office of Education now has an unprecedented opportunity to secure integrated quality education for all American children. It must develop the administrative capacity to seize this opportunity. We hope that the study currently being carried on by the Special Sub-committee can help strengthen the Office of Education and thus support it in this most difficult but most urgent task.

NAACP LEGAL DEFENSE AND EDUCATIONAL FUND, INC.,
New York, N.Y., September 26, 1966.

Hon. HAROLD HOWE II,
U.S. Commissioner of Education,
Department of Health, Education, and Welfare,
Washington, D.C.

DEAR MR. HOWE: The findings of your survey, Equality of Educational Opportunity, that American public education remains largely segregated and unequal, are very sobering. Increased cooperative efforts by educators, public officials and citizens to remedy this alarming situation are urgently needed. We have welcomed recent statements of your personal commitment to equal education and of your rejection of gradualism and trust that under your vigorous leadership evidences of progress will counteract the growing despair experienced by Negro parents across the nation.

Now that the third school year since the passage of the Civil Rights Act of 1964 is under way, this is an appropriate time for the Federal agency which has major responsibility to effectuate Title VI to evaluate the effectiveness of its efforts to secure nondiscrimination in public education. We understand that you are already discussing the compliance program for the 1967-68 school year. We commend your sense of urgency. However, we are deeply concerned that plans for the future should not be made until you have made an assessment of this past year's performance based on a thorough analysis of the data which school officials should be submitting to the Office of Education within 30 days after schools opened. We hope that you will share these data and your analysis of them with the civil rights organizations which have experience in school desegregation and that you will seek the insights and recommendations of private agencies.

The American Friends Service Committee and the NAACP Legal Defense and Educational Fund sponsored in 1966 our second School Desegregation Task Force. Beginning in March, about 40 workers, including full-time staff and part-time program associates, were involved in Task Force activities in nine Southern states in school districts which are desegregating under court orders as well as under HEW regulations. Our goal has been to achieve maximum desegregation through a program of education about the values of integration, information about required procedures, local leadership development and community action.

We should like to propose a meeting of some of our Task Force members with representatives of your staff once your data have been compiled. Our purpose in writing now is to raise some questions in anticipation of such a meeting.

In the 1966 Guidelines, HEW has stated unequivocally that compliance requires the elimination of the dual school structure. We believe that it is important to ask the right questions of your data, questions that will get to the heart of the matter: whether HEW's compliance program is eliminating the dual school structure as expeditiously as possible. The question is not whether more Negro pupils have registered to attend formerly all-white schools. The extent to which the racial identity of public schools is disappearing should be the measure and not just the recording of more tokenism. As the use of sanctions under Title VI is assessed, the question is not *how many* school districts have been cited for hearings, but whether the process is accomplishing its purpose, viz., the withdrawal of Federal support from segregation and the end of dual school systems. On the basis of our experience this year, we believe that the following questions must be answered as you evaluate the data from school officials, your records and the experiences of your staff and as you make plans for a realistic program operation for 1967. These questions all reflect our program experience which we would be glad to share with you.

1. *What has HEW done to interpret to the general public the mandate to abolish the dual school structure?* It has often seemed to us that HEW has turned over to the Southern press and the Southern school officials the job of defining and clarifying what nondiscrimination of education means. We have met white and Negro principals who have never seen the Guidelines. There is very little public understanding that the dual school system must be abolished. The prevailing view is that the legal requirement is satisfied by a process which ends the policy of segregation, admits a few Negro pupils to "white" schools but which leaves the Negro school intact as a segregated institution. We

know that HEW officials are aware of the difficulties created by adverse mass media and hostile officials. We would like to know whether there are school districts where HEW has undertaken to inform the public directly about the goals and the specific requirements of the Equal Educational Opportunities Program and whether such an effort has made a difference.

2. *What has been the impact on the total program of the exclusion of school districts under court order from HEW's compliance machinery?* How does HEW ascertain whether these court orders are actually being implemented? In how many school districts has HEW determined that court orders are not being complied with and what has HEW done in these cases? During 1966 how many school districts were in litigation and in negotiation with HEW at the same time. What special problems were created by this situation? Our experience this year leads us to affirm even more strongly the recommendation which we made to HEW a year ago that court-ordered districts should not be excluded from the compliance machinery.

3. *Has the closing of small, inferior segregated schools contributed significantly to the elimination of dual school systems?* How does HEW learn of the existence of such schools? What does HEW do when it finds out about these schools? How does HEW define a small, inadequate school? For example, there are many 12-grade Negro schools with unaccredited high school departments which have fewer than 100 pupils in grades 9-12. By educational standards these schools would be rated as unable to provide an adequate program. Would HEW require the closing of such high schools even though the plant facilities might not be substandard? Are school officials required to report what happened to the Negro pupils and teachers when small schools are closed? How does HEW insure that the students are not consolidated into other Negro schools, thus creating larger units of segregation? How many small, inferior schools were reported in 1966? How many were closed? What happens to Negro schools which become small when large numbers of their pupils choose to attend desegregated schools? Why has HEW not required the closing of certain obviously inferior schools which were reported by concerned Negro citizens?

4. *What do your data reveal about the adequacy of freedom of choice plans to effectuate Title VI?* In how many school districts have freedom of choice plans resulted in the elimination of dual school systems since 1964? Where, and under what conditions? In 1966 how many school districts came up to the percentages suggested in the Guidelines? In how many districts and by what criteria was the performance under freedom of choice plans determined inadequate by HEW? How many districts were required to improve their performance? What kinds of suggestions for additional steps were made to them, what did they actually do, and what were the results? Where a second transfer period was held, were the results significantly increased? What has HEW done where additional efforts to implement freedom of choice plans have been ineffective? Where freedom of choice plans have not worked, how have HEW and/or local school officials determined what would work?

What has HEW learned this year about the actual operation of freedom of choice procedures? Do your data corroborate our staff experience that there continue to be considerable violations of the procedures required by the Guidelines, such as inadequate notice to parents, abbreviated transfer periods, etc.? How many districts have been cited for noncompliance for these violations? The Guidelines require that pupils who did not make a choice during the spring registration period should be assigned during the first week of school to the nearest school regardless of race. What happened to these students? In how many districts did this result in an increase in nonracial enrollment?

Where formerly all-white schools have become overcrowded as the result of the exercise of free choice, what has happened? How has HEW determined whether the criteria for overcrowding were uniform throughout the district? What has HEW done when Negro students have been sent back to Negro schools because of the overcrowding of desegregated schools? What has happened to white pupils where desegregated schools have become overcrowded? In how many cases, and where, has overcrowding resulted in the enrollment of white pupils in formerly all-Negro schools, either through assignment, school pairing or some other action by school officials?

In how many school districts desegregating fewer than 12 grades did Negro pupils request transfer under the provisions enumerated in 181.71 of the Guide-

lines? Where they were rejected, in how many cases did HEW investigate the reasons? Has much desegregation occurred as a result of these provisions?

What has been your experience with the regulation that choices are binding? How many Negro pupils sought to return to Negro schools after registering to attend desegregated schools? What happened to them?

There are clearly two schools of thought about whether freedom of choice plans should continue to be approved as acceptable devices for eliminating dual school systems. Some hold that the emphasis should be on making these plans truly free and on liberalizing the process, such as extending the choice period from 30 days to six months. Others, and they would include the overwhelming majority of civil rights workers, have become increasingly convinced that the most honest freedom of choice plans cannot abolish dual school systems in Deep South communities. What do your findings reveal?

5. *Have the zoning plans which have been approved by HEW resulted in the elimination of segregated schools?* How many zoning plans are in effect in the 1966-67 school year? What changes in racial attendance patterns have resulted as zoning plans have been implemented? In how many districts is zoning combined with freedom of choice? How does HEW check to be sure that zones do not fortify segregation? In how many districts has HEW scrutinized zoning plus free choice combinations and determined them to be unacceptable because they will not eliminate the dual school system most expeditiously? How does HEW justify the approval of the DeKalb County, Georgia, plan?

6. *In how many school districts, and where, has staff desegregation contributed significantly toward the elimination of the racial identity of schools?* To what extent were HEW's minimum requirements for staff desegregation met in 1966 and what has happened to those districts which did not comply? What do the data reveal about staff desegregation: how many Negro teachers are now assigned to formerly all-white schools? Of these, how many are teaching academic subjects? How many are in nonacademic areas such as music, library work and physical education? In how many districts are the desegregated teachers primarily in Federal programs? In how many districts is the desegregation all one way, i.e. white teachers assigned to Negro schools? A report that a South Carolina district had over 20 teachers in desegregated assignments seemed encouraging until it was revealed that Chinese and Latin Americans and teachers from the National Teachers Corps were included and that few local Negroes have been assigned to full-time classroom teaching. We would be interested in your assessment of the concept of full-time teacher equivalents which has been approved for use this year. Do your studies reveal that this is a helpful transitional device or does it provide officials with an excuse for not assigning regular, full-time teachers on a nonracial basis?

7. *Inasmuch as school officials are required to promote and to prepare for the successful implementation of their desegregation plans, what information do you have concerning their efforts and what they actually accomplished?* How many community meetings were reported as held by school officials? What other steps did they take? Where school officials have not taken steps required by the Guidelines, what has HEW done? Has HEW taken action against any school districts where white or Negro school staff members actively worked against desegregation?

8. *What data do you have on situations where the negative experiences of Negro pupils in desegregated schools have discouraged desegregation?* How has HEW handled such reports as harassment and physical attacks on Negro students which have occurred without corrective action by school officials, discrimination by teachers and segregation within the desegregated school? Has HEW had a procedure for immediately investigating such charges and for involving the Justice Department and the Community Relations Service? In how many cases where these abuses have not been corrected have school districts been cited for noncompliance? The Task Force considers failure to deal with such violations of the Guidelines a major impediment to the abolition of dual school systems. We can furnish case histories from our files.

9. *What do your data reveal about intimidation, harassment and reprisals against families of Negro children seeking a nonsegregated education?* In fulfilling their obligations under the Guidelines, what have local school officials done to protect persons exercising their rights? What action has HEW taken against school officials who have defaulted in their responsibilities? In how many school districts, and where, have you determined that freedom of choice plans cannot work because of a climate of fear and intimidation?

10. *In how many districts has transportation been completely desegregated?* Has this also involved the desegregation of drivers and the elimination on differences in the quality of buses available to Negro and white pupils? In how many districts have buses been re-routed to facilitate desegregation? What has HEW done in cases where Negroes have not been advised that transportation would be available to take them to desegregated schools, where buses have not been re-routed, where inequality continues, where transportation for Negro pupils is provided only to Negro schools or where Negro children are harassed on integrated buses? Have any school districts been cited for noncompliance for their refusal to desegregate transportation and to protect children on the buses?

11. *Where has the discontinuance of the practice of educating pupils out of the district contributed to the elimination of the dual school system?* Under what conditions is HEW still permitting students to be educated away from home? Where students in all or some grades are still educated out of the district, were they given the choice to attend desegregated schools? How many school districts has HEW cited for noncompliance for educating students on a segregated basis outside the district?

12. *Is HEW coordinating information about all Federal programs which relate to public schools to ascertain whether their total impact is to reinforce segregation or to promote the elimination of the dual school system?* Does HEW have information about site selection and school construction plans which may involve the use of Federal funds to promote segregation? Does HEW have information about funds provided under the Elementary and Secondary Education Act of 1965 which are being used to enhance segregation and discourage desegregation? Has HEW taken action where Federal surplus property has been used in segregated schools or where school lunch programs are operated on a discriminatory basis? We are particularly concerned if districts are using ESEA funds instead of local and state monies to equalize schools. Also, we believe there are some communities where the availability of free lunches in Negro schools under ESEA programs has been a deterrent to desegregation because parents have not been advised that free lunches would be available in desegregated schools to needy pupils under the regulations of the National School Lunch Program.

13. *In how many school districts have programs and activities been desegregated?* In how many cases have social affairs, such as proms, been cancelled or shifted to private sponsorship? How many PTA's have been integrated? How many school districts sponsored integrated summer schools or adult education programs? What action has HED taken where districts have not complied with the requirement of nondiscrimination in school-related activities?

14. *Inasmuch as the inferiority of all-Negro schools is not only unconstitutional but is a major deterrent to the enrollment of white children, what specific information does HEW have on the conditions in Negro schools relative to white schools in the same district in such areas as: plant facilities, equipment, accreditation, libraries, educational materials, teacher qualifications and salaries, etc.?* In what way has the knowledge of these conditions accelerated the move to abolish the dual school system? Does HEW have information about special fees charged to pupils in Negro schools or about money-raising for basic needs such as gas and electricity which Negro parents must undertake even though these are provided in the white schools?

15. *How do you evaluate the role of sanctions available under Title VI in the elimination of the dual school structure?* How long is the period from the time you have reason to believe a district is not complying until funds have been fully cut off? We understand that HEW has deferred funds pending the determination that a district is not complying. What happens during the period of deferral? In how many cases have intensified efforts to get voluntary compliance during this period been successful?

An article in the Birmingham News of September 10, 1966, reports that Alabama districts which have refused to comply and which have had funds deferred are not suffering very much because of the interpretation which has been given to "continuing" as differentiated from "new" programs and because the State Department of Education "helped local superintendents . . . rewrite projects so they would be continuing projects and thus eligible for funds. If this is true, how much Federal money has in fact been cut off to date?

Furthermore, if other press reports are true that some school districts are prepared to give up Federal funds, what information does HEW have about what this loss means in terms of termination of educational programs?

What efforts does HEW make to get schools desegregated by legal action when the use of sanctions fails to abolish the dual school system? Do HEW and the Justice Department have a coordinated strategy? In May, 1966, seventeen Negro parents in Crenshaw County, Alabama, wrote the Justice Department requesting that a suit be filed after school officials had an inadequate transfer period and had indicated that only a few Negro students would be admitted to formerly all-white schools. After numerous complaints which were received during the summer, HEW initiated action for noncompliance. Shortly before the opening of school when the school board denied most of the applications of the 200 Negro pupils who sought enrollment in desegregated schools, a Legal Defense Fund attorney filed suit and secured a good court order in a few days. There are still problems; the judge has modified his order and fewer children will have the advantage of a desegregated education. If the Justice Department had filed suit last spring, we believe that much uncertainty and suffering would have been prevented.

What does HEW feel is its role in those Louisiana districts which are not complying but where no court suits have been filed to desegregate schools?

16. *What has been the impact on the abolition of the dual school structure of the growth of private, segregated schools for white children who are boycotting desegregated schools?* What data does HEW have on these schools, their sponsors, their financing and their educational program? Has HEW determined whether public school officials have been involved in the establishment of these schools? What action has HEW taken to insure that these segregated schools are not being Federally subsidized from programs including surplus property, school lunch, etc.? Do HEW data reveal conditions under which these schools are likely to flourish and suggest a strategy for weakening this threat to public education? Negroes such as those in the Sharkey-Issaquena district in Mississippi who have suffered reprisals in order to get a nonsegregated education for their children are understandably disheartened when they finally enroll in formerly all-white schools which have been completely boycotted by white pupils and teachers.

17. *What overall information do your data provide and what general conclusions do your staff members make about compliance and the rate of progress in ending dual systems when different kinds of communities are compared: rural vs. urban; Border states vs. Deep South states; districts with high percentages of Negroes vs. those with small Negro population, etc.?* Are there significant exceptions? How do you account for them? Does the posture of the state agency seem to make a difference in comparing compliance among the states?

We know that these questions are not new to you for they have come up frequently this year as we have conferred with staff members of the Equal Educational Opportunities Program. We hope that you will agree with us that the answers to them could provide the agenda for a very profitable meeting of members of your staff with field workers from our School Desegregation Task Force. We trust that this meeting can be held as soon as possible and look forward to hearing from you.

Sincerely yours,

JEAN FAIRFAX.

SCHOOL DESEGREGATION IN SOUTH CAROLINA, 1966: A CRITIQUE

(By M. Hayes Mizell)

INTRODUCTION

On May 17, 1954, the Supreme Court of the United States wrote, "We conclude that in the field of public education the doctrine of 'separate but equal' has no place. Separate educational facilities are inherently unequal." This historic decision in the case of *Brown et al. v. Board of Education of Topeka et al.* involved cases coming from the states of Virginia, Delaware, Kansas, and South Carolina. The South Carolina case, *Briggs et al. v. Elliott et al.*, came to the Supreme Court from Clarendon County School District No. 22. Today, twelve years after the 1954 Supreme Court decision, there are less than 50 Negro chil-

dren attending desegregated schools in Clarendon County. The vast majority of Negro students there still attend segregated schools and the dual school system prevails. After twelve years County Superintendent of Education L. B. McCord continues to insist that integration is "theologically wrong" and he still feels that "you can't change people overnight."

During this 1966-1967 school year approximately 95% of South Carolina's Negro children are attending segregated schools. Only about 12 of the state's 108 school districts have made sufficient progress towards abolishing the dual school system so that the United States Office of Education can say that their performance is "satisfactory at this time." This does not mean that these districts have eliminated the dual school system, it merely indicates that they have demonstrated that they are making some reasonable progress towards achieving that goal.

During the past two years, the American Friends Service Committee and the NAACP Legal Defense and Educational Fund have pooled their resources to sponsor the School Desegregation Task Force. Working in nine deep South states this group has informed citizens of their rights under school desegregation law, aided communities in organizing to effectuate greater desegregation, and has sent complaints to federal agencies when there were violations of school desegregation guidelines in local communities. This critique is based on the Task Force experience in South Carolina and the majority of the information was collected during seven months involvement in and observation of school desegregation efforts in South Carolina. Some of the information is based on newspaper accounts, reports from citizens, and other private but reliable reports.

THE GUIDELINES

In early March, 1966, the U.S. Department of Health, Education, and Welfare published its "Revised Statement of Policies for School Desegregation Plans Under Title VI of the Civil Rights Act of 1964." This publication was commonly referred to as the "guidelines." In subsequent months the guidelines became the foundation for political opportunism and vilification of officials of the United States Office of Education.

The guidelines were the regulations for school desegregation and were issued as required by Section 602, Title VI, of the 1964 Civil Rights Act. Title VI of that act provided that: "No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance." The guidelines were first issued in 1965. Southern school districts were frequently successful in violating these guidelines because in an attempt to give the districts an opportunity to comply in good faith and establish their own administrative procedures for school desegregation, HEW made the guidelines vague. In order to correct this defect and to effectuate more substantial progress towards the abolition of the dual school system, the 1966 guidelines were more explicit and definitive in their requirements.

The 1966 guidelines required the following:

(1) To be eligible for federal funds, school systems with voluntary school desegregation plans had to submit an assurance (Form 441-B) that their plans would be carried out in accordance with the standards outlined in the guidelines.

(2) School systems had to make significant progress in eliminating the dual school system under free choice plans.

(3) The school system had to inform the community of its plans, solicit community support, and take the necessary steps to protect all persons exercising their rights under the plan.

(4) In school districts operating under a free choice plan, every student had to choose a school each year. There could only be one choice, and the school system had to ensure that the choice could be made without fear of reprisal.

(5) All school activities, facilities, and programs had to be desegregated.

(6) Schools had to make significant progress in desegregating their faculty and staff. HEW later explained that in a district, for example with eight schools there should be at least eight full-time teachers involved in faculty desegregation.

(7) Small, inadequate schools established for Negro students or other minority groups had to be closed.

(8) School districts had to send out forms, letters of explanation, and publish newspaper notices giving students and parents information concerning the administration of freedom of choice plans.

The Office of Education had originally hoped to publish the guidelines in January, but they were not promulgated until March 7. This was because HEW took extra time to consult with Southern school officials before the new guidelines were issued, and because the guidelines were being carefully reviewed by HEW's legal counsel. The 1966 guidelines required that school districts operating under a freedom of choice plan should have a free choice transfer period beginning no earlier than March 1 and ending no later than April 30. Many school administrators were undoubtedly caught by surprise, and they generally felt that they had too little time to interpret the guidelines and follow their requirements. Ninety-eight of South Carolina's 108 school districts were operating under freedom of choice plans. Of the remainder, some districts were still in violation of the 1965 guidelines and had no authorized plan at all. Six of the state's largest districts were operating under federal court orders. Since many districts were concerned only with complying with the absolute minimum requirements of the guidelines, they felt that they were being pressured into a quick acceptance of the guidelines without being given time to study them adequately. However, some districts complained because they found 50 days inadequate time to plan for the traditional tactics of delay and circumvention when faced with the possibility of meaningful school desegregation.

By May 7, 1966, 105 of the 108 school districts in South Carolina had filed Form 441-B with the U.S. Office of Education. If a district did not submit Form 441-B, the commitment of federal funds for *new* activities was subject to deferral. The record of South Carolina school districts submitting Form 441-B was one of the best in the South.

South Carolina school administrators did follow those guideline regulations which called for letters, explanatory notices, and choice forms to be sent to all parents. In many cases these forms followed the exact form recommended by the Office of Education. There is no question but that the mere sending of these letters and forms resulted in an increased number of transfers from Negro to desegregated schools.

THE PERCENTAGES

In order to have an administrative guide by which they could determine whether or not a school system was making satisfactory progress towards the abolition of the dual school system, the Office of Education established a system of percentages in the 1966 guidelines. These percentages were grossly misunderstood by the public and school officials.

The percentages were misinterpreted to mean "racial balance" or the percentage of Negroes attending schools with whites. Superintendent J. B. Kirkley of Marion District # 3 (which had its funds deferred) said that the ratio of Negro to white students in the desegregated schools of his district exceeded that of many larger districts in the state (Columbia *State*, September 5, 1966). Bluffton District Superintendent H. E. McCracken said, "Twenty per cent of the students in our white schools are Negro . . . one of the highest percentages in the state. The federal government is using some sort of new math on us" (Charleston *News & Courier*, August 16, 1966.)

Some school officials understood the percentages to mean the percentage of increase in the number of Negro students attending desegregated schools this year as compared to last year. Georgetown County Board County Chairman James C. Bourne said, "Well, we've doubled our Negro enrollment this year" (Charleston *News & Courier*, July 20, 1966). Mr. Bourne did not say that there would still be 98% of the Negro students in the county attending segregated schools. Similarly, Chester County Superintendent E. W. Nunnery expressed surprise that the performance of his school district had been judged unsatisfactory by the Office of Education even though the Negro enrollment in the county's all-white schools doubled that of last year (Columbia *State*, August 4, 1966). In Chester County in 1965 there were 80 Negroes attending desegregated schools, and there are 177 in 1966. This still leaves 96% of the Negro students in the county attending segregated schools. Superintendent Hugh T. Stoddard of Sumter School District #2 said, "We had more than 90 last year and we're expecting more than double that amount in the fall" (Charleston *News & Courier*, August 3, 1966). This year there are only 171 Negroes in desegregated schools

in District #2 and there too most of the Negro students in the county are in segregated classes.

Unfortunately, many people of good will who were genuinely concerned about abolishing the dual school system, as well as some leaders in the Negro community, were caught up in this numbers game. They generally did not understand the reason for the percentages in the guidelines and frequently felt that if there were more Negro students in the desegregated schools this year than last year then things were moving along quite well and there was no reason to get disturbed. They did not stop to realize that if the present rate of desegregation continues it will be many, many years before the dual school system is abolished.

All of the above interpretations of the meaning of the percentages in the guidelines were incorrect. The percentage used as a guide by the Office of Education was the number of all of the Negro students in a district divided into the number of Negro students who were transferring to the desegregated schools. For instance, if there are 4,059 Negro students in Chester County schools and 175 transfer from the all-Negro schools to the desegregated schools this year, this means that about 4.1% of all the Negro pupils would be transferring. This does not demonstrate that Chester County is well on its way towards abolishing the dual school system (since about 96% of the Negro students in the district would still be in segregated schools), and therefore the Office of Education lists it as a "poor performer." The guidelines, in fact, do not mention anything about racial balance and they do not measure performance by the percentage of increase of Negro students in white schools over last year. The guideline percentages were either genuinely misunderstood or they were deliberately misinterpreted in order to confuse the public and put the Office of Education on the defensive. Secretary Gardner of HEW attempted to deal with the percentage issue in his letter of April 13 to school superintendents, but following that attempt, the Office of Education more or less abandoned effort to interpret the purpose of the percentages. Those in opposition to the guidelines, however, continued to hit hard on the issue.

INFORMING THE COMMUNITY

In only a few school districts did officials attempt to encourage community support for the acceptance of their desegregation plan. This encouragement was required by section 181.17 of the guidelines. School men argued that the hostility of their communities would not permit them to take a progressive position on this issue. They cited the names of other superintendents in the state who had tried to lead their communities and who had been fired as a result. Many school officials had been lax in preparing the community for the inevitability of school desegregation and, as a result, they were caught between the hostility of the community and the requirements of the guidelines. School officials did not seek the cooperation of white and Negro citizens in making the freedom of choice system work in their communities.

Instances in which the public was adequately informed about the school desegregation plan by school officials and the local media were rare. In only a few cases did school superintendents call public meetings to fully explain the guidelines and the local desegregation plan to the citizens of the community. Such inadequate information to the public allowed for rumor and misunderstanding about the guidelines and about the intentions of the Office of Education. Some school officials attempted to keep their plans as quiet as possible so as not to arouse the indignation of the white community and not to indirectly stimulate a greater number of transfers by Negro students to the desegregated schools. Other school officials feared their own local press because of past experiences when the press had inaccurately reported their plans relating to other matters. School board meetings concerning the guidelines were frequently closed and local citizens had no opportunity to take part in deciding how the district would respond to the guidelines.

On April 2, 1966, the United States Commission on Civil Rights held a statewide conference on the guidelines in Columbia. Approximately six hundred persons attended the conference. This was one of the few opportunities for South Carolinians to receive a clear and direct explanation of the guidelines from federal officials representing HEW, the Office of Education, and the Justice Department. Following this meeting there was a meeting attended by Negro

community leaders who met to discuss how communities should organize to promote school desegregation. This meeting was attended by about two hundred people and was a confederation of South Carolina civil rights, human relations, and education groups.

Throughout the summer those persons working to stimulate greater school desegregation found that the concerned white persons in the state generally were not aware of the magnitude of the problems, and it was difficult to organize a fearful Negro community. While the major civil rights groups in the state made some efforts to promote school desegregation, their energies were usually devoted to registering voters and other political matters so that any focus on school desegregation was of a low priority. There were only two people in the state who were working full-time on school desegregation for human relations groups. There were, of course, a number of individuals who worked on a volunteer basis in their own communities. Where there were a substantial number of transfers, the large number was due to the efforts of some individual or group in the community who worked to encourage school desegregation.

The Office of Education made little effort to speak directly to community leaders in an attempt to explain government actions. Many concerned individuals in South Carolina communities were totally unequipped to answer the criticisms of the guidelines and the Office of Education. Potential allies were lost because they had no information about what was going on except what their community leaders chose to tell them. In most cases they could only rely on the reports in the local conservative press and they had no idea as to how they could play a constructive role in encouraging their community to comply with the guidelines. The failure of the Office of Education to tell its story effectively to local people permitted those persons who wanted to obstruct its purpose to do so more effectively. Rumor, misinformation, and speculation thrived because the Office of Education failed to recognize the necessity of filling the information gap at the community level.

TERMINATION OF FEDERAL FUNDS?

South Carolina school officials spent considerable time trying to determine whether or not the Office of Education was really serious about cutting off federal funds if a school district did not comply with the letter of the guidelines. Evidence that the Office of Education might be backing down came as early as April 8, 1966, when *The State* reported that it had learned from an Office of Education official that the guidelines would be enforced in a "democratic" way. Then in Secretary Gardner's April 13 letter he stated that the guidelines would be enforced with "considerable flexibility." The June 9 issue of *The State* reported that, "The word from Washington is that substantial faculty and student desegregation will be insisted upon or federal funds will be cut off." But then on June 11 *The State* ran an article with the headline, "U.S. May Not Hold Fast to Threat of Halting Funds to S.C. Schools."

For most of the summer there were reports that state officials were trying to get the guidelines "clarified." What they wanted clarified were the absolute *minimum* requirements of the guidelines. Though HEW and the U.S. Office of Education repeatedly told school officials that their funds would be terminated if they did not comply with the guidelines, the school men never really took them seriously.

The administrators were aware that the Office of Education were susceptible to political pressures and felt that the Office would eventually have to back down. Others felt that the U.S. Office was merely bluffing and would not really cut off funds. Still others had defied the guidelines last year and had not been denied federal funds, so they felt they could get away with it again in 1966. Interpretations of the Office of Education's position by state officials and newspaper pundits did little to clarify the issue. There were indications that the Office of Education would insist that some provisions of the guidelines be adhered to, but that some of the requirements were less important and would not have to be followed as closely.

The alleged lack of clarity in the guidelines and on the part of the Office of Education, fused with the desire of school officials to get off the hook, permitted school officials to say: "It's a little difficult to know exactly what they (Office of Education) want" (*Charleston News & Courier*, July 30, 1966); "We don't know what is coming from day to day" (*Columbia State*, August 19,

1966); "We don't know what they (Office of Education) will accept" (*Columbia State*, June 28, 1966); "Before we do anything we want to know on what grounds they (Office of Education) are deferring our payment" (*Columbia State*, September 5, 1966).

The Office of Education also did not make it clear to school superintendents, school boards, and the general public that the intent of Title VI and the guidelines was to abolish the dual school system. School officials felt that they were required only to achieve a kind of progressive tokenism. They did not realize that if freedom of choice did not adequately move the school system toward the abolition of the dual school system, the school district would have to adopt another plan or risk losing its federal funds. Most school districts, however, were aware that the termination of funds for a district is an absolute last resort for the Office of Education and that prior to that step every device is utilized in an effort to get the district to comply with the guidelines. Many districts were willing to gamble that the Office of Education was bluffing, that it would back down, or that it could just be worn down. Some districts, of course, decided that they would rather do without federal funds.

THE POSITION OF THE "ESTABLISHMENT"

South Carolina school officials were reluctant to follow the literal requirements of the guidelines because they knew that state officials were working actively to get the Office of Education to back down on its commitment to the guidelines. One official high in the Office of Education has said, "In many ways we consider South Carolina more of a closed society than Mississippi." He went on to explain that at least in Mississippi and other states the Office of Education had received some cooperation from the officials in the State Department of Education and in the executive branch of the state government.

The Governor

Governor Robert McNair played a strong role in supporting local school officials in their fight against the guidelines. Running for election for his first full term as governor this year, and facing opposition from Republican nominee Joseph Rogers, Governor McNair undoubtedly realized that he would have to take the lead in fighting the guidelines or otherwise risk being attacked by Rogers as a governor who would not stand up to the federal government. The Republican Party of South Carolina had called for a court test of the guidelines at the state GOP convention in March. Rogers was formerly a state representative from Clarendon County and had served as a loyal member of the South Carolina General Assembly's special committee to advise the state on legal methods of circumventing school desegregation. It was certain that Rogers would hit hard on the issues of federal involvement in local school affairs and the guidelines. Governor McNair, either because of conviction or because of political necessity, decided to become a leader in the fight against the guidelines.

At the National Governors' Conference in July, Governor McNair set up and presided over a meeting between Secretary John Gardner of HEW and the Southern governors. The meeting was for the purpose of seeking "clarification of the guidelines." It was also an opportunity for the Southern governors to express their feelings about the guidelines (*Columbia State*, July 7, 1966). On July 19, Governor McNair met with Assistant Commissioner of Education, David S. Seeley, and HEW Special Assistant for Civil Rights, Peter Libassi, to discuss "school desegregation compliance problems in South Carolina" (*Columbia State*, July 29, 1966). In late July, Governor McNair revealed that the state was giving some consideration to a court test of the guidelines and that state Attorney General Daniel R. McLeod was prepared to give legal assistance to any school district that wanted to take the guidelines issue to court (*Charleston News & Courier*, July 30, 1966). In August, Gov. McNair sent the state Attorney General to Washington to meet with officials in the U.S. Office of Education. According to press reports, the purpose of the meeting was to get "clarification as to how they (Office of Education) justify the requirements of the guidelines issued for school desegregation." (*Columbia State*, August 5, 1966).

It was later reported that Gov. McNair was going over the head of U.S. Commissioner of Education, Harold Howe II, and was dealing directly with staff members of Secretary Gardner's office (*Charleston News & Courier*, August 7, 1966). Shortly thereafter Gov. McNair announced that South Carolina would challenge the guidelines in court. The Governor took the opportunity to also

say that he was taking this action partly for the reason of removing the guidelines issue from the political area (*Columbia State*, August 13, 1966). In late August, GOP nominee for State Superintendent of Education, Dr. Inez C. Eddings, said that Gov. McNair had told a closed meeting of school administrators that "token" faculty integration and a 3% Negro transfer would satisfy federal officials this year. According to Dr. Eddings, the Governor told the administrators that the 1966 desegregation guidelines would not otherwise apply to South Carolina "since it has acted in good faith." The Governor was also reported to have said that he had received these assurances from HEW officials and "other top officials" (*Charleston News & Courier*, September 1, 1966).

At the Southern Governors' Conference, Gov. McNair presented a resolution which called for the governors to express "disapproval" of the guidelines, and also called for a congressional investigation of HEW (*Columbia State*, September 20, 1966). Gov. McNair's resolution was adopted in a milder form by the Southern Governors' Conference, and McNair later said that he was optimistic that Congress would initiate an investigation of the guidelines (*Columbia State*, September 23, 1966).

Also in September the South Carolina Education Association defended Gov. McNair after he had been attacked by Republican gubernatorial nominee Joseph O. Rogers for doing nothing to weaken the guidelines. The SCEA stated that "on numerous occasions during the past several months the governor has met with the South Carolina Association of School Superintendents, its executive committee, and other randomized groups of superintendents" to discuss the guidelines and problems related to school desegregation. The SCEA quoted Gov. McNair as saying that while South Carolina would comply with the law, the 1966 guidelines appeared to go beyond the law and the State was not asking any South Carolina district to go beyond the requirements of the law to fulfill the requirements of the guidelines. Gov. McNair was also reported to have told the superintendents that the protection and preservation of the educational program was more important than meeting some quota or percentage of desegregation required by the guidelines. Gov. McNair pointed out that boards of education and school superintendents had shown courage and restraint in dealing with the difficult problems, especially harassment and "wishy-washy" interpretations by federal officials (*Columbia State*, September 25, 1966). Though McNair had previously stated that a suit against the guidelines would be filed before the opening of school, it was not until mid-October that the state Attorney General filed suit in behalf of Lee County challenging the 1966 school desegregation guidelines (*Columbia State*, October 8, 1966).

The Legislators

State officials were aided in their efforts to weaken the enforcement of the guidelines by members of the United States House of Representatives and the United States Senate from South Carolina. These men were not only extremely vocal in their opposition to the guidelines and to the Office of Education's attempts to enforce them, but they constantly bombarded the Office of Education with letters of protest which set forth complaints on behalf of individual school districts. One official in the Office of Education has said that these letters were numerous, and since they had to be answered, it was difficult for the Office of Education to do its real work of enforcing compliance with the guidelines.

In April, Republican Senator Strom Thurmond said of the guidelines, "Oppression through arbitrary power is no longer just a threat, it is a reality" (*Charlotte Observer*, April 18, 1966). Thurmond also sent two telegrams to President Johnson and called the denial of federal funds to two South Carolina school districts "irresponsible, inequitable, and illegal" (*Columbia State*, June 29, 1966). In July five members of the House from South Carolina sent a letter to Commissioner Howe declaring that, "Good education is being sacrificed to arbitrary and vascillating interpretations of the law" (*Columbia State*, July 1, 1966). Thurmond's Republican colleague, Rep. Albert Watson, attacked the guidelines when they were first issued and even met with Commissioner Howe in an effort to have the guidelines rescinded (*Columbia State*, July 3, 1966).

One of the vehement attacks against the guidelines and Commissioner Howe came from Rep. L. Mendel Rivers. Rivers, a former Citizens Council member, had once said that the 1954 Supreme Court decision would bring "mongrelization of the Caucasian race" (*Columbia State*, November 29, 1955). He had also said that, "Regardless of the court decision, we will never see integration in South Carolina in our lifetime" (*Charleston News & Courier*, March 24, 1965). This

year, in a speech on the House floor, Rep. Rivers called Commissioner Howe a "misfit" and said he was "ignorant." Rivers accused the Johnson administration of sending "commissars" into the South to demand recruitment of Negro teachers for integration purposes. He said the law had been "raped" and warned that, "We are really bitter and somebody is going to pay for it" (*Columbia State*, August 10, 1966). On September 30, 1966, Rivers said that Howe "talks like a Communist" and accused him of destroying the school system of America "lock, stock, and barrel." Rivers suggested also that the "best way to stop him (Howe) is to quit paying him" (*Congressional Record*, September 30, 1966).

Rep. W. J. Bryan Dorn felt that arbitrary decisions by the Office of Education were causing many veteran educators to retire earlier than they expected. The Greenwood legislator said that the rules from the Office of Education were coming from people "who know little if anything about real education" (*Columbia State*, August 10, 1966). Rep. Watson charged Commissioner Howe with attempting to "sabotage" local school systems. Watson called Howe a "czar" whose office was "rapidly growing into a totalitarian regime . . . bent upon the destruction of local control of education." Watson also asked for Howe's resignation and criticized Office of Education employees for being "heavy-handed" in their treatment of school officials (*Columbia State*, September 9, 1966). Shortly before the 89th Congress adjourned, New York Representative Emanuel Celler appointed a seven man subcommittee of the House Judiciary Committee to determine whether or not the Office of Education had exceeded its legal authority in enforcing the guidelines. One of those appointed to the subcommittee was Rep. Robert T. Ashmore of South Carolina. Ashmore has said that he will "hold their (Office of Education) feet to the fire" when the hearings begin. Ashmore has promised that, "I will see that the South's viewpoint is represented" (*Columbia State*, October 4, 1966).

The Educators

Soon after the guidelines appeared efforts were made to get some top state education officials to appear on a panel at the Civil Rights Commission conference. None of the individuals contacted were willing to serve on the panel, however. As early as April 12 it was reported that State Superintendent of Education, Dr. Jesse T. Anderson, would decline an invitation to meet with Harold Howe II, U.S. Commissioner of Education, to discuss the new guidelines. Dr. Anderson said that he had already discussed the guidelines with Howe and in the future he would just "read Howe's letters" (*Columbia State*, April 12, 1966). On June 7, 1966, the *Columbia State* reported that Dr. Anderson was promoting negotiations between two South Carolina school districts that did not sign 441-B and the Office of Education so that the districts would continue to receive funds. On June 11, 1966, the *Columbia State* reported that Dr. Anderson had told the State Board of Education that the government might not cut off funds to the two schools. In the same article it was also reported that a member of the Board from Lexington County District #1 (a non-complier in 1965) had said that his district had been just as well off without federal funds. In early July Dr. Anderson was in Washington, D.C., for an education meeting and took the opportunity to approach federal officials and ask that funds be restored to school districts not in compliance with Title VI (*Columbia State*, July 2, 1966).

When officials from the U.S. Office of Education came to Columbia in July, Dr. Anderson refused to allow them to utilize the facilities of the State Department of Education so they could discuss school desegregation plans with various school administrators from around the state. As a result, the Office of Education representatives had to meet in the Wade Hampton Hotel. Dr. Anderson refused to attend the meeting and insisted that no efforts had been made to arrange the meeting through the State Department of Education. It is now clear that attempts were made to work with the Department (*Columbia State*, July 12, 1966). In late July the State Department of Education in cooperation with the South Carolina Association of School Superintendents jointly sponsored a closed meeting to discuss school desegregation problems. This meeting was closed to the press and all visitors (*Columbia State*, July 29, 1966).

When a group from Florida State University held a conference in Columbia in August to help South Carolina school officials deal with administrative problems incident to school desegregation, they made an effort prior to the conference to clear it with the State Department of Education. Such clearance is important

since most administrators in the state contact the State Department of Education when they are invited to a meeting and know little about its sponsors. In spite of the fact that the FSU people contacted the State Department of Education twice, they received no reply. As a result the conference was very poorly attended. In August, both the Republican and Democratic nominees for the office of State Superintendent of Education (Dr. Anderson is retiring at the end of this year) endorsed the South Carolina court suit against the 1966 guidelines (Charleston News & Courier, August 8, 1966).

In the spring of this year the National Education Association announced that it would be able to make a grant to Southern teachers' associations to hold a conference in each state. The conference would deal with faculty desegregation, and the condition of the grant was that the conference had to be sponsored by both of the teachers' associations, Negro and white. Such a conference would have undoubtedly contributed to progress in the area of faculty desegregation but at this time no such meeting has been held in South Carolina. It is reported that the South Carolina Education Association, the predominantly white teachers' association, was unwilling to co-sponsor such a conference with the Palmetto Education Association, the Negro teachers' association. Another opportunity for a positive contribution to education in South Carolina was apparently forfeited.

The Newspapers

In both the Columbia State and the Charleston News & Courier throughout the summer there appeared editorial attacks on the guidelines, officials of the U.S. Office of Education, and the role of the federal government in education. On April 6, *The News and Courier's* lead editorial was entitled "Guidelines to Disaster." The editorial accused the federal government of seeming "determined to create new formulas of mixing." The lead editorial of the June 27 issue of *The State* called Commissioner Howe "the U.S. Commissar of Integration" and said that the guidelines could better be described as a "federal strait-jacket." A July 9 lead editorial in *The State* said that when Gov. McNair and the other Southern governors had met with Secretary Gardner at the National Governors' Conference all they got was "a lot of gobbledegook and guff from Harold Howe's henchmen." On July 24 another lead editorial in *The State* again referred to "Commissar Howe" and his "emissaries." The editorial said that "These guidelines not only go far beyond the requirements of the (1964 Civil Rights) law, they run counter to its very spirit in several particulars." The editorial observed that, "Commissar Howe has said that public schooling itself will not be tolerated unless the races are mixed in a manner acceptable—not to Congress or the Courts—but to the Howe hierarchy."

On July 19 *The State's* lead editorial was entitled "Tyranny in Education" and took the liberty of expanding on the National Republican Coordinating Committee's position paper dealing with the role of the federal government in education. The editorial suggested that the President should see to it that "his minions in the Office of Education" were advised of his statement that the tradition of local control of schools would not be forsaken. *The News and Courier's* lead editorial of July 30 intimated that the Office of Education would be disrupting the tranquility of South Carolina schools if it continued to insist on "forced integration of faculties as well as student bodies." The August 16 lead editorial of *The News and Courier* said that, "Mr. Howe and those who share his educational views also have no legitimate place in government." The editorial also observed that, "The American way of life is supposed to be a free way of life, not a social laboratory for off-beat experiments in human relations." On September 6 *The News and Courier's* lead editorial referred to Commissioner Howe as "a zealot for integration" who could be removed only by getting rid of "the administration that allows him to pressure the people with the people's own money." These editorial opinions from the state's two largest newspapers are representative of similar opinions expressed in the editorials of other state newspapers.

This examination, then, of the position of state educational, political, and newspaper leaders toward the 1966 school desegregation guidelines reveals a posture of defiance, misinterpretation, and an almost total lack of cooperation with those seeking to abolish the dual school system in the South. Intemperate language was the order of the day, and repeated condemnation of the guidelines and inferences concerning the legality of the guidelines contributed sig-

nificantly to the public lack of confidence in the Office of Education and its administration of the guidelines. For Negroes, the posture of the state's "Establishment" did little to reassure them that they could attend desegregated schools without fear of confronting hostility and possible danger. As the summer wore on it became obvious that the state's posture would significantly contribute to the failure of freedom of choice to abolish the dual school system in South Carolina. Every public statement, no matter how much it was couched in terms of legal questions, seemed to point to the fact that South Carolina school administrators and the state's leaders did not want to have more than a token number of Negroes in the schools with whites.

THE BURDENS OF FREEDOM OF CHOICE

During the freedom of choice period itself it was clear that the choice was not as free as the guidelines intended. The guidelines specifically stated in section 181.49 that no student could be denied his choice for any reason other than overcrowding. In Orangeburg County District #2 the chairman of the school board of trustees told one Negro parent that her child's application to attend the desegregated school had been rejected because the board did not feel that his grades were high enough to demonstrate that he could perform satisfactorily in the desegregated school. Also in Orangeburg #2 some Negro students who chose to attend the desegregated school were rejected but were not told why their applications for transfer were refused. This was in violation of the guidelines.

In Williamsburg County a Negro family was threatened that they would have to move off the land of the owner if their child did not change his choice from the desegregated school. In Dorchester County District #2 Negro parents from a rural area near Summerville were told by the superintendent that the "guidelines do not apply to rural areas" and that their children could not be picked up by the school buses going to the desegregated schools because it would not be feasible to reroute the buses. Approximately 79 of these children who had chosen to go to the desegregated schools in the district were refused transfer in spite of the fact that the guidelines *did* apply to all areas in a school district, urban and rural; and subsequent investigations showed that school buses take white children from the same general area as where these Negro children live to the desegregated schools where the Negro children were denied entrance. In Dorchester #3 approximately 200 Negro children chose to attend the desegregated schools but all of these were rejected for overcrowding. Only the 30 Negro children who attended the desegregated schools in Dorchester #3 last year were allowed to return. The children who were rejected were notified only three days in advance of the 1966-1967 school term that they would not be allowed to attend the desegregated school. Parents from the area reported that the desegregated schools are not at all overcrowded. Now both District #2 and #3 face the possibility of losing their federal funds. Reports from Barnwell District #19 indicated that some Negro parents have been told that they would have to either move or take their children out of the desegregated schools.

In many counties throughout the state Negro parents were reluctant to send their children to the desegregated schools because of a fear that they would suffer physical harassment, social isolation from their classmates, and academic failure. Other parents were reluctant to transfer their children for fear that the parents would lose their jobs. In most school districts, officials made no effort to communicate with the Negro community in an attempt to alleviate these fears. Where such contact was made it was often relayed through the traditional middle-class Negro leadership which has little effective contact with the grass-roots members of the community.

One superintendent said: "We operate on a freedom of choice basis. We haven't done anything for or against them coming. We feel that is the best method." This was typical of school officials who were reluctant to take any action which might infer that they were trying to aid the transfer of Negro students to desegregated schools. As a result, Negro parents and students found little reason to believe that they would not undergo considerable hardship if they transferred to the desegregated school. Assurances of concern, protection, and respect for their rights as citizens and human beings were generally not forthcoming from school officials. Without some personal expression of these

concerns from school officials and leaders in the white community, there was no reason for most Negroes to believe that their experience in the school would differ greatly from the years of physical and spiritual intimidation they had known in the past.

A CHOICE MAY NOT BE CHANGED

Most school districts in South Carolina closed their free choice periods by May 30. Some districts, however, kept their choice periods open throughout the summer for Negro students who decided to attend the desegregated schools. Shortly after the closing of the formal choice period, school districts were required to submit to the Office of Education an *estimate* of the number of children in their district who would be attending schools across racial lines for the first time this year. Then, shortly after school opened, districts were required to send in another report giving the *actual* number of children attending schools across racial lines.

A comparison of the two figures for 86 of the 98 school districts operating under freedom of choice indicates that 32 of the districts had an *increase* over the number of students estimated in the first report. In other words, Richland County School District #1 estimated (based on the return of choice forms) that they would have 1,184 Negro students enrolled in desegregated schools, but the actual figure after school opened was 1,240. In 54 school districts, however, the number of students attending schools across racial lines for the first time was *less* than the original estimate. For example, in Charleston District #9 the original estimate was 142 but after school opened only 31 Negro students were reported to be attending desegregated schools. In Chesterfield #3 the number dropped from 5 to 0; in Hampton #2 from 83 to 55; in Orangeburg #3 from 58 to 35; and in Union from 304 to 90.

Certainly in some of the districts where the number dropped it was because the parents of children moved out of the district between the time of the choice period and the time school opened. On the other hand, in those districts where there was a significant decrease, it was because Negro students changed their minds and decided to return to the Negro school rather than to stick with their original choice of attending the desegregated school. This was a direct violation of the guidelines.

Section 181.48 of the guidelines states that once a student has made his choice it could not be changed for any reason except (1) In case of change of residence (2) In case of compelling hardship (3) In case a student required a course of study not offered at that school. In many cases, however, students were permitted to transfer back to the Negro school without meeting any of these conditions. Such cases even occurred after school opened.

In McCormick County, for example, Negro children were permitted to transfer back to Mims High School (Negro) from McCormick High School (desegregated) several days after school had begun. There was no effort made on the part of school officials to keep the children at McCormick High and there were no administrative procedures to be followed in changing schools. The Negro children merely quit going to McCormick High one day and began going to Mims High the next. It is also reported that in Spartanburg District #3, Lee County, and Beaufort County there were similar incidents of transfer after the beginning of school. This was a general pattern across the state.

In Laurens County District #56 seven Negro children were returned to the Negro school by school authorities after they had failed a test at the desegregated school. These children were told that they were not academically prepared to attend the desegregated school. While the students were judged not to be academically fit for the desegregated school they were returned to the same grade at the Negro school as the one they had been in at the desegregated school. Such actions only perpetuate the idea that the Negro school is an inferior educational institution and that its products are "unready" to compete with whites.

HARASSMENT OF STUDENTS

There has been some harassment of Negro students in desegregated schools since the beginning of the 1966-1967 school session. In Dorchester District #1 a child threw a baseball at a Negro student, a Negro girl was hit by a white girl in the restroom, and white students threw rocks and other missiles at the Negro students. Students are segregated in the classrooms and on the school buses.

Students report that white teachers ignore the Negro students in class and make no effort to involve them in class discussions. There are also charges of unfair judgment by school administrators of disputes between Negro and white children.

In McCormick County, Negro students attending the desegregated high school were called names, hit with paper and pennies, and did not feel that the academic environment was such that they could study properly. In Beaufort County a Negro girl was hit with a piece of glass and had to have five stitches taken in her face. There were also incidents of fights in the school yard involving Negro and white children and there has been harassment of Negro children on school buses. Local parents do not feel that discipline problems in which Negro and white students have been involved have been disposed of in a fair manner. In Colleton County there were reports that Negro children were forced to sit in the rear of the school buses and that they were harassed on the school buses. In Lee County one Negro student in a desegregated school had his house shot into. In Kershaw County there was some fighting on the school buses so seats have now been assigned to Negro and white students to keep them apart.

In general, however, there was relatively little harassment of Negro students by their white schoolmates. Many Negro students report that they are doing well and are enjoying and benefiting from their experience in the desegregated schools. There is name calling in most every school but this has subsided as the school year has progressed. Discipline on school buses is a general problem and this is undoubtedly due to the fact that in South Carolina there are student drivers. The ability of these students to maintain discipline on their buses and drive their buses at the same time is strained. Too, the drivers are frequently driving their own classmates and are probably reluctant to reprimand them or report them to school officials for discipline problems. It should also be remembered that these student drivers are subject to the same prejudices as their parents and classmates.

ROUTING OF SCHOOL BUSES

South Carolina school districts have refused to follow the 1966 guideline requirements for eliminating segregation of school bus routes. The guidelines said that "Routing and scheduling of transportation must be planned on the basis of such factors as economy and efficiency, and may not operate to impede desegregation. Routes and schedules must be changed to the extent necessary to comply with this provision." In most districts the school buses were desegregated only for those students attending the desegregated schools. In other words, buses carrying white students going to the predominantly white school usually pick up Negro children who have transferred and are now attending the predominantly white school.

Buses have not been rerouted so that white and Negro students ride on the same buses if they live close to each other. Buses have not been rerouted so that a school bus, for instance, will pick up a Negro student and a white student who might live on the same road less than 200 yards from each other, and then take them to the town where the children are dropped at their respective schools. White student drivers drive buses loaded with white children and Negro student drivers drive buses loaded with Negro children. A bus with white children may follow a bus with Negro children for a considerable distance on the same road, each bus picking up students of each race separately, and then take them to two schools in close proximity to one another.

DESEGREGATION OF SCHOOL ACTIVITIES

Many schools have begun to desegregate their activities and Negro students are beginning to participate in school sports, glee clubs, and other activities at formerly all-white schools. There are schools, however, where no Negroes are participating in such activities, either because they are barred from doing so or because no Negroes have yet taken the initiative to join such activities.

The segregation of high school athletic conferences contributes to the preservation of the dual school system. A predominantly white school will not play a Negro school of the same size located in the same town. In one South Carolina town the Negro football team must play all of its night games out of town because its field has no lights, no seats, and no yardline markers—in fact, it only has two goal posts. The white school in the same town has good football facilities but they are not made available to the Negro team. While news-

papers throughout the state publish the rankings of white teams in various athletic conferences, Negro high school rankings are unlisted. In many Negro schools the PTA must raise money for team uniforms, field lights, or other equipment for athletics.

At many desegregated schools, Negro students are not eligible for class awards given by the United Daughters of the Confederacy, and other fraternal and civic organizations. The academic honor societies do not hold their state-wide conferences on an integrated basis and the same is true of some other state conferences of high school organizations which exist in both Negro and white schools.

Throughout the state the Negro students are excluded from social affairs which are routinely part of the school's activities. Such activities as junior-senior proms, beach trips, and other similar affairs have come to be privately sponsored in those school districts where the schools are desegregated to the degree that Negro students might be involved if the activities were school-sponsored. This practice is one of the most pernicious forms of discrimination which serves only to isolate the Negro students from any meaningful social activity with their fellow students.

In some districts the PTA is open to all parents, Negro and white, while in others it is closed. In some of the bi-racial PTAs the organization is structured so that it is virtually impossible for Negro parents to be elected to leadership positions. Even where the PTAs are desegregated, there are reports that the Negro parents have little voice or representation.

FACULTY DESEGREGATION

South Carolina's greatest failure in the area of school desegregation is the low number of full-time teachers who are in schools of the opposite race for the first time this year. Only a very few schools in the state have any significant number of teachers involved in teaching full-time across racial lines. Most of these teachers are not involved in the traditional academic subjects of the sciences, languages, social sciences, and mathematics. Instead, they are teaching such courses as agriculture, band, carpentry, vocational education, driver education, library science, physical education, and home economics. It is estimated that less than 24% of the state's school districts have any full-time faculty desegregation. Sixty percent of the districts have some type of part-time faculty or staff desegregation, but even it is apt to be negligible. Those persons participating in part-time faculty desegregation after often involved in speech therapy, remedial reading, or work with retarded children. These people usually serve both the Negro and white schools and frequently work out of the central administrative office of the district.

School officials feared faculty desegregation even more than student desegregation. Many of these administrators felt that many Negro teachers had attended inferior public schools and colleges and had then been hired to teach in a similar situation where they were given few opportunities for professional advancement or training. These administrators found themselves in the dilemma of saying that the Negro teachers were adequate for the Negro school but were somehow inadequately prepared to teach white children. Moreover, these school men were reluctant to restructure their traditional methods of class organization (as team teaching would necessitate) so that faculty desegregation would proceed more smoothly and would be more palatable to the community.

Administrators missed out on an opportunity to acclimate their communities and faculty to teacher desegregation when they refused to follow the suggestions offered in the 1965 guidelines. Those guidelines did not call for any specific faculty desegregation but did suggest that school administrators begin some part-time faculty desegregation and to also begin to hold teachers meetings together. Most school districts chose not to follow these suggestions, thinking that the guidelines would not be enforced. Indeed, there were no penalties for those districts which did not choose to follow the suggestions. This year, however, when confronted with specific teacher desegregation requirements, schools were unprepared and, in fact, are doing for the first time this year what was recommended for last year. Some school districts are still not holding joint teachers' meetings and some have no desegregation of faculty, either part time or full time. Negro parents and children have said that they believe that more Negro students would choose to attend the desegregated schools if there were Negro teachers there who were teaching traditional academic subjects.

Superintendents certainly faced many problems when considering how they should desegregate their faculties. Though some superintendents said that they could not find Negro teachers who were willing to teach in the desegregated schools, subsequent investigations showed that there were Negro teachers in those communities who were willing and able. It has also been reported that some superintendents instructed their Negro principals to try to find white teachers to transfer to the Negro schools. Given the fact that the social mores of the South do not look favorably on a Negro male approaching a white female in a professional capacity it is not surprising that such attempts were usually futile. Many superintendents said that they were giving their teachers a "freedom of choice" and they could teach wherever they wished to do so. These administrators likewise said that they had traditionally assigned teachers on this basis and that if they told a white teacher to go to a Negro school the teacher would quit. This might have happened but a few school officials tried it to find out. Instead, they insisted that they were already facing a critical teacher shortage and that it was impossible to assign teachers. In most areas of school desegregation, it was found that school superintendents did exactly what they wanted to. If they wanted to make progress they generally did so, but if they didn't want to follow the guidelines, they used some rationalization for not doing so.

There is a fear that in the future teaching may prove to be a dead end profession for Negroes. As more and more schools are desegregated and as more Negro teachers are in desegregated schools there is some question as to whether these teachers will have the opportunities of professional advancement available to their white colleagues. If this is the case there may be less and less Negro students who decide to go into teaching as a career. Similarly, there is a feeling among many professional Negro educators that when the two teacher associations merge, the white group will merely absorb the Negro group rather than genuinely merge with it. They point to such recent cases as the "mergers" in Florida and Virginia. In each of these cases the Negro associations have apparently been taken into the white groups with little representation given to the Negroes, and thus their professional interests are at the mercy of the whites. Such concerns are presently some of the factors for delaying the merger of the two associations in South Carolina.

In no district in the state did school officials seek to utilize resources available under Title IV of the 1964 Civil Rights Act to cope with problems incident to school desegregation. Title IV provides resources which can take the form of technical assistance, grants to school boards, and training institutes for teachers and administrators going into newly integrated situations. Funds are available for financing these programs and these resources have been successfully utilized in other Southern states to help teachers and administrators deal with desegregation problems. No school system, school board, or college in South Carolina has yet held a program in the state that has been funded by Title IV. Officials in the Office of Education are eager for some sort of Title IV program to begin in the state and they have practically said that they will fund any worthwhile program which is submitted from South Carolina. This opportunity to deal constructively with school desegregation problems in the state has been bypassed by South Carolina educational leaders.

SMALL, INADEQUATE SCHOOLS

The 1966 guidelines required that small inadequate schools maintained for the exclusive use of one race be closed. There are few of these schools in South Carolina because since the 1950s the state has consolidated schools and built new school plants for Negro students. There are no unaccredited high schools in South Carolina, but parents continue to report inadequate facilities in Negro schools. The accreditation of elementary school is entirely voluntary and of the almost 1000 elementary schools in the state only about 143 were accredited last year.

In Dorchester County District #3 there is Four Holes School which is maintained for the exclusive use of an ethnic group of Indian background. This year Four Holes School offers eight grades but has only 56 students and three teachers. It is reported that students from this school attempted to transfer to the desegregated school but were rejected. At first they refused to attend their old school, but eventually they did return after the superintendent promised to get their birth certificates changed to "white" and to add two rooms to Four Holes School.

Also, in Charleston County District #23 the Edisto Island Elementary School has only 42 students and two teachers though it allegedly has seven grades. This school is maintained for the exclusive use of white children. There are about 20 other elementary schools in the state with less than 100 children in each one.

In other districts in the state small inadequate schools were closed this year. The students at these schools were given a free choice as to where they wanted to go to school in the future, and the Negro children involved went either to an all-Negro school or to a desegregated school.

ESEA: EQUALITY OF SEGREGATION

There is evidence that programs funded by Title I of the Elementary and Secondary Education Act are playing a major role in retarding school desegregation. The ESEA provides for the availability of federal funds to school districts based on the number of school-age children in the district from low income families. The money is granted to the state, and the state, in turn, is responsible for approving programs submitted from local school districts. South Carolina is eligible to receive about twenty-two million dollars under the program. Much of this money is being used for underprivileged children in Negro schools, since that is where most such children are located.

In South Carolina the projects funded with ESEA money are to provide free lunches, free textbooks, remedial reading teachers, clothing, eyeglasses, medical and dental care, social workers, mobile classrooms, etc. For Negro children and parents who live on a low income, these services are meeting a real need. If, however, a child can receive these services only by attending the Negro school he is likely to stay there and chances of meaningful desegregation in the district are slight. It is not necessary that the programs be restricted to those schools with the highest concentration of children from low income families. Commissioner Howe sent a letter this summer to the state departments of education notifying them that when utilizing ESEA funds, it was possible to devise programs to benefit the child, regardless of where he attended school. This has not been done to any great degree in South Carolina and therefore these programs tend to be available to many Negro children only if they stay at the Negro school. One South Carolina school superintendent has admitted that the ESEA encourages segregation because some Negro families would rather have their children remain in a poor school that qualifies for the ESEA funded programs.

In some school districts which had their federal funds deferred, school officials attempted to blame the federal government for the deferral and piously expressed their concern for those who would no longer benefit from the funds. Superintendent Kirkley of Marion #3 said, "Our night adult education classes will be what will hit us hardest. We'll have to cut that out." Mr. Kirkley went on to explain that there were 100 adults in the classes, all Negro. In Dillon #1 where less than 1% of the 1,246 Negroes in the district transferred to desegregated schools, the district's funds were deferred. The district had provided 425 free lunches in 1965-1966 but after the funds were deferred the superintendent suddenly found that there were 1,200 children who needed to be fed. The Chester Board of School Trustees wrote the U.S. Office of Education that, "The educational welfare of our culturally deprived Negro boys and girls would be adversely affected by the withdrawal of federal funds and that in such an event it would be our responsibility to take an action to court in an effort to protest the rights of these children." In Chesterfield #4 the superintendent warned Negro citizens that if they continued to send letters of complaint to Washington the district's funds would be in danger of being cut off and the Negroes would be ones who would be hurt by this. This threat influenced many people in the Negro community.

While all adult education programs in the state are supposedly integrated, many communities have found ways around this. The most common ploy is to hold adult education classes at both the white and Negro schools in the community. In such situations, the Negroes usually attend the classes at the Negro school and the white adults go to the classes at the predominantly white school.

DEFERRAL OF FEDERAL FUNDS

Much of the current controversy surrounding the U.S. Office of Education hinges on the question of whether or not the Office has the authority to defer a school district's funds without first having a hearing to determine whether or not the district is violating Title VI of the 1964 Civil Rights Act. Regardless

of the legality of the action, however, there is little evidence to suggest that withholding federal funds is an effective sanction to encourage abolition of the dual school system in most South Carolina school districts. An article in the September 27, 1966, issue of *The State* indicated that federal deferral of funds for new programs would affect only about nine of the state's 108 school districts because the State Department of Education worked hard to allocate funds before the deferral notices were issued. State Department of Education officials stated that they were "not working against Washington, but working for our own people" in seeking to see that the districts got their money before the deferral notices were published. Because of early planning and preparation the State Department of Education was able to approve ESEA Title I projects amounting to more than \$16 million out of a tentative allocation of \$22 million.

The Chairman of the Marlboro County Board of Education (which did not submit a 441-B) said, "We did not use federal money in our budget last year nor will we this year." He then pointed out that the district was carrying on the same programs now as when it had used federal funds. The superintendent of Marion #3 said, "We're not hurting . . . We can raise taxes, put on 10 mills, and make it up . . . We can curtail our operation a little bit and get along fine." It is true, however, that some districts have gone along with the guidelines because they feared losing their federal money. It seems that many school districts consider their relations with the federal government to be a game in which they see how little they can do under the guidelines and still receive federal funds. In those districts where federal funds are lost, there is little desire to move towards the abolition of the dual school system. The district may be brought into court but court decisions on school desegregation requirements in South Carolina are less stringent than the guidelines, and less apt to be updated and revised.

DESEGREGATION IN COURT ORDER DISTRICTS

South Carolina has six school districts which are operating under federal court order, and these cases were initiated by Negro parents. These court orders were first handed down in 1964 and the required administrative procedures to effect school desegregation were considerably more lenient than more recent court decisions and the 1966 guidelines. This summer the plaintiffs in these cases went back into court to get the decisions revised. The school districts involved were Greenville County, Orangeburg #5, Sumter #2, Clarendon #1, Charleston #20 and Darlington County. The cases were argued in federal court on June 27 but it was not until August 27 that a three judge federal court gave its decision that the 1964 orders would be revised. The school districts involved were required to present new plans for the court to approve. The effect of the litigation was that the requirements of the court would not be effectuated until the 1967-1968 school year. Because the Office of Education has no authority over court order school districts, any degree of school desegregation in the six districts for the 1966-1967 school year is acceptable, and the question of performance, which is the major criterion for compliance in those districts operating under the guidelines, is of little concern to those under court order. As long as a court order district in South Carolina complies with the requirements of the court, they can desegregate at a minimal rate. In court order school districts, the burden of desegregating the schools and abolishing the dual school system is totally in the hands of the Negro community unless the school officials feel a responsibility and commitment to assume this burden. The latter is not the case in South Carolina.

There are several South Carolina school districts which are operating under court orders, but who were taken into court by the U.S. Department of Justice rather than by private citizens. These cases involved Lexington #1, Calhoun #2, and Clarendon #2. As provided for in Title IV of the 1964 Civil Rights Act, Negro parents asked the Justice Department to file suit on their behalf since they were financially unable to initiate the litigation. In each of the cases, the federal judge required the districts to submit free choice plans to the court. The Office of Education also has no jurisdiction over these districts.

CONCLUSION

Based on our experience in the field of school desegregation, we feel that South Carolina's lack of progress in this area is attributable to the following factors:

(1) Local school officials and state political and educational leaders have resisted change in the area of school desegregation.

(2) The majority of the white community has also resisted change and has, at times, been openly hostile to any policies which would tend to bring about greater desegregation. When school officials have taken positive steps to produce change, they have not been supported by the white community.

(3) Because of the hostility of the white community and the resistance on the part of local school officials, political, and educational leaders, the Negro community has been beset by fear and cynicism. As a result, it has been difficult to organize the Negro community for meaningful desegregation and difficult to overcome the inertia created by past years of oppression.

(4) Federal agencies have failed to provide strong leadership and effective enforcement of school desegregation regulations.

One would hope that in the years to come, when there is perhaps less political ferment in the state, school desegregation will be approached with more reason and equanimity. There is no question that genuine progress can be made in this area, but it demands leaders who are willing to recognize opportunities for progress and who do not feel obligated to defy the federal government with such enthusiasm.

Educators, to be sure, are being called upon to face the challenges of equality of educational opportunity with imagination and courage. Unfortunately, it appears that many professional educators are finding it difficult to adjust to the increased involvement of the federal government in education, and too few of them recognize that the goal of Title VI is to abolish the dual school system. South Carolina will not make genuine progress in education until our citizens recognize that integrated schools and quality education are not mutually exclusive.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., December 6, 1966.

MISS JEAN FAIRFAX,
*Legal Defense and Education Fund, Inc.,
National Association for the Advancement of Colored People,
New York, N.Y.*

DEAR MISS FAIRFAX: Your letter of September 26 requesting operating policy and statistical data from the Equal Educational Opportunity Program on school desegregation has been carefully reviewed by my staff.

You are aware as a result of your contacts with our office and the two conferences held with you and the American Friends Service Committee staff that a considerable amount of staff time has been assigned to this project. Two task force units have diligently sifted our files, circulated questionnaires, and conducted interviews with our Area Directors and field staff for pertinent information.

After a careful analysis of the information collected we have reluctantly concluded that replies to many of your queries could be secured only if a uniform system of record-keeping was designed and placed into operation when the program began. Nevertheless, we are prepared to forward to you replies to those questions we can answer responsibly at the earliest possible time.

Our staff has never exceeded 125 full-time people serving the South, the North and the West, and it reached this size only recently. The maximum energies of the operating field staff have of necessity been put into the demands of the compliance and negotiating phases of the program.

The September 26 correspondence has a great deal of meaning for our program as well as for you. The 17 multi-phased questions raised by you have set in motion new ideas for uniform recording and data collection in our office, some of which depend on obtaining sufficient staff to permit this. If a similar request is made in another year we would very likely be equipped to produce the answers in considerably less time.

Sincerely yours,

DAVID S. SEELEY,
*Assistant Commissioner,
Equal Educational Opportunities Program.*

U.S. OFFICE OF EDUCATION

WEDNESDAY, DECEMBER 7, 1966

HOUSE OF REPRESENTATIVES,
SPECIAL SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON EDUCATION AND LABOR,
Evanston, Ill.

The subcommittee met at 9:30 a.m., pursuant to call, in Scott Hall, Northwestern University, Evanston, Ill., Hon. John Brademas (chairman of the subcommittee) presiding.

Present: Representatives Brademas and Quie.

Also present: Hon. Roman C. Pucinski.

Also present: Charles W. Radcliffe, Special Education Counsel for minority, and Mrs. Helen Phillipsborn, member of the subcommittee staff.

MR. BRADEMAS. The Special Subcommittee on Education of the House Committee on Education and Labor will come to order.

It might be appropriate for the members of the subcommittee to introduce ourselves. I am Representative John Brademas of the Third District of Indiana, and with me today is my distinguished colleague, Representative Albert Quie of the First District of Minnesota, a Democrat and a Republican.

Let me say at the outset before I make a few opening comments on the purpose of our hearings, how very grateful the members of our subcommittee are, and here I speak for our distinguished subcommittee chairman, Mrs. Edith Green of Oregon, to all of you who have helped make possible our coming to Northwestern University on what we are aware is very short notice.

We appreciate particularly the cooperation of Dr. Miller, president of the university, and of Dr. Payson Wild, vice president of Northwestern University, who I may say was my professor of international law at Harvard many, many years ago. So I am especially glad to be here at Evanston.

We want also to express our appreciation to the regional office of the Department of Health, Education, and Welfare and the Office of Education and in particular to Mr. Hosch, Dr. Mousolite, Dr. Nelson, Miss Proesel, Miss Chipman and others, I am sure, whose names I don't have for their help.

As you are aware, House Resolution 614 authorized a study of the U.S. Office of Education and of the operation and administration of the wide spectrum of Federal education programs in the United States.

Not long ago Secretary of Health, Education, and Welfare Gardner remarked that in the first 3 years of the 88th and 89th Congresses some

19 landmark educational bills had been written into law. These bills are aimed at providing education in our country and wider educational opportunities at every level of education, and while they represent the great strides forward they nonetheless impose great burdens on the Federal Government in getting these programs into effective operation.

Much of the money that has been authorized and appropriated by Congress in the field of education in these last 3 years is being administered by the U.S. Office of Education.

As I recall the amount of money being administered by the Office of Education in fiscal 1964 came to some \$700 million and in a period of about 3 years that figure had increased fourfold to a figure of \$3.3 billion.

This subcommittee, under Mrs. Green's leadership, has begun its work by undertaking a study of the operation of the Office of Education in Washington, D.C., discussing with officials of the Office of Education not only their organization but the development of the guidelines that are used in connection with these several programs and discussing as well the relations between OE in Washington and the field offices in the country.

In addition our subcommittee and its staff have been engaged in discussing with members of the educational community at every level their points of view with respect to the relationships that they have had with the Office of Education. As you are aware, many of you have been asked for your comment on these questions by means of a questionnaire. I think many of you will have received another questionnaire which you will be asked to complete by the time of the end of this study which is the 31st of December of this year. Members of our subcommittee felt that it was not enough only to talk with Office of Education officials in Washington or to rely on questionnaires but that it was essential that we should talk with the user population; that is to say, with those persons who actually must make effective the Federal education programs here in the field. That is why Congressman Quie and I are here in Evanston in the Midwest with you today.

We would like to discuss with you how these Federal education programs are indeed operating at the local level. We would like to get your judgments on how the administration of these programs can be improved at the local level. We would like to get any suggestions you may have for the elimination of bottlenecks.

We are sure that Congress itself is probably as responsible as any other institution in this picture for some of the bottlenecks.

I might say in conclusion before I invite Congressman Quie to make any comments he may wish to make, that because we are operating on limited time we shall ask those of you who have been kind enough to come to speak as quickly as you can and to the point. We will begin in a moment with officials of the regional office of HEW and OE, and then we shall ask people from the universities to join them. Read your statements and then we shall engage in a colloquy in a panel form.

Mr. Quie, have you any comment you would like to make?

Mr. QUIE. Well, just very briefly. I am glad to be here in Evanston and to hear from people from the regional office and from educa-

tors of this region because in this coming congressional session, we of necessity will be considering amendments to practically all of the educational legislation that has been passed in previous Congresses. This really is the first time we have had any field hearings on the legislation.

Prior to this we usually only heard from the national organizations and people who come to Washington, and for that reason the identity of the particular area people are from and their detailed problems were not available to us, nor at that time had anybody had any experience with the legislation while now many of us have 2 years' experience.

Even though there may be just two of us here, we will be keeping a transcript of what is said, and other members of the committee will turn to us to find out what you people were thinking. So we will be carrying the message to our colleagues, and I think this is going to be your opportunity to engage in the legislative process for this coming year.

I look forward to the opportunity to serve in this way, too, and I will assure you that I believe the attitude is such, not only between Congressman Brademas and myself, but of other members on the committee that there is a deep concern of people of both parties that we need to have the best possible legislation in order that we can have the best possible education in the country so there won't be any extreme partyism in the approach to education legislation.

Mr. BRADEMAS. I would like very strongly to second what Al Quie has just said, that our common concern is excellence of education for as many of the people of our country as possible.

May we call first on Mr. Hosch, the director of the regional office of the Department of Health, Education, and Welfare.

If you have statements, we will be grateful if you will give them to Mr. Radcliffe of our committee.

STATEMENT OF MELVILLE H. HOSCH, REGIONAL DIRECTOR OF REGION V, OF THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

(The prepared statement of Mr. Hosch follows:)

PREPARED STATEMENT OF MELVILLE H. HOSCH, REGIONAL DIRECTOR OF REGION V,
HEW

Mr. Chairman and Members of the Committee: My name is Melville H. Hosch. I am Regional Director of Region V of the Department of Health, Education, and Welfare, which includes the States of Illinois, Indiana, Michigan, Ohio and Wisconsin. As the administrative head of the Regional Office, I am responsible to the Secretary of the Department for leadership and coordination of all Department programs. I have been the Chicago Regional Director since 1955. My statement to the Subcommittee, attached, is largely devoted to aspects of Regional Office program coordination, with special emphasis upon the role and contributions of Regional Office of Education staff.

I am very pleased to be able to respond to your Subcommittee's invitation to comment on the administration of Regional Offices of the Department of Health, Education, and Welfare, with special reference to inter-relationships with Regional staff of the Office of Education and to the processes of coordination of Department programs.

In the sixteen years I have served in the Office of Regional Director, I believe I can say that at no previous time have the opportunities and challenges facing Regional Offices been greater. This is partly because many of the functional

areas of concern to our Department are in a state of productive ferment, with many new ideas and new programs propelling us into reexamination of traditions and methods of organization and administration. In addition, we have the strong leadership of Secretary Gardner who has insisted that he wants a Department, in his words, "that is not bogged down in its own vested interests and that is not characterized by bureaucratic possessiveness; an organization that follows the problems where they lead and is not tripped up either by categories or procedures."

If I may, I would also like to repeat part of Secretary Gardner's statement before your Committee last August, at which time he said:

"A good field organization is absolutely essential if we are to be promptly responsive to local needs and sensitive to the ways in which one locality's requirements differ from those of another locality.

"Even more important is the role of the Regional Offices in coordination. We've already talked about the need for coordinated thinking and planning among Washington agency heads. Equally important is coordination at the grass-roots. In fact, it is at the grass-roots that the evils of uncoordinated agency activity really strike home.

"In its Regional Offices and Regional Directors, DHEW has an immensely valuable resource for coordination. The Regional Director has no vested interest in one or another of DHEW's agencies. His goal is to help them all and coordinate where possible. And since he has such a large chunk of the domestic program under his jurisdiction, he is a crucial element in the grass-roots coordination of Federal programs generally."

Such an expression of confidence by the Secretary should call forth a detailed response from any Regional Director; however, it is difficult for me to describe our Regional organization and administration with the limited time available at this hearing. Therefore, in order to get to the matter of coordination with special reference to education programs, I would like first to mention very briefly the general characteristics of Regional Offices and methods they use to carry out the Department's mission:

1. Almost all Bureaus of the seven operating agencies have a Regional Representative and staff specialists in the Regional Offices, who work under the technical and professional supervision of their Bureaus.

2. The Regional Director, as the Secretary's representative, gives general administrative supervision to all Regional Employees, and coordinates their activities, particularly in such functional areas as aging; migratory labor; economic opportunity; civil defense, manpower and training; civil rights compliance; neighborhood center development, etc.

3. The Regional Director evaluates and makes recommendations to the Secretary on any program area; maintains liaison with other Federal agencies, with State and local governmental and voluntary agency officials, and with Congressional delegations in his Region.

4. The Regional Director also provides management, legal and audit services to DHEW Regional personnel; fosters public understanding of the Department's programs; and directs the Department's activities at the time of natural or civil defense emergencies.

So much for the nuts and bolts of the Regional organization. A description of how a Regional Office works is much more difficult, and each of our nine Regional Directors has and exercises the freedom to carry out the Regional Office mission in different ways, depending on tradition, regional program emphasis, State and local needs and developments at given times, the particular style of leadership adopted, etc. But the major goal of coordination, in all Regions, is accomplished by providing the two indispensable ingredients of "coordination": one, an atmosphere in which coordination is encouraged and supported; and two, effective methods for free exchange of information.

I will not take time to list the many different ways in which the atmosphere of coordination is developed and maintained or to describe the values of the physical contiguity of our staff, which so greatly aids the process of communication. Nor can I go into a description of the continuous and many-faceted methods by which information is exchanged between our staff and to and from State and local agencies and Washington offices. Perhaps you will want to ask questions about these areas later.

The major point I wish to make is, that the Regional Office of DHEW is more than a physical location, an organization chart, or an administrative conglomeration of authorities, decision-makers and purveyors of funds and information. A

DHEW Regional Office is also a state of mind, an attitude, a situs of intellectual exchange and a forum for expression of serious concern about our social welfare problems. A Regional Office is, or can be, a place where the action is, where men and women of differing education and experience can test their convictions, and seek the counsel and help of respected professionals in other fields; an office where respect for different viewpoints can, and most often does, *exceed the recognition of distinctions in program responsibilities*; where staff can and I think do, in most cases, set an example to State and local agencies and other Federal agencies of willingness to adjust operations to the realities of problems and to interpret what programs *mean*, as well as how they operate and what their limits are.

I suppose that sounds a bit fanciful and idealistic, but if this were not my opinion, I could not survive as a Regional Director. Faith in the capacity of professional people to share information, to communicate convictions, and to tolerate differences—to try to make a “mesh of things”—this is what makes a Regional Director's life tolerable.

I have been strengthened in my convictions of late by the more recent examples set by the War on Poverty programs which, despite some criticisms, I believe have given DHEW and other programs new opportunities, if not imperatives, for better coordination at the local level where programs and people meet.

This point of view I think can best be expressed by the statement that the most accurate measure of success in the administration of DHEW programs is the effectiveness with which services are delivered to people who need them at the community level. Not in terms of State agency plans or commitments, Washington policy statements, referral agreements, etc., but in terms of the family or individual who needs help or service at a given time and place. Without agency coordination across program and disciplinary lines, we cannot serve people well. Too often we have comforted ourselves by referring to certain groups or individuals as “hard to reach.” It seems to me the time is long overdue for us to turn the telescope around and to determine whether it is *our* services which are “hard to reach”; whether we have offered information regarding our services in a manner which is meaningful and acceptable to the disadvantaged, the ill and the illiterate; whether we have been guilty of devising services for those with middle class values who have a capacity for gratitude, rather than for those who have lost hope, who are embittered; antagonistic and poverty-logged. I believe current emphasis on the problems of inner-city residents, minority groups and the chronically disadvantaged now gives us even more reason for seeking better means of coordination, for riding ourselves of the fear of criticism of self-aggrandizement and by reaching out to those who have not themselves reached out to us. I believe we can do this better by decentralizing as much program responsibility as possible to Regional Offices. Most of the operating agencies have already done so to a considerable extent, and others are in the process. And I am glad to report that the Office of Education is moving strongly in this direction.

I have agreed to list a few examples of coordinating activities and to give some special emphasis to relationship with OE programs. This puts me on the horns of a dilemma; one, I could list a number of examples in order to include mention as of many programs as possible, which would take too much time; or two, I could limit my examples to two or three and give more detail and thus run the risk of over-emphasizing those activities at the expense of many others. I don't believe I have solved this dilemma; but I have tried to steer a middle course. You will be the judge of whether I have done so successfully.

The following examples are not of equal importance; are not subject to neat quantification as to results; and should not be regarded as the best or the most significant. They are examples of the kinds of Regional Office activity which contribute to coordination through the process of communication and cooperation among agencies and among professional staff of DHEW and other Federal, State and local agencies:

1. Top Regional staff of the Welfare Administration and the Office of Education, accompanied by the Economic Opportunity Coordinator, have made joint visits to State capitols to meet jointly with their State agency opposite numbers, to discuss problems and progress in bringing education, health and social services to children, particularly those in low-income families. Without a formal agenda and with maximum opportunity for free exchange of views, these joint confer-

ences developed an interest and involvement in the coordination of Federal, State and local programs and a renewed commitment to improved communication and cooperation at all three levels.

2. During the past three years, the OE Regional staff have joined with Regional staff from the Public Health Service, Bureau of Family Services, Children's Bureau, Vocational Rehabilitation Administration, Economic Opportunity, etc. in regionwide conferences and smaller group meetings under the auspices of a group called the "Great Lakes Area Conference," of which I have the honor to be Chairman. This Conference is composed of Federal, State and local public and voluntary agency officials in our five States, engaged in the functional fields of Education, Welfare, Health, Mental Health and Employment Security. The basic purpose of this relatively informal organization is to further our mutual capacities for communication and cooperation in the area of community planning. Although at present relatively inactive, this Great Lakes Area Conference has the potential for productive activity if additional resources and staff could be devoted to it.

3. The Economic Opportunity Coordinator in my office, with the support and encouragement of the DHEW and OEO Regional Director, and the help of the Regional staff of OE, PHS, BFS, CB, Mental Health and the Office of Economic Opportunity, has planned conferences in two of our States, first in the State Capitols and then in a major city in each State. The primary goal of these meetings has been to discover and deal with any problems of multiple agency coordination; to work out joint fundings of projects where possible; and to increase the capacity of those concerned to plan mutual efforts to deal with priority needs in the local community. Similar meetings are now projected in our other three States. It might be significant to point out that these more comprehensive coordinating efforts arose from the initial concern of Regional OEO and OE staff that maximum use was not being made of the "check-list" procedure in the Community Action and the Title I Elementary and Secondary Education Act projects. As this problem was explored informally by Regional professional staff, we soon found that the responsibilities and program contributions of public health, public welfare, mental health and other programs had to be considered at the same time. Thus evolved the more broadly representative conference.

4. Recently, in one State, I have interested the Governor in taking leadership in an experimental plan for Joint Visitation by State Agencies to Local Communities. The hope here is that State Departments of Public Instruction, Health, Welfare, and perhaps others might mutually profit by having joint visits made by top Department staff and the Governor's representative to local communities for discussion with the local directors of those agencies, plus the political, religious, labor, minority group, civic, etc. leaders in that community. By frank review of any existing obstacles to coordination and seeking local recommendations for eliminating or ameliorating them, I believe the State agencies and the Governor's office would find such a program of joint visitation productive and enlightening. Of course, DHEW Regional staff would be willing and able to assist in this process if called upon for consultation, but I believe the basic initiative in this kind of effort belongs with the State. And, of course, your Committee is well acquainted with the national concern currently being expressed regarding the ability of State and local governments to strengthen their roles as partners in a "Creative Federalism."

5. Fifth and finally, there are three separate project activities which I believe have characteristics which are basically related to adult education, and which could usefully be supported by the activities of a Regional Office specialist on Adult Education, if we had one. These three are (a) the "Project Moneywise," sponsored by the Bureau of Federal Credit Unions of the Social Security Administration and the Office of Economic Opportunity, for training of selected local residents in consumer education and Credit Union development; (b) the pilot program in Health Counselling, jointly sponsored by the PHS and the SSA, to measure the effectiveness of health counselling to the aged who contact Social Security District Offices; and (c) the Medicare Alert program, recently concluded, supported by OEO and administered by State Commissions on Aging. The purpose of this was to inform persons over 65 of their rights and obligations under the Medicare program, and in the process, utilize the aged themselves in a public service.

In all of these, there is a common thread of using and improving the abilities of adults not in school to perform valuable work or live more rewarding lives—and this surely is a major goal of the Adult Education program.

Well, those are the five examples I have selected. Each deserve more extended treatment, but perhaps they will indicate in a small way how valuable the Regional Office is as a setting for formal and informal exchange of information and sharing of effort. I might add that we have had splendid understanding and support from the OE Regional staff. Personally and professionally they have been 100% cooperative despite many burdens in the day-by-day administration of many new programs.

If my conviction is well founded that families and individuals should be the focus of our efforts, then we need more than ever before to make available administrative settings where program interests can be fully discussed, where inter-relationships can be seen and appreciated, where accumulated professional wisdom can be shared, and whole rather than fragmented solutions at least considered. This is the possibility, the dream, and the mission of DHEW Regional Offices. I am sure we are far from perfect in our implementation, but the road is there to travel; I think we have begun, and under Secretary Gardner's leadership, I think our progress will be speeded up.

Without competent Regional representatives of the many programs of the Office of Education, we cannot do the job. They must supply the E in HEW. We need the input of OE Regional professional staff as they need the help of specialists in other disciplines. I am completely convinced that the Regional Office setting and atmosphere provides a maximum opportunity for this type of mutual helpfulness.

There is a striking phrase in Robert Frost's poem, "Death of the Hired Man," which defines the meaning of the word "home." "Home," he writes, "is the place where when you have to go there, they have to take you in." I feel the Regional Office of DHEW is the place where, when professional people need help or information, other professional people must offer that help or information. And I believe we will become more and more effective in helping State and local agencies to deliver services to people as we learn more and more from each other.

I shall be very pleased to try and answer any questions you may have.

Mr. Hosch. I am Melville H. Hosch, regional director for the Department of Health, Education, and Welfare in region V, which includes the States of Wisconsin, Illinois, Indiana, Ohio, and Michigan.

My statement is relatively brief, but I think it might be better if I merely made a few remarks on what is in the statement and then make the kind of contribution that I think is appropriate for the Administrator to make and then comment on the activities of HEW.

I suppose there is no activity that is more exciting to engage in than administration and it is more difficult to describe in terms of its real meaning in a regional office like HEW. I have chosen to describe a little bit the structure of our regional office where, of course, we have regional representatives of all the bureaus of the Department and we think the physical continuity and communication between the professional people in our staff and the regional office makes for at least potential understanding and better coordination than would be possible otherwise. I have several examples of the kind of activity and I have tried here to highlight the potential and actual contributions of our professional Office of Education staff.

Before giving those examples which are in my statement, I would like to simply comment on another example that I happened to be reading last night which was found in the report of the National Advisory Council on Education of Disadvantaged Children. As you know, this Council headed by Meredith Wilson had some 27 teams out visiting 86 different communities across the country in terms of the use they were making of their summer programs under title I of Public Law 89-10.

One of the striking examples given of the emphasis in one community in the southeastern Kentucky area was the fact that they had spent a majority of the money under title I on food, clothing; and medical necessities rather than any kind of remedial reading program. One of the striking statistics that was presented in the report was that, of a total of 195 children who were examined, 97 were referred for medical attention and of that 97, 95 were found to have intestinal worms. This again brought to my mind the need for best possible cooperation between health, welfare, and education agencies because with respect to these 95 children, although the report does not go into the obvious, it would be a nice question to determine what happened as a result of the discovery of these needs in a title I program; whether this would be appropriate for the State or local health department to do something about it; whether such conditions might more appropriately be treated under title XIX, assistance to the medically indigent program; whether the Children's Bureau, special programs and maternal and child health, might more appropriately be called on, et cetera, et cetera, as possibility of a community health program in our community action program, if there is one in that neighborhood.

These kinds of questions are what we find ourselves in the regional office concerned more and more with. We feel that the regional setting, where it is possible for professional people to share information, to share convictions, to talk about problems and opportunities at the State and local level across the board; all health, education, welfare, vocational rehabilitation, social security, surplus property, et cetera, et cetera, does offer some opportunities that we think are difficult to find any other way.

If it is your pleasure, I would like to comment just on two of the examples that I have listed in my testimony which perhaps are the more obvious examples. First, the top regional staff of the Welfare Administration, the Children's Bureau, and the Office of Education staff, accompanied by an Economic Opportunity Coordinator who reports directly to me in the Office, have made joint visits to the five State capitals in our region to meet together with their State agency opposite numbers to discuss problems and progress in bringing education, health, and social services to children, particularly those in low-income families.

Without a formal agenda and with maximum opportunity for free exchange of views, these joint conferences developed an interest and involvement in the coordination of Federal, State, and local programs and renewed commitments to improved communication and cooperation at all three levels.

I will conclude with this last example. The Economic Opportunity Coordinator in my Office had the support and encouragement of the Department of Health, Education, and Welfare and the Office of Economic Opportunity regional director. We were the first in the country to have a joint setup with the man in my office having a desk and telephone in the Office of Economic Opportunity so he could have maximum reciprocity. With the help of the regional staff in the Office from the Public Health Service, Bureau of Family Services, Children's Bureau, Vocational Rehabilitation Administration,

et cetera, the coordinator had planned conferences in two of our States, first in the State capitals and then in a major city in each State.

The primary goal of these meetings has been to discover and deal with any problems of multiple agency coordination; to work out joint fundings of projects where possible, and to increase the capacity of those concerned to plan mutual efforts to deal with priority needs in the local community.

Similar meetings are now projected in our other three States. It might be significant to point out that these more comprehensive coordinating efforts arose from the initial concern of the regional Office of Economic Opportunity and Office of Education staff, title I, that maximum use was not being made of the "checklist" procedure in the community action and the title I Elementary and Secondary Education Act projects.

As this problem was explored informally—this was born largely at coffeetimes and lunchtimes and so on—

Mr. QUIE. May I ask what is the checklist procedure?

Mr. HOSCH. This is the procedure set up in both OEO and title I. When there is a title I program, it is necessary to check with the community action program to make certain that the kind of programming they were planning to start in that community fits in properly with the other community action program activities in that locality.

This is a form which they must sign in effect that this is permissible and desirable.

Mr. BRADEMAS. This is the procedure which has given rise to dispute in some communities: whether or not local public school authority has the right to veto a local community action authority, and vice versa. Is that what we are talking about?

Mr. HOSCH. Yes.

As this problem was explored informally by regional professional staff, we soon found that the responsibilities and program contributions of public health, public welfare, mental health, and other programs had to be considered at the same time. Thus evolved the more broadly representative conferences that I spoke of.

In other words, we started from the base of looking at this as proper coordination communication between education and the economic opportunity program, but we soon found that other programs had equal or large shares of responsibility at the local level. Therefore, we beefed up our teams that went to visit with representatives of Public Health to the Bureau of Family Services. This I submit is another example of the ease with which it is possible and in many cases I think it is carried out by four professional people from the Office of Education who, as far as I am sure Peter and I are concerned, have to supply the "E" in HEW at the regional office level if we are to attain anything like the kind of coordination that we think is required in regional office operation.

I would be glad to respond to any questions. I am very happy to be able to present this information to you.

Mr. QUIE. What kind of changes have occurred in your regional office since the decentralization plan was put into effect which we have seen largely occurring in Atlanta, Ga.

Mr. HOSCH. I think we just checked this morning. We have about 32 people. In 1950 when I first came to this office, we had none. Then

we got four or five people in the assistance to federally impacted areas program. This was followed, I think, first by the Commissioner's representative, then the vocational educational staff, and now the higher education facilities staff so it has grown from the small nucleus of four or five people to now about 32.

We hope that we will get additional staff in the areas, particularly vocational education and adult education, because we find so many aspects of the other programs of the Department involved in one aspect or another of the adult education. One of the examples I gave in my written testimony was of three different projects in which we have been involved in the regional office, where the input and the contributions of an adult education consultant would have been very useful.

Mr. QUIE. What was the number of individuals assigned by the Office of Education to your office a year ago?

Mr. HOSCH. I would judge somewhere around 22 to 25, but I don't have that figure. We could supply it for the record if you like.

Mr. QUIE. All right.

Now you say there are 32?

Mr. HOSCH. Thirty-two and five vacancies.

Mr. QUIE. How long have you had those vacancies?

Mr. MOUSOLITE. Off and on, 2 or 3 years, depending on whether you look at one area or another.

Mr. QUIE. Are they above or below grade 4?

Mr. MOUSOLITE. One is grade 14, one is a grade 15, and three are grade 13.

Mr. QUIE. In other words, you control the three and the U.S. Office has to fill the other two? You can fill the grade 13 and below and the U.S. Office has to fill the ones above that?

Mr. MOUSOLITE. This is a technical point. There has to be an assistant regional commissioner appointed and at present I am acting regional representative for the Office of Education. In my testimony I have one sheet attached which gives all of the personnel in the Office and the dates when they entered into the Office.

Mr. QUIE. Good.

What has been your relationship in the elementary and secondary school now in increased involvement with local school districts?

Mr. HOSCH. I think Dr. Mousolite could respond more accurately and fully.

Mr. BRADEMAS. Why don't you, Dr. Mousolite, go ahead and read your statement and then we can put questions to both of you.

STATEMENT OF PETER S. MOUSOLITE, ACTING REGIONAL REPRESENTATIVE, OFFICE OF THE COMMISSIONER, AND REGIONAL REPRESENTATIVE, BUREAU OF HIGHER EDUCATION

(The prepared statement of Mr. Mousolite follows:)

PREPARED STATEMENT OF PETER S. MOUSOLITE, ACTING REGIONAL DIRECTOR, OFFICE OF THE COMMISSIONER, AND REGIONAL REPRESENTATIVE, BUREAU OF HIGHER EDUCATION

Mr. Chairman and Members of the Committee, I am Peter S. Mousolite, Acting Regional Representative, Office of the Commissioner, and Regional Representative, Bureau of Higher Education.

In the former capacity my responsibility is to Mr. Harold Howe II, United States Commissioner of Education, through the offices of Dr. James A. Turman, Associate Commissioner of Field Services. In the latter capacity my responsibility is to Mr. Peter P. Muirhead, Associate Commissioner, Bureau of Higher Education, through the offices of Dr. Ward Stewart, Director of Field Services, Bureau of Higher Education. I have also a direct responsibility to Mr. Melville H. Hosch, Regional Director of Department of Health, Education, and Welfare.

As the Acting Regional Representative my duties are to administer the various units of the regional office in a cooperative and coordinated manner, and render whatever aid they may request, require and/or need. These units are School Assistance in Federally Affected Areas; Manpower Development; Adult, Vocational and Technical Education; Elementary and Secondary Education; Research; Student Financial Aids; and Higher Education Facilities.

As the Regional Representative for Higher Education my duties are to administer the activities of the higher education unit and aid those on the staff responsible for Higher Education Facilities and Student Financial Aids.

At this point, I must confess to a strong feeling of ambivalence when, as the individual in charge of higher education activities, I go to the person in charge of the Office, to make necessary requests whatever they may be. The ambivalence becomes overpowering when such requests are refused on occasion and more so at present due to the "freeze" on employment of personnel and most recently the curtailment of budget activities.

Before proceeding to the main thesis of the assigned subject, I wish to state in behalf of the Office of Education and particularly for those of us in the Regional Office that it is, indeed, an honor and privilege to have you with us. As "travelers" of a sort we are very cognizant of what your itineraries entail in terms of personal expenditure of time and effort. We are grateful also for the services of Messrs. Heartfield and Maney of your staff. They facilitated the setting up of the sessions and their advice and counsel has been appreciated. It has been a real pleasure to work with them. To Northwestern University and President Miller we are indebted for hosting these sessions. We thank Dr. Miller and his staff, particularly William Ihlanfeldt who was our liaison for the University.

It has been requested that my testimony dwell on the role and function of the Regional Office, specifically Region V, with offices in Chicago, Illinois. To do so adequately in the limited time available, I have taken the liberty of appending to each of the twenty copies of the testimony an article entitled *The Role and Function of the Regional Representative of the U.S. Office of Education* which appeared in a number of professional journals in 1963 and 1964. It presents in detail and at some length the activities of the Regional Office. It may be updated by adding several programs to those listed, namely, Higher Education Facilities, Elementary and Secondary Education, Higher Education, Research, and amendments to the National Defense Education Act, Vocational Education Act, and others.

In discussing any phase or activity related to education we must place it in proper perspective on the national and international scenes. This is not an ordinary period in American history. It is the first time in the history of civilization that one country has had the means, both in material wealth and social structure, to give to every child born an opportunity for education up to the height of his power. We are, also, at the beginning of what amounts to a cultural revolution made possible by science and education, moving in an incredibly short time from education and culture for the few, to universal education and a high level of mass culture for the total population.

The attitude of the nation towards education has changed noticeably in terms of its commonality. Everywhere there is a growing faith in education as the one road to an abundance of material wealth. But more than this education is the road to "cultural enlightenment, to intercultural communication, and to world-wide understanding. More important, education is the road to genuine freedom—the freedom and dignity of the individual."

Therefore today, education—more specifically higher education—is expected to provide the foundation of economic growth and national power, the training of technical and professional personnel, be the source of future citizens and leaders, be the cradle of philosophers, a patron of the arts, and a promoter of sports.

It is into such an environment that the U.S. Office of Education has been projected as an *active partner-participant* with the education community in the attainment of those responsibilities given to education.

Several years ago *The Carnegie Study of Federal Government and Higher Education* posed this question: "Will representatives of educational institutions find effective ways to sit down with informed and concerned representatives from Government to evolve wise policies, and then even more important, to get them to understand in Congress and in the country at large?"

A year or so later, Dr. David Henry, President, University of Illinois, speaking in behalf of the American Council on Education proposed two thought-provoking theses: "Higher education must increase the effectiveness of its liaison with the Federal Government" and "Legislative proposals must be interpreted across the land as well as in Washington."

Dr. Douglas Knight, President of Duke University, concerned that perhaps government officials were inclined to be submerged in the management, supervision, and technique aspects of their programs thereby losing the necessary sensitivity to their substance, stated: "Although physical support does imply intellectual and moral support I am of the firm belief that the most important question we can ask about any Federal program is not what construction or expansion does it make possible but what ideas does it encourage?"

Dr. John W. Gardner, Secretary of the Department of Health, Education, and Welfare, expressing his strong conviction that Federal programs are important only as they affect the lives of citizens, spoke on a similar theme in his remarks to the Foreign Service Association, Department of State, June 30, 1966. He stressed the phrase "Creative Federalism" which President Johnson emphasized in a speech made at the University of Michigan in 1964.

What all this suggests quite strongly is that our citizenry, lay and professional, must work cooperatively at all levels of government in order to understand the basic issues confronting education and determine to solve them. We cannot obtain success otherwise. Under our democratic system, no level of government—local, state, or Federal—can succeed in securing necessary action programs or funds to carry them out unless our citizens understand, actively endorse, and indeed participate in the steps that need to be taken.

"Cooperation," "partnership," "dialog," or "Creative Federalism," whatever terms we use, strike a responsive chord in the hearts and minds of individuals but problems exist. One is the apprehension of Federal control. The Committee may wish to explore this further at the conclusion of the testimony.

My credo in such matters is based on the words of Thomas Jefferson: "I know of no safe depository of the ultimate powers of society but the people themselves, or if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their discretion by education."

Having stated this, I must add that we should want our government to be capable of great leadership in the arena of national and world affairs. History provides that dictatorships do not grow out of strong and successful governments, but out of weak and helpless ones. If by democratic methods the people get a government strong enough to protect them from fear and starvation, their democracy succeeds; but if they do not, they grow impatient. Therefore, the only sure bulwark of continuing liberty is a government strong enough to protect the interests of the people, and a people strong enough and well informed enough to maintain its sovereign control over its government.

The administration of the regional office has been easy and yet difficult. In the almost six years of inhabiting the Chicago Office following two years in Washington and some 20 years of teaching and administration in large and small public and private institutions of higher education, namely, the Universities of Iowa and Minnesota and Macalester College in St. Paul, Minnesota, I feel we are recovering from a "siege of famine." It should be added hastily that we are not in a "state of feasting"—far from it—but our "meals" are becoming somewhat more balanced. The word "easy" has been utilized because we have always had the strong support of our extremely able, highly competent, and very sympathetic Regional Director, Mr. Melville H. Hosch, who has been a tower of strength in the implementation of our role and function.

The past year has given additional support. Dr. James A. Turman, Associate Commissioner for Field Services, and his staff have been instrumental in working with the Bureau Chiefs so that we now have additional staff members to accomplish what was an almost impossible task. More important, we feel that

"someone up there" is not only cognizant of our existence but is supporting us as we carry out our assignments in close cooperation with our colleagues in the Central Office. I do not mean to imply that support was not given in the past, but it was sporadic, uncoordinated in terms of all of our units. What we did receive was strong and meaningful. Washington has been referred to as the Mt. Sinai or the Mecca of the world (I am ecumenical on this point). Hopefully, in the near future we shall have 10 Mt. Sinais or Meccas—one large and nine small—whose efforts to work in concert with the educational community will be equally effective in relation and in proportion to the areas involved and work to be accomplished.

The word "difficult" has been used simply because Region V (Illinois, Indiana, Michigan, Ohio and Wisconsin) is the largest of nine regions. Based on statistics listed in Dr. Parker's Annual Survey of Higher Education Enrollment published in *School and Society*, in this region there are over 400 institutions of post high school vintage. Twenty-five of the fifty largest institutions in the United States reside in the region, including eight of the so-called Big Ten. Last year, of the total five and one-half million enrolled in higher education, some 22 percent attended institutions in this region. We have somewhere near 5,000 school districts enrolling approximately 9,000,000 youngsters. Four of the 10 largest cities—Chicago, Detroit, Cleveland, and Milwaukee—with all of their many and varied problems make for an active regional office. One should add that in these cities, particularly in Chicago, are the headquarters of many national organizations, publications, news services, and international activities. There must be provided, therefore, a varied and extensive information service about education in the United States and foreign countries, about Federal programs or proposals under consideration, about international or foreign service programs in education. Many requests are by telephone. Equally numerous are those by mail. The past two years has seen a great influx of requests made in person, bringing individuals to the regional office.

Attached to this testimony is a list of staff members and when they joined the Office. This item merits attention and is basic to our success for it has been difficult to get competent personnel to work with us. The professional staff should be singled out for high praise. In my opinion, they have few peers in the areas of competence, devotion to duty, and ability to get the job done on a co-operative basis. As to another abbreviated segment of the Office—the secretarial staff—too much cannot be said in their praise. In my some 25 years of service in education, I have never been so privileged to be associated with a group of ladies so devoted to carrying out their responsibilities and willing to assume additional duties. We of the professional staff are grateful to be able to work with them.

In my capacity as Acting Regional Representative for the Office of Education, I have one basic function to perform and that is *to facilitate the work of the program officers which takes precedence over all other activities of the Office*. The success of these officers in their relations with local and state officials depends on how well they carry out their responsibilities. A factor which sometimes impedes the success is the inordinate amount of paper work which we are attempting to solve. Another related factor has to do with regulatory and procedural matters. All of us are aware of these problems. Hopefully they can be solved in the near future which should cause great joy to all but particularly to our state and local colleagues. We are greatly indebted to the latter who work with the programs at the grass roots levels and give so much of their time and use of their facilities to implement the programs. They give us also their thinking about the adequacies and inadequacies of the rules and regulations given to them to carry out the provisions of the Acts passed by Congress. This often results in beneficial changes and at times brings about necessary amendments to the laws. In such matters, the regional offices are utilized to great advantage to carry such thinking to the Central Office. We are the antenna of the Office of Education. It is our responsibility to keep our constituency at the grass roots levels informed on all matters pertaining to the mandates given to us by Congress. Equally important and often more so is our responsibility to keep ourselves—the regional and central offices—informed as to the thinking of the grass roots constituency.

By implication and inference and more in a philosophical vein than practical, I have attempted to illustrate what, to me, is the role of this regional office. This does not negate the importance of "practical" aspects of our day-to-day activities. But, in the last analysis, we are really concerned about the basic

problems of the human condition and these are problems of spirit and value and attitude. We must carry out our "nuts and bolts" responsibilities and this we are doing. In addition, as individuals and as an agency of the Federal Government, responsible ultimately to the people, I conceive our task also as aiding the education community in the nurturing of whole persons of broad vision, humane sensibilities, and great hearts.

Thank you, again, for the privilege of appearing before you. I shall be very pleased to try and answer any questions you may have.

THE ROLE AND FUNCTION OF THE REGIONAL REPRESENTATIVE OF THE U.S. OFFICE OF EDUCATION

By Peter S. Mousolite

The United States Office of Education will celebrate its 100th anniversary in 1967. For nearly 100 years it has rendered an important national service—that of gathering and disseminating educational information for the nation; offering consultative services to state, local, and institutional leaders in American education; and administering federal funds authorized by the Congress for designated programs to advance the cause of education.

The recent quickening of national interest in education, however, has given the office important new responsibilities in the administration of federal financial support programs and opportunities for leadership in the formulation of goals and their implementation. These are vital, both for the survival of the nation and for the advancement of those values of our civilization which are nurtured through education.

The regional offices are the antennae of the U.S. Office of Education. They feel the pulse of those at the grass-roots levels and provide, at best, the means by which the two-way communication system involving the central office and the schools and colleges at the local and state levels can be implemented.

The idea of the regional office is not new. In its embryonic form it consisted of services provided by specialists from the Washington office to state educational agencies and independent schools by mail or by travel throughout the country prior to World War 2. With the passage of the Lanham Act the US Office was called upon to provide consultant services to the Federal Works Agency in the program for construction of school facilities for new communities of war workers. This necessitated, for the first time, specialists who were continuously available in a certain geographic area. Later, the same kind of need developed for the disposition of war surplus property; in the administration of the school assistance program for federally affected areas; for the higher education titles of the NDEA (Titles II—Loan Program, IV—Graduate Fellowship Program, V(B)—Guidance and Counseling Program, and VI—Language Development Program); and, most recently, for the Manpower Development Training Program.

Specifically, what are some of the functions of the regional representative and the services his office provides? Region V will be used as an illustration, although the other eight regional offices have similar roles and offer similar services. The difference is in the size of the regions, which often plays an important part in the variety and extensiveness of services requested.

The office of Region V is located in Chicago, headquarters for many national organizations, publications, news services, and international activities. In the five states comprising the region, there are approximately 340 institutions of higher education, including eight of the Big Ten. In addition to Chicago, the region includes some of the largest cities in the nation—Cleveland, Detroit, Milwaukee—and hundreds of school districts.

INFORMATION NEEDED

There must be provided, therefore, a varied and extensive information service about education in the United States, about federal programs or proposals under consideration, about international or foreign service programs in education. Many requests for information are by telephone. Requests by mail are equally numerous. It is interesting to note that an increasing number of requests are made in person, which brings the individuals to the regional office.

This type of activity, together with the increasing cooperation of the regional representatives from the various agencies in the regional office in attempting

to resolve mutually important problems at the local and state levels, keeps all staff in "high-activity" status throughout each and every day.

The regional representatives of the Office of Education, as well as regional representatives of many other bureaus—such as Children's Bureau, Bureau of Family Services, Public Health Service, etc.—work under the general administrative supervision of the regional director for the Department of Health, Education, and Welfare, who is responsible to the secretary for the coordination and effective performance of all department programs in the region.

INCREASED DEMANDS

Demands for the services of the regional representative have increased and expanded during the past few years. Some of these have been for reviews involving the federal loan program; evaluation of NDEA guidance and counseling and foreign-language institutes; conferences with graduate deans and directors of NDEA graduate fellowship programs; requests for aid in organizing conferences, workshops, and meetings at a local, state, or regional level devoted to a variety of subjects involving faculty, research coordinators, vice-presidents in charge of campus development, financial aids officers, controllers, counselors, curriculum supervisors, principals, superintendents, school boards—the list could be continued ad infinitum.

Specific examples of internal regional office cooperation of agencies include requests by the surplus property regional representative to give an "opinion" on the feasibility, from an education point of view, of an application by a college or university for surplus property available; conferences with welfare representatives devoted to aiding a Cuban refugee family whose children may wish to attend college and need financial aid; conferences with public health representatives on matters pertaining to nurses programs in colleges and universities; conferences of representatives of all agencies held at the request of the regional director to discuss ways and means of facilitating the progress of urban renewal and public housing developments; a request by the regional director to visit the Office of the Superintendent of Public Instruction for the purpose of informing him and his staff of a forthcoming Concerted Services Workshop to be held in the chief state school officer's state.

Specific services performed in the region including the following examples.

A college president invited the regional representative to visit his institution and meet with various members of the faculty and administration to discuss trends and problems of the small college as observed over the nation as a whole, and possible roles for the small college in international education with specific emphasis on foreign-student programs, area studies, language laboratories, the status of summer school programs, student personnel services, guidance services, etc.

The president of a large university requested the services of the regional representative to discuss a cooperative program whereby the university would aid the small private colleges in the state in areas of administration, curriculum, and research.

A chief state school officer invited the regional representative to meet with his staff to aid in cooperative efforts to coordinate and unify activities in the state pertaining to Titles III, V(A), and V(B) of the NDEA; to discuss recent developments under Title X; and to present a review of the area of research and progress to date pertaining to fields of subject matter and grade levels.

A school superintendent of a large city has requested the regional representative to appear before the board of education of that city on the occasion of a visit of an official of a school boards association to present some of the "new directions in American education," to discuss the role of the board members in the school system with specific emphasis on relations with teachers, and to consider how the school system can enter on more varied and extensive relations with the U.S. Office of Education and its programs.

The director of guidance of the public school system in one of the largest cities in the nation has invited the regional representative to meet with the counselors of the schools to present some of the latest developments in the field of guidance, particularly those relating to underprivileged areas where large minority groups reside. The principals of the schools of this city have requested the regional representative to meet with them to discuss a program of FLES (foreign languages in elementary schools) and its implication for the city and the school system.

NEW DIMENSION ADDED

During the past two years a new "dimension" in the activities of the regional office has attained ever-increasing momentum and importance. Numerous requests come directly to the regional representative in the regional office, through the central office in Washington, or via the regional director's office to appear before lay and professional groups and speak on a variety of subjects directly or peripherally related to education; to participate in panel discussions; to be interviewed on television and radio; to participate in organizing conferences, workshops, and so on.

Groups making such requests include: Conference of Illinois Colleges and Universities, Midwestern Conference of Deans, Indiana College and University Business Offices, Ohio Association of Collegiate Registrars and Admissions Officers, Wisconsin Association of Admission Counselors, Michigan Modern Language Teachers Association, Cleveland Commission on Higher Education, National Association of Foreign Student Advisors, Tri-State County School Boards Association, Citizens Education Council of Fort Wayne, College Entrance Examination Board, School Administrators Conference (University of Chicago), and numerous parent-teachers associations throughout the five states.

PR FUNCTION IMPORTANT

This final area of activity is not to be minimized. Eminent leaders in the field of education have stressed the ever-growing importance of getting "education news" to the public, particularly those at the grass-roots levels.

U.S. Commissioner of Education Francis Keppel, in an address delivered at the annual Harvard Summer School Conference on Educational Administration on July 18, 1963, stressed the great need for communicating to each and every citizen. He said, "... we might well ask ourselves what we are doing—or failing to do—to promote the cause of education 'back home' where, in the last analysis, interest in education is put to the test. Have we failed to communicate because we have not been talking to the right people? How successful have we been in informing the men and women whose votes determine public policy and whose children's future depends upon what we are able to do in the schools?"

Carroll Hanson, director of the department of publications and information of the Seattle, Wash., public schools, emphasized the rebuilding of school-community relations in an address delivered at the 10th annual seminar of the National School Public Relations Association in Aurora, Ill. "... The remarkable advances in educational quality since World War 2 have not been adequately communicated to the general public..." was one of the reasons he gave for the public's "rapidly changing to a 'hold-the-line' attitude against any tax for any purpose."

In a recent publication emanating from the Carnegie Study of the Federal Government, the penetrating question was presented, "Will representatives of the institutions of higher education find ways to sit down with informed and concerned representatives from government to evolve wise policies, and then—even more importantly—to get them understood in Congress, and in the country at large?"

David D. Henry, president of the University of Illinois and a member of the board of directors of the American Council on Education, proposed two theses in his remarks entitled "A Program of Action for Higher Education," presented at the last meeting of the council: "... first, higher education must increase the effectiveness of its liaison with the federal government; and, second, legislative purposes must be interpreted across the land, as well as in Washington."

In an article, *Is Education News?* by Barbara Carter and Gloria Dapper, appearing in the March 17, 1962, issue of the *Saturday Review*, criticism was leveled at the newspapers for not informing the public adequately about education. Major problems, issues, and new developments in depth are neglected in favor of school board meetings, bond issue squabbles, and such routine stories as teacher appointments.

Here is where the regional office can perform yeoman service by virtue of its close, professional, and personal relations and contacts with those at the local and state levels and particularly with the lay citizenry at the grass-roots level.

The regional office, then, through its regional representatives, working in co-operative manner with numerous lay and professional groups, provides the best service possible to all levels of education by disseminating information; provid-

ing consultant services; arranging for and conducting meetings for purposes of presenting broad overviews of situations, issues, problems, needs, and solutions on a nationwide basis. Most important, it provides for the creation of a climate conducive to the birth of new ideas, incentive, and inspiration.

REGIONAL OFFICES

The headquarters of the US Office of Education are in Washington, D.C. There are nine regional offices located in large metropolitan cities in the continental United States, with each office encompassing various states. Regional offices, their locations, and the states in each region are:

Region I—Boston, Mass.: Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont.

Region II—New York, N.Y.: Delaware, New Jersey, New York, Pennsylvania.

Region III—Charlottesville, Va.: District of Columbia, Kentucky, Maryland, North Carolina, Virginia, West Virginia, Puerto Rico, Virgin Islands.

Region IV—Atlanta, Ga.: Alabama, Florida, Georgia, Mississippi, South Carolina, Tennessee.

Region V—Chicago, Ill.: Illinois, Indiana, Michigan, Ohio, Wisconsin.

Region VI—Kansas City, Mo.: Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, South Dakota.

Region VII—Dallas, Tex.: Arkansas, Louisiana, New Mexico, Oklahoma, Texas.

Region VIII—Denver, Colo.: Colorado, Idaho, Montana, Utah, Wyoming.

Region IX—San Francisco, Calif.: Alaska, Arizona, California, Hawaii, Nevada, Oregon, Washington, Guam, American Samoa.

	Name	Title	Entered on duty
OE (OC)-----	Mousolite, Dr. Peter S.-----	Acting regional representative, OE (OC).	January 1962 to May 13, 1962 (detail). May 14, 1962 to Aug. 1, 1964. Sept. 26, 1965, to present.
BHE-----	Grommesh, Marcella M.-----	Secretary (6)-----	June 14, 1959.
	Mousolite, Dr. Peter S.-----	Regional representative, BHE (15)-----	September 1960.
	Nelson, Dr. Henry W.-----	Field representative, SFA (13)-----	May 31, 1966.
	Schmidt, Robert E.-----	do-----	Aug. 15, 1966.
	Chipman, Clark E.-----	Program analyst, SFA (9)-----	July 18, 1966.
	Petrie, Phyllis W.-----	Secretary (6)-----	May 13, 1962.
	Petersons, Julia K.-----	Secretary (5)-----	April 26, 1965.
	Vacancy-----	Regional representative, SFA (14)-----	
	Proesel, Marion E.-----	Regional representative, HEF (14)-----	June 27, 1965.
RES-----	Christine, Dorothy A.-----	Secretary (5)-----	Aug. 15, 1965.
	Murnin, Joseph A.-----	Education research adviser (14)-----	Aug. 1, 1960.
	Caldwell, Gloria B.-----	Clerk-steno (4)-----	March 14, 1966.
DCE-----	Brown, Ernest N.-----	Senior program officer, title I, ESEA (14).	Sept. 11, 1966.
	Ritter, Mamie J.-----	Program officer, title I, ESEA (13)-----	Aug. 1, 1966.
SAFA-----	Eldridge, Marjorie-----	Secretary (5)-----	March 6, 1966.
	Talley, Harley E.-----	Regional representative, SAFA (14)-----	December 1965.
	Aaland, Gordon A.-----	Field representative, SAFA (13)-----	June 25, 1961.
	Beucler, Wilbur D.-----	do-----	Nov. 29, 1959.
	Page, Phillip A.-----	do-----	May 9, 1965.
	Clevenger, Ralph A.-----	Associate field representative, SAFA (12).	July 6, 1966.
	McMahon, Mary-----	Secretary (6)-----	Nov. 17, 1958.
	Dennes, Bonnie K.-----	Clerk-steno (3)-----	July 6, 1966.
Voc. Ed-----	Sommers, Dr. Hobart H.-----	Regional representative, MDTA (14)-----	Sept. 10, 1962.
	Edwards, Homer E.-----	Field representative, AVTE (agriculture) (13).	Nov. 15, 1965.
	Nichols, Daryl E.-----	Field representative, AVTE. (distribution and marketing) (13).	Feb. 28, 1966.
	Saunders, Frances G.-----	Field representative, AVTE (health occupations) (13).	March 13, 1965.
	Kohanski, Viola M.-----	Secretary (6)-----	Sept. 30, 1962.
	Krieger, Madeline-----	do-----	Feb. 4, 1963.
	McClurkin, Thaddeus A.-----	Secretary (5)-----	Aug. 14, 1963.
	Parker, Doris J.-----	do-----	Aug. 19, 1965.
	Vacancy-----	Field representative, AVTE (persons with special needs).	
	do-----	Regional representative, AVTE (15)-----	
	do-----	Regional representative, MDTA (14)-----	

Dr. MOUSOLITE. Mr. Chairman and members of the committee, I am Peter S. Mousolite, acting regional representative, Office of the Commissioner, and regional representative, Bureau of Higher Education. In one capacity, the former, I am responsible for the various units in the regional office administering the activities and the coordinated matter and render whatever aid they request, require, or need. These units as you will note are school assistance in federally impacted areas; manpower development; adult, vocational, and technical education; elementary and secondary education; research; student financial aids, and higher education facilities.

As the regional representative for higher education, my duties are to administer the activities of the higher education unit and aid those on the staff responsible for higher education facilities and student financial aids. Now, in the interest of brevity I am going to abbreviate some of this, if it is all right with the committee.

Mr. BRADENAS. Without objection, your entire statement—and indeed I may say where other witnesses summarize—their entire statements will be included in the record.

Dr. MOUSOLITE. Thank you.

My testimony is to dwell on the role and function of the regional office specifically of this region V. In order to facilitate the giving of the testimony, I have appended an article entitled, "The Role and Function of the Regional Representative of the U.S. Office of Education," which appeared in a number of professional journals in 1963 and 1964. It can be updated by adding a number of the acts passed by Congress such as education facilities, elementary and secondary education, and so on.

May I just condense the next two pages by saying that the Office of Education has been projected into a new era with regard to thinking about education and with regard to the place of education and its importance in society.

I won't go into detail on this but I think we all know as educators and professionals what this is.

I have looked into this communication with regard to the people at the grassroots level. For years we have had people in the professional area that have spoken out on this and I have noted a few.

Several years ago the Carnegie study of Federal Government and higher education posed this question, and I think I should read this. "Will representatives of educational institutions find effective ways to sit down with informed and concerned representatives from Government to evolve wise policies, and then, even more important, to get them to understand in Congress and in the country at large?"

Then Dr. David Henry, president of the University of Illinois, speaking in behalf of the American Council on Education, proposed two thought-provoking theses: "Higher Education Must Increase the Effectiveness of Its Liaison With the Federal Government" and "Legislative Proposals Must Be Interpreted Across the Land as Well as in Washington."

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though physical support does imply intellectual and moral support, I am of the firm belief that the most important question we can ask about any Federal program is not what construction or expansion does it make possible, but what ideas does it encourage?"

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Very briefly, I won't read the next part of the testimony, what this means is that all of our citizenry, lay and professional, must work in a cooperative manner in order to understand the basic issues confronting education and determine to solve them. We cannot by any other means obtain success, because under our democratic system, any and all levels of government—local, State, or Federal—cannot succeed unless they are participating, actively endorsing, and understand the steps that have to be taken.

As I say, we have used the terms "cooperation," "partnership," "dialog," or "creative federalism" or whatever terms we use, to strike a responsive chord in the hearts and minds of individuals, but problems exist. One is the apprehension of Federal control. The committee may wish to explore this further at the conclusion of the testimony.

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I know of no safe depository of the ultimate powers of society but the people themselves, or if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their discretion by education.

Having stated this, I must add, of course, that we should want our Government to be capable of great leadership in the arena of national and world affairs. Therefore, the only sure bulwark of continuing liberty is a government strong enough to protect the interests of the people, and a people strong enough and well informed enough to maintain its sovereign control over its government.

The administration of the regional office has been easy and yet difficult. In the almost 6 years of inhabiting the Chicago office, following 2 years in Washington, and some 20 years of teaching and administration in large and small public and private institutions of higher education, I feel we are recovering from a "siege of famine." It should be added hastily that we are not in a "state of feasting"—far from it—but our "meals" are becoming somewhat more balanced. The word "easy" has been utilized because we have always had the strong support of our extremely able, highly competent, and very sympathetic regional director, Mr. Melville H. Hosch, who has been a tower of strength in the implementation of our role and function.

This past year has seen a new development which has given us a great deal of encouragement and hope. Dr. James A. Turman, associate commissioner for field services, and his staff through many, many intricate workings and overcoming of obstacles are now working with the bureau chiefs, so that we now have additional staff members to accomplish what was an almost impossible task. I say this

very, very frankly because for a number of years as acting regional representative and also working on the financial aid programs, I was the only officer in higher education in the field here. More important, and this is the problem of the spirit, we feel that "someone up there" is not only cognizant of our existence but is supporting us as we carry out our assignments in close cooperation with our colleagues in the central office. I do not mean to imply that support was not given in the past but it was sporadic, uncoordinated. In terms of our units, what we did receive was strong and meaningful.

Now Washington has been referred to, as I go out in the field, as the Mount Sinai or the Mecca of the world, and I am ecumenical on this point. Hopefully in the near future we shall have 10 Mount Sinais or Meccas, one large and nine small, whose efforts to work in concert with the educational community will be equally effective in relation and in proportion to the areas involved and the work to be accomplished.

The word "difficult" has been used simply because region V with its five States is the largest of nine regions based on statistics which appear in "School and Society," Dr. Parker's survey. In this region there are over 400 institutions of post high school vintage. Twenty-five of the 50 largest institutions in the United States reside in this region, including eight of the so-called "Big 10."

Last year of the total 5.5 million enrolled in higher education, some 22 percent attended institutions in this region. We have somewhere near 5,000 school districts enrolling approximately 9 million youngsters. Four of the 10 largest cities—Chicago, Detroit, Cleveland, Milwaukee—with all of their many and varied problems, make up an active regional office.

In these cities, particularly in Chicago, are the headquarters of many national organizations, publications, news services and international activities. So there must be provided a varied and extensive information service about education in the United States and foreign countries about Federal programs, about international or foreign service programs in education. Many requests are made by telephone. Equally numerous are those made by mail. In the past 2 years there has been a great influx of requests made in person bringing individuals to the regional office.

I do want to say that I have this list of staff members, both professional and secretarial, which is appended to the testimony which may be of interest as to their positions, as to their function, and when they joined the Office. I say this because this is very, very important. We have had difficulty in getting competent, dedicated professional staff as well as secretarial staff. What we have I am extremely proud of, and in my estimation they have no peers. They are abbreviated in many respects, primarily in number.

Now in conclusion, in my capacity as the acting regional representative, I have one basic function, and this is important in thinking in the relationship between the regional office and the people in Washington, and that is to facilitate the work of the program officers, which takes precedence over all activities of the Office, at least at this particular time.

The success of these officers in their relations with local and State officials depends on how well they carry out their responsibilities.

One factor which sometimes impedes their success is the inordinate amount of paperwork which we are attempting to solve.

Another related factor has to do with something that we are not as yet responsible for, and is determined primarily in Washington with regulatory and procedural matters that ultimately end up in terms of guidelines, rules, regulations, questionnaires, and the like. Hopefully, they can be solved in the near future, which should cause great joy to all, but particularly to our State and local colleagues.

We are greatly indebted to the latter who work with the programs at the grassroots level, and give so much of their time and use of their facilities to implement the programs. But more important, they give us also their thinking about the adequacies and inadequacies of the rules and regulations given to them to carry out the provisions of the acts passed by Congress.

May I say that I have found out, for example, in the National Defense Education Act, this often results in beneficial changes and at times brings about necessary amendments to the law. In such matters, I think one of the most important reasons for the regional office is that services that are available are utilized to great advantage to carry such thinking to the central office because, in my own thinking, we are the antenna of the Office of Education. It is our responsibility to keep our constituency at the grassroots level informed on all matters of mandates given by Congress.

Often more so, it is our responsibility to keep ourselves, the regional and central offices, informed as to the thinking of the grassroots constituency, and attempt somehow to evaluate this by either mail, or by personal confrontation.

By implication and inference, and more in a philosophical vein than practical, I have attempted to illustrate what, to me, is the role of this regional office. This does not negate the importance of "practical" aspects of our day-to-day activities. But in the last analysis, we are really concerned about the basic problems of the human condition, and these are problems of spirit and value and attitude. We must carry out our "nuts and bolts" responsibilities, and this we are doing.

In addition, as individuals and as an agency of the Federal Government, responsible ultimately to the people, I conceive our task also as aiding the education community in the nurturing of whole persons of broad vision, humane sensibilities, and great hearts.

May I conclude that we do have a philosophy in our office, which is exemplified by a very brief story, if I may relate it. This concerns the sequence of a new minister in his congregation. While delivering his first sermon he had the misfortune to have his trousers fall. The congregation was embarrassed, there was a hushed silence, but he very calmly and nonchalantly pulled up his trousers and adjusted them and said, "Brethren, from where I came we have a saying which I hope you will accept and it is, 'The more we get to see of each other, the better we will understand each other.'"

I shall be very happy to answer questions which you may have.

MR. BRADEMAS. Thank you very much, Mr. Hosch and Mr. Mousolite. I have two or three questions to start our conversation.

Here in the region that you gentlemen serve, you have a wide variety of educational institutions; you have four of the biggest cities in the

country: Chicago, Cleveland, Detroit, Milwaukee. In your relationships in carrying out these programs and administering these several aid-to-education programs, what are the areas where you have the most trouble and what are the areas where you have the least?

For instance, when I use the word "area" I think of your relationship to the State departments of education, the colleges and universities, both public and private, with local school systems. Are there administrative troubles that you identify with given kinds of institutions, or is that a fair question?

Mr. HOSCH. As a more impartial observer since I don't go into the day-to-day professional decisionmaking, on allocation of time may I just simply say from my observation we have something like 360 people on the regional office so I don't get a chance to see Peter every hour, or his staff.

One of the major problems, and I think this was brought out fairly clearly in the August hearings that your committee had, is the speed with which new programs have to be started and the limited amount of time that both State departments of education and higher education institutions have had to mount programs which in many respects contain new ideas, new directions, require innovations and imagination. Sometimes it is a little difficult to get instant response. It takes a little time to talk through the capacities of State departments of education. To offer advisory and consultive services to local districts, as you know, is rather weak in some places, so that I think the time element, the number of deadlines which have been necessary the last 2 or 3 years, has created a problem of getting around to seeing all of the people that should be seen, so that there can be a larger degree of understanding of what the programs are supposed to serve and how they should be organized.

I think Dr. Mousolite could answer your question a good bit more specifically than I can.

Dr. MOUSOLITE. Thank you, Bill.

As I said, I have been in the Office for 6 years here, 2 in Washington in addition. When I came out to the region, I discovered that one of the things that we had to do was to meet people, discuss our programs, work in our program reviews of the financial aids. That was one excellent way that we could show our professionalism, not only in terms of abilities to know this area but other areas of the institutions as well. The nine of us in the regional offices were all either deans or assistant presidents or presidents. We had no difficulty as an entree. So therefore in a few years, and I think I can say this very frankly, I think we have certainly cemented some very excellent relationships.

Now this was done simply because we went out 3 or 4 weeks out of the month, and kept visiting and going out. We were not able to visit all the institutions, we had our conferences, we talked; that is, we were there and were of help.

I have often said in my reports that I think we have the same situation now occurring with regard to our relationships in elementary and secondary education. We have had some good relations with the assistance to the impacted areas, some good relations in the vocational and technical areas. Now we are entering for the first time in a

very close relationship, or at least attempting to, with the elementary and secondary education people. How we will succeed will depend I think basically on who we have in the offices going out having a personal confrontation with the people at the State and local levels throughout the entire regions—how they deal with them, how the coordination exists with the people in Washington, what their concept of a regional office is, and what they ought to do.

This I say has been a very difficult problem with regard to how we function, so it was fortunate that some of us had Washington experience as well as regional experience.

I know what the problems are that exist at the present time and I have heard the complaints as well as some of the praises, of what is happening in the Office of Education, and how it is implementing its program.

Very little educational legislation was passed in the last 2 years except this one very important International Education Act which was chaired by Mr. Brademas, and I hope it will have an impact.

Again I have no doubt that if these things will exist we certainly will be on the same level in terms of our relationships with elementary and secondary as we are in higher education.

Mr. BRADEMAs. This is very helpful. I don't think I put my question quite sharply enough. We are very hard-hitting politicians, Mr. Quie and I, and we are accustomed to coming very much to the point. Now would it be a fair summary of what you two gentlemen just said that you get along a lot better with colleges and universities in respect to administering these programs because they have been in the Federal education business a lot longer than you do with the secondary and elementary, and that you are just really finding your way in the latter areas?

Dr. MOUSOLITE. This is what I meant.

Mr. BRADEMAs. Let me ask another question. I have been impressed by the efforts you have made to insure a degree of consultation with the various institutions with which you do business. Is any effort being made on a systematic basis to develop some kind of network of consultation and discussion? For instance, with the guidelines coming out, with many colleges and universities and elementary and secondary school officials wondering just what is available in the several programs—this is a question that I find when I go home all the time—are you making enough information available? Is anything being done on a systematic basis to insure that we hear from the consumer population, as we are doing this morning, and that we get not only their complaints but provide them with information as to what is available? I know you have given me these examples. My question is, do you operate systematically? If you don't, do you think it would be a good idea systematically to carry out such an undertaking?

Mr. HOSCH. I think this would be an excellent idea. I am not sure quite how we have done because of the variety of programs and the different groups.

Mr. BRADEMAs. That is just the point.

Mr. HOSCH. Yes, but if you had a system that included all these, I think you would wind up with an unmanageably large group of people to bring together at any given time. Mostly we find in educa-

tion and health and so on, that you break up the areas to be explored and to exchange information on a basis of either a discipline, such as staff development or medical social work and public information, because the number of people involved becomes so large that it is difficult to get a decent free exchange. If you have an auditorium of 2,000 people, it is a little more difficult to manage than if you have 200.

Mr. BRADEMAs. I don't suggest that it should be a mass conference or only one conference. What occurred to me is that there might be something to be said for getting together elementary school superintendents and principals and teachers to talk about the Elementary and Secondary Act.

Mr. HOSCH. I think this has been done to some extent, but Peter can talk more particularly.

Dr. MOUSOLITE. Yes, this we have done but not on an organized basis, because this is the first real year of the ESEA. We plan to do this now since we have two members of the staff, but unfortunately they are serving two regions. An outstanding example is the student financial aids. We have done this on a systematic basis, we have conferences which are hosted by institutions. We had six, for example, in the last 6 weeks. We plan to have 25 more by the time this fiscal year terminates.

One area, for example, I think you all know what problems we are having with the guarantee loan program. We get reports, for example, in the Cleveland area that the banks there will not cooperate.

Mr. BRADEMAs. Do you invite the bankers to sit in on some of these?

Dr. MOUSOLITE. Here in Illinois we have great success. Mr. Bates, who is vice president of the American National Bank, and Mr. Boyd and his staff of the Illinois State Scholarship Commission. So when I find that there is a plea from the Cleveland area where they have a half-dozen to a dozen banks but five big ones that are not participating, we make arrangements to go to Cleveland, as we did 2 weeks ago. We presented to the bankers and to the institutional people there, the financial aids, how the program was being implemented in Illinois, and why could they not do it in Cleveland, and this has been successful.

Mr. BRADEMAs. Let me ask you one more quick question before I yield to Mr. Quie. Do you in the regional office find at your level, and at your level respectively, many appeals being made from local or State agencies? For instance, suppose in respect of title I of the ESEA you get a quarrel between the local public school district and the local parochial school system. I am told that, happily, there have not been very many quarrels in the country. Does this ultimately land up in your office or not?

Dr. MOUSOLITE. May I answer this?

There was one instance in Wisconsin, and our people went out, and what they did was they listened, they gave advice when asked, and they made their report to Washington. Now they have just been out in the office for 2 or 3 months, and I think there is still something to be done with regard to how far they can go.

Mr. BRADEMAs. So this does not happen very often?

Dr. MOUSOLITE. No.

Mr. HOSCH. I think it might be added here that the general plan has been, as I understand it, for the State department of education to take

the responsibility for solution of such difficulties as may arise at the local level between community organizations that may have different ideas of what title I is for.

Mr. BRADEMAS. Mr. Quie.

Mr. QUIE. Yes. I have a little problem with your idea of nine little Mount Sinais around the country. Remember the story of Moses coming off Mount Sinai and how they didn't get along too well without him and it ended up he was supreme boss with the experience.

I gather that this is the way it presently operates in most regional offices and with the Elementary and Secondary Act right now. For instance it was told us in the Boston area that the guidelines reached the superintendent of schools before they ever reached the regional office. When we talked to the elementary and secondary school people—to a man in the Northeast and in the national organizations appearing in Washington, they said "We don't want to have the regional offices strengthened. It is as easy to call Washington as it is the regional office." They contend that nobody there can make decisions. They are a service organization and could help in that way. For instance, in higher education they have been involved in the construction of buildings and give that kind of assistance, while in programs it is just impossible because you have to go to the top.

I was wondering if you had any comments on that. We are in a different region, and there may be a different story out here.

Dr. MOUSOLITE. Yes. In the higher education in this region we have decentralized where we make decisions in the financial aids. Hopefully, we will be doing this in June in the higher education facilities.

One excellent area, under Dr. Joseph Vernon, small grants projects, and the consortium of institutions working together to implement the proposal that has to be approved.

Now this project, this program here is almost completely decentralized. He draws in his consultants, they go over the proposals that have been submitted, and there is a great deal of activity in this area now, as there should be. Then the decisions are made and sent to Washington. Eventually the commissioner will delegate his signature to the head man out in the region.

I think perhaps Mr. Bright made this point in the testimony last August.

Mr. QUIE. That is in the regional research laboratories?

Dr. MOUSOLITE. No; this is in the research small grants projects, which are devoted to the small colleges and the like, not the large institutions. There are other programs for them.

May I say again that just as we have begun to work closely and we have been given decisionmaking authority in the higher education area, we are just beginning this now but we certainly have problems which I know we will overcome. Problems existing in what the people in the regional office should do in elementary and secondary, how much authority should they have?

I fully expect them to have authority to work with the State Department people, to help the local districts prepare their proposals, and to work on a coordinated basis and then perhaps follow up on those who were refused or those who were successful in being given moneys to implement the programs.

Mr. QUIE. In the higher education area there is no State organization which has the relationship of a State department of education with the local colleges, be they private or public, as the State department of education really has a main responsibility for elementary and secondary education and has close connection with every local school district.

Now if you strengthen the regional office in elementary and secondary education comparable to the higher education, won't this in effect weaken the State departments of education?

Dr. MOUSOLITE. No, I don't so. Of course we have not gone into this yet. I don't think it can be because the duties and responsibilities of the State department of public instruction are certainly spelled out, and we certainly would not interfere with these. We could come in wherever we were asked. We would attend conferences, we would go out with their permission to visit the local school districts. We in a sense would be an arm of the State department of public instruction.

Mr. QUIE. You mean you would not go to the local school district without the State department knowing about it and being fully informed?

Dr. MOUSOLITE. I was talking about procedures.

Mr. QUIE. Under title III, as an example.

Dr. MOUSOLITE. Yes. May I say when I first came out here in an acting position, I could not visit the schools unless I had the State department of public instruction's permission. When I became acquainted with Mr. Bartlett in Michigan, for example, he said, "Forget about it, you go out whenever you feel that you get a request to come out."

May I say that sometimes I perhaps feel that the immediacy and urgency of a situation demands certain actions, but we certainly will abide with these particular rules and regulations whenever possible.

Now in higher education incidentally, Mr. Quie, there is of course the State commission.

Mr. QUIE. Yes; that is on the facilities.

Dr. MOUSOLITE. Where they have two functions to perform. One is to determine which of the program proposals that come to them could be accepted and, second, how much money is to be given to each of these in terms of availability of funds and so on.

Now I see a person on my staff, Miss Marian Proesel, who I think is just tops in this area with HEFA. She has been a help in aiding these State commissions, and I think many of them do need help in terms of advice and consultation. She has gone to many of these meetings and has been of great help to them in the interpretation of rules, and the like.

Mr. HOSCH. Could I add one point on your point about decentralization? I think we have found through the years in many other programs besides education that there is a question of timing here as to when you can decentralize. I think it is an obvious point. When you are beginning a new program and there are areas and programs which need to be assessed, you need to hold decisionmaking at the central office level until such time the major policies have been decided upon. At that time, it is a little safer, shall we say, in terms of avoiding confusion, to decentralize decisionmaking because you have a policy base on which it is possible to act.

We have found this in every other program of the department, so I don't see why it would not also be true of the Office of Education.

Mr. QUIE. Let me ask you a question about vocational education, because this is a program where you have had a strong regional office relationship in the secondary school level for some time. I would like to have you tell me how you relate with the schools and the State department of education in this program, bearing in mind that, under the vocational education program, there is a strong State department of education involvement, to the extent of devising a State plan as compared to title I of the Elementary and Secondary School Act, for which you require State Department approval, and then with title III where the State department only is asked to give recommendations, and their approval is not necessary, nor is there any State plan.

Dr. MOUSOLITE. Dr. Summers, who heads up this area in the Office—I think he is in this audience—works very closely with the State department of vocational education people. It would seem to me that the relationship which has been established—and I mentioned this in speaking of the federally affected areas—has certainly gone a long way toward bringing the various people at the local grassroots levels, together.

Mr. QUIE. I don't want to include the federally affected areas. I would like to have you follow it through and perhaps he could do this in detail, showing us how it operates with the vocational education because here there is a stronger directed State responsibility than in any of the others.

Dr. MOUSOLITE. Hobart?

Mr. BRADEMAS. Identify yourself for the record, please, sir.

STATEMENT OF DR. HOBART SUMMERS, REGIONAL REPRESENTATIVE, MDTA

Dr. SUMMERS. My name is Hobart Summers, regional representative, MDTA. I also have another hat; I am the regional representative for manpower creating activities in the five States of this region.

Mr. QUIE. That is one of the vacant positions you are filling here?

Dr. SUMMERS. Yes. It is customary in this region to have two jobs.

Mr. QUIE. I noticed that.

Mr. BRADEMAS. Built-in coordination.

Mr. QUIE. My question then is what kind of service do you provide for the States, and what does this relationship of where you have a direct cooperation or work with them on the real decisionmaking in the State?

Dr. SUMMERS. Yes. May I take a State like Michigan, for instance? We have two or three or four acts that we are servicing: the Vocational Education Act of 1963, the Smith-Hughes Act, and the George-Barden Act, which are the old acts as you well know, and the new one, 1962, Manpower Development and Training Act. They are serviced with supposedly two staffs.

At the present time we are short handed, but we give service directly to the State director of vocational education who is also the assistant superintendent of instruction in the State of Michigan under their new constitution.

We also give service through a staff having agriculture experts, health occupation experts, and a distributive education expert who is now on board in our office. We do not have a complete staff at the present time but that is for the vocational and technical work under the Vocational Act of 1963. So there are services available to the States and their directors throughout both the Manpower Development and Training Act and through vocational and technical activities.

Mr. QUIE. You deal only with the State officers?

Dr. SUMMERS. We deal directly with the State offices, and when we go into Detroit to visit the Detroit Skill Center, we are sure that the State department knows that we are doing it.

Mr. QUIE. What kind of work do you do at the Detroit Skill Center?

Dr. SUMMERS. We are the ones that have to approve their budgets, and sometimes we have to give advice to them in preparation of their budget approved by Detroit city schools, Detroit vocational education and which finally needs the approval of the regional representative of the Commissioner of Education.

Mr. QUIE. Why can't the State director provide that assistance in preparing their budget?

Dr. SUMMERS. Well, for the reason that the regulations of the Federal Register call for the Commissioner of Education to give final approval to the budget for a program of manpower, for instance.

Mr. QUIE. Has it gone through the State office then?

Dr. SUMMERS. It has gone through the State office. I believe there is a regulation in manpower that any program that is under \$50,000—that includes both the training allowances and the training costs—can be approved by the State director, without having to have approval of the Federal representative.

Small programs are approved by the State director, but the larger programs call for approval through the Federal Register, and regulations by the representative of the Commissioner of Education.

Mr. QUIE. In other words, the Detroit Skill Center has already worked with the Detroit school system and the State office?

Dr. SUMMERS. That is right.

Mr. QUIE. Then you come in to give the final approval by the Commission?

Dr. SUMMERS. That is right. That is what the regulations call for, and we come in at their request.

Mr. QUIE. All right.

Dr. MOUSOLITE. May I just add that Dr. Summers was formerly assistant superintendent of education in the city of Chicago and has had wide experience. We are delighted that he is with us.

Dr. SUMMERS. I have been in this job 4 years. I might say I was the first one in this area as a regional representative for the vocational education activities under the Manpower Act. It has been a very stimulating experience, to say the least.

Mr. QUIE. Let me ask you one more question, Peter, with regard to the education programs that are administered outside of the Department of Health, Education, and Welfare. Do you have any problem in coordinating them?

Dr. MOUSOLITE. No, we don't have much.

Mr. QUIE. You don't have anything to do with it?

Dr. MOUSOLITE. We get inquiries about the National Science Foundation because we do have some programs that are in the facilities, for example, and the like. We do get requests for information.

Mr. QUIE. No responsibility in coordination?

Dr. MOUSOLITE. Nothing.

Mr. QUIE. What about OEO's Headstart program?

Dr. MOUSOLITE. We have had some initial meetings with the OEO people about a year or so ago that went by the board, we became so active. I understand now under title I there is consideration being given for Headstart to be at least coordinated with the OEO. How far this has gone I don't know.

Mr. QUIE. What do you think of that idea of bringing Headstart and title I together?

Dr. MOUSOLITE. Very good idea. Very good. More so in programs like Upward Bound. I think a program like Upward Bound, without hurting the feelings of OEO, would certainly jell and mesh with our education talent and education representatives. I think those three have a similar mission to perform, and we should coordinate because we have had some difficulty under the educational activity grants.

Mr. QUIE. Thank you.

Mr. BRADEMAS. Thank you very much, gentlemen.

We have about an hour and a half before we break for lunch, so what the Chair would like to suggest—he is not sure if he has an accurate list of the next witnesses—would be that the witnesses or their representatives who have been scheduled to appear at 10:30 now come forward and take seats at the table that is being set up as well as alongside Mr. Hosch and Mr. Mousolite. In a moment the Chair will ask you to identify yourselves.

Mr. Radcliffe, of our committee staff, has name cards if you would be kind enough to assist him.

(The Panel assembled for discussion and questions follow:)

Melville H. Hosch, Regional Director of Region V, Department of Health, Education, and Welfare.

Peter Mousolite, Regional Representative, U.S. Office of Education.

Hans O. Mauksch, dean, College of Liberal Arts, Illinois Institute of Technology, Chicago, Ill.

Eric H. Johnson, Administrative Vice President, Illinois State University, Normal, Ill.

Sharvy Umbeck, President, Knox College, Galesburg, Ill.

Rolf A. Weil, President, Roosevelt University, Chicago, Ill.

William Harrell, Vice President, University of Chicago, Chicago, Ill.

Oscar Shabat, Director, Chicago City College, Chicago, Ill.

Eldon Johnson, Vice President, University of Illinois, Urbana, Ill.

Mr. BRADEMAS. Would you gentlemen making up the Panel please identify yourselves for the record.

Mr. MAUKSCH. I am Hans O. Mauksch, Dean, College of Liberal Arts, Illinois Institute of Technology, and I represent Dr. John T. Rettaliata.

Mr. ERIC JOHNSON. I am Eric H. Johnson, Administrative Vice President of Illinois State University. I am representing President Robert Bone.

Mr. UMBECK. Sharvy Umbeck, President of Knox College.

Mr. WEIL. Rolf A. Weil, President of Roosevelt University.

Mr. HARRELL. William Harrell, a Vice President of the University of Chicago, representing Dr. George Beadle, President.

Mr. SHABAT. Oscar Shabat, Director, Chicago City College.

Mr. ELDON JOHNSON. Eldon J. Johnson, Vice President of the University of Illinois, appearing in place of President David D. Henry.

Mr. BRADEMAS. I would like to make the following suggestion:

Because there are several of you, and we want to hear from all of you, I would suggest, that each of you summarize his statement in about 5 minutes—no more than 5 minutes. We will then put questions to you individually or put questions to which we will invite you to make any comment you wish. I know that Mr. Weil has to leave, so if he would like to comment now, we would be pleased to hear from him.

STATEMENT OF ROLF A. WEIL, PRESIDENT, ROOSEVELT UNIVERSITY, CHICAGO, ILL.

Dr. WEIL. I am most grateful to you, Mr. Brademas, Mr. Quie.

I think I can read mine in 5 minutes and I will abbreviate where possible.

My name is Rolf A. Weil. I am the president of Roosevelt University in Chicago. I hold an earned doctorate in economics from the University of Chicago. Prior to my assumption of the presidency of Roosevelt University, I served as professor of economics and finance, chairman of the department of finance, dean of the College of Business Administration and acting president of Roosevelt University. Roosevelt University is a private nonsectarian institution with 6,800 full- and part-time students (or approximately 4,500 full-time student equivalents). It is the fifth largest private university in the State of Illinois and has an operating budget of over \$5 million annually.

Roosevelt University is participating in a wide variety of federally supported programs administered by the U.S. Office of Education, including the student loan program, the educational opportunity grants program, the guaranteed student loan program, the college work-study program, the program to strengthen libraries and library resources, the program for cooperation with developing institutions, the program for equipment for undergraduate instruction, the program of institutes under the National Defense Educational Act, and construction programs under the Higher Education Facilities Act.

Roosevelt University is also participating and has participated in a wide variety of educationally related programs under the jurisdiction of administrative units other than the U.S. Office of Education. These include programs under the Office of Economic Opportunity, the Peace Corps Administration, the National Science Foundation, the National Institutes of Health, and the National Institute of Mental Health.

Even though we have had a wide variety of experience with federally supported programs, many of these are new programs which have been in operation only a year and it is, therefore, too soon for us to offer anything other than preliminary opinions and evaluations.

The U.S. Government has, through recent congressional action, taken steps to satisfy one of the most pressing needs of this Nation. The massive support to education in general and to higher education in particular, which has been approved in recent legislative sessions, is a bold and dramatic response. The extension of support under the Higher Education Act of 1965, the Higher Education Facilities Act of 1963, and other legislation aiding both private and public institutions of higher learning, is significant recognition of an important partnership which has existed and which must continue to exist.

In the processing of our applications under the various programs and in subsequent contact during their operation, our experiences with the U.S. Office of Education, in both the national and local offices, have been extremely positive. The administrators in these offices have gone out of their way to recognize our strengths, to understand our problems, and to give us every help within the provisions of the law.

We are impressed with the burden which has been thrust upon the U.S. Office of Education, particularly its national office, with the responsibility of administering a wide variety of new programs under multiple legislation. We offer the suggestion that increased decentralization of authority and the assignment of greater decisionmaking power to the regional offices might provide a way of relieving the burden in Washington. The regional offices, which are well acquainted with the educational panorama in their areas, are in a position to become familiar with the resources of the institutions with which they deal.

Although Roosevelt University is only 21 years old and has a relatively small endowment, it is an institution which is interested in performing its share of public service responsibilities as well as in teaching. Other institutions in the metropolitan area look to Roosevelt University to help provide services in the public interest. We are, because of our location and tradition, willing and prepared to render such services. We welcome those aspects of Federal legislation which will help us perform these tasks.

Nevertheless, we have come to recognize that when we undertake service programs where the total cost of such programs is not provided for, we must divert some of our resources from areas such as our regular teaching program in which they might otherwise have been allocated.

Although the principle of requiring institutions to provide matching funds for Federal grants appears to be sound for an individual program, the total effect on an institution which wants to engage in a variety of programs is burdensome. Congress, in utilizing the principle of matching grants, may have unintentionally created a situation where public institutions with access to State funds and heavily endowed private institutions are able to participate in, and take advantage of, a wide variety of programs that they might otherwise have undertaken at a much higher cost to them.

Private institutions that are less heavily endowed find their resources stretched even further than in the past and, in comparison with the older and wealthier institutions, may be falling further behind in meeting their educational responsibilities. Therefore, we

would favor legislation that would cover the total cost of programs that are deemed to be in the national interest or which would establish equalization grants that would take into account the relative resources of participating institutions.

I might liken the operation of the new programs in support of higher education to the early operation of the programs of Federal grants to States for highway construction and for welfare purposes.

As you know, in the early days of this legislation, many States with relatively low budgets were not able to take advantage of the funds available or actually authorized for them. A few of the wealthier States were able to utilize all of the funds available to them. Subsequently, reducing matching requirements and equalization grants were introduced into these programs. May I suggest that the principle of equalization be considered in the area of higher education legislation.

We also wish to encourage and support legislation that strengthens teaching as well as research and public service programs, and the need for facilities. We are in agreement with others who have advocated the development of a program of unrestricted institutional grants. Such a plan does not deny the importance of specific programs in particular categories and is, in fact, necessitated by the existence of such categorical aid.

During the past year, Roosevelt University has shared the experience which must be common to most other universities as well as to the U.S. Office of Education: the feeling that we have had to prepare for and submit proposals under tremendous pressure of time. It is our understanding that this pressure was a result of the new legislation and the necessity of developing immediate implementation. It is our hopeful expectation that, as more experience is gained with these programs, more advance notice can be given to us of the deadlines and guidelines. We have already noticed considerable improvement in this area during the current academic year.

I am confident that your committee, which has initiated these programs to serve the national need for education, will continue to be cognizant both of the national welfare and the specific needs and problems of the Nation's colleges and universities.

I would be glad to answer any questions.

Mr. BRADEMAS. Thank you very much, Dr. Weil.

Also affected by the name of Roosevelt, I will let you answer a question that Mr. Quie has for you.

Mr. QUIE. We are talking about Teddie there. [Laughter.]

Dr. WEIL. Take it either way.

Mr. QUIE. I want to ask you a question. I understand you have to leave.

You mentioned a 100-percent need for financing of Federal programs. It is my understanding they are already 100 percent financed, with all the overhead costs covered in the research contracts and the Appropriations Committee setting a fixed figure which causes difficulty with the institution. They all seem to be 100 percent financed.

Dr. WEIL. Many of our programs are not 100 percent financed. I think you are right about the institute programs.

Mr. QUIE. Which ones do you specifically have in mind?

Dr. WEIL. I am not sure I can make a distinction between those under the Office of Education and the others. But take the whole student aid program; although this helps the institution in many ways, it requires a tremendous staff to handle it. There are various aspects of the student aid program. Many of the programs, such as Upward Bound, are under considerable pressure to contribute not only in terms of overhead but also in terms of direct costs toward the maintenance of a program.

Mr. QUIE. Does not the institute share some responsibility for bringing students to college who otherwise would not have attended an institution of higher learning, similar to the aid for Federal-State roads and county roads where 50-percent matching is the highest we go in the highway program?

Dr. WEIL. I recognize there is such responsibility; however, it goes beyond that. For example, you want to perform a task of educating at the colleges and universities young people who might otherwise not even attend college, and you have to go out into the high schools and try to identify those who could benefit from college education, especially in the inner city. Then you bring them in and you see to it that they get the package of aid which is now available. Yet if you take your financial purpose seriously, and if you do the thing we are doing, going out into the inner city schools to try to identify these youngsters, you have considerable costs when you bring them to the university that are in no way covered.

Mr. BRADEMAS. If the gentleman will yield?

Is it essential, however, in achieving a national purpose that the Federal Government carry the entire burden? The private and public non-Federal sector, aren't they involved in helping achieve the national purpose?

Dr. WEIL. Yes. I am not suggesting that the Federal Government carry the entire cost; I am suggesting that they may carry the entire cost of certain specific programs. After all, your facilities available to go out and recruit staff, and you divert staff from other functions to the particular functions that the legislation asks you to perform. Some of these costs are simply not covered.

The Higher Education Facilities Act, of course, is another obvious illustration. I am all in favor of matching but there is so much of it that it becomes burdensome after a certain point. We have been involved now in all of the various facilities programs, the dormitory program, the Upward Bound program. In most of these programs we have had to put some of our resources into it, and I am not saying that this is not desirable, but it makes it extremely difficult for an institution that is not very affluent. We have to go out and raise money not only for our traditional objectives but now also for these particular objectives, which are terribly important.

I am particularly concerned with problems of the inner city. These are the greatest problems that I think the Nation faces, and it is not enough to say we are going to help a youngster who comes from the South Side of Chicago and comes out of the slum area if he ever gets to our institution. What are the chances of getting him to come to our institution? You have got to do something to get him there. This means that we have to advise and to confer with his counselors, his teachers, and with him.

Mr. QUIE. Just to bring to the record here some of the thinking of the Members of Congress, when we funded such a program we kind of felt that the institutions of learning should assume more of the responsibility than they had previously assumed. We wanted to give them the incentive to get into what we felt was their responsibility, and we had in mind this very thing, that you would bear some of the burden. You see, we have problems similar to yours in raising the money for these programs.

Dr. WEIL. I am one of those from whom you raise it. [Laughter.]

Mr. QUIE. We don't come back again if we don't get a little help in raising money for the private sector.

Dr. WEIL. Let me comment by saying very quickly that I think that the institutions of higher learning are dedicated to the programs for which this new legislation has been passed, and we are willing to make all the contributions we can. But I think Congress must recognize that when you pile program upon program it does begin to strain the resources of the less affluent private institutions. And not only the financial resources, but the human resources.

You see, even if you had the money there is sometimes the problem of getting all the staff qualified to take care of the programs which are important and which we do want to carry out.

Mr. QUIE. Let me ask one other quick question, and some of the others of you may want to speak on this when you make your remarks, and that is the recommendation for institutional grants. I am impressed in a sense with the institutional grants program, and what it has accomplished. I like it. I would ask you, though, as a private nonsectarian institution, do you feel that we have any constitutional problems if we would provide institutional grants for private church-related institutions of private learning?

Dr. WEIL. I am not a constitutional lawyer so I don't think I would speak with any expertise on this. As far as I am concerned, I personally have no reservations on aid to any educational institutions as long as the national objective is met. I am no expert on the constitutional question.

Mr. BRADEMAs. Thank you very much indeed, Dr. Weil. We appreciate your taking the time to come.

Dr. WEIL. Thank you.

Mr. BRADEMAs. We will next hear from President Umbeck.

STATEMENT OF SHARVY G. UMBECK, PRESIDENT, KNOX COLLEGE, GALESBURG, ILL.

(The prepared statement of Mr. Umbeck follows:)

PREPARED STATEMENT OF SHARVEY G. UMBECK, PRESIDENT, KNOX COLLEGE,
GALESBURG, ILL.

My name is Sharvy Umbeck. I am the president of Knox College, an independent gift-supported, liberal arts college, located in Galesburg, Illinois. Knox is not affiliated with any religious organization. It is an undergraduate, co-educational college with an enrollment of 1,250 students.

The trustees of Knox have adopted a set of principles defining the considerations which shall govern our decisions regarding application for and acceptance of federal funds. Because of the far-sighted and sensitive fashion in which

Congress has developed its programs for higher education and because of the effective fashion in which they have been administered, the extent and scope of federal programs in which Knox has been able to share has been extensive. As a matter of fact, a review of federal programs available to even so small a college as Knox is astounding. cf. Appendix.

Let me make it abundantly clear that trustees and administration and faculty of Knox College feel that Congress is to be commended for the extraordinarily effective and prompt fashion in which you have addressed yourselves to a broad spectrum of very basic and important problems in the field of higher education. You have permitted neither the complexity nor the vast dimensions of these problems to stand in the way of forthright and immediate action. Furthermore, we are especially appreciative of the helpful and understanding attitudes which your able and respected administrators have brought to the management of the programs you have established.

Because most of the men who will speak here this morning are from large multi-purpose universities, I shall confine my suggestions and observations to those areas which are especially applicable to free-standing liberal arts colleges. Of course I am well aware of the fact that some of these concerns are shared with the large complex universities.

First: I suppose that every speaker who appears before you will point to the pressing need for more adequate funds for the College Housing Loan Program and for the Educational Facilities Loan Program. You must be aware of the extent to which the growth of many colleges, large and small, is seriously delayed by the lack of funds in these two programs.

Although I am not competent to judge its impact on the federal budget, I am convinced that the proposal of Mr. Raffkind for no-interest college housing loans by providing federal government guarantees and interest subsidies to private investors would stimulate expansion of college housing facilities to its required pace.

Second: One of your primary objectives has been to increase the number of spaces available to the growing number of students seeking admission to institutions of higher learning. You have taken gigantic strides to increase student facilities—teaching and research facilities as well as dormitories, dining rooms, and unions. However, you have yet to provide some much-needed tools to enable expanding institutions to acquire the land necessary for growth.

You must be well aware of the fact that a host of colleges are situated in land-locked locations. This is true of many liberal arts colleges as well as urban universities. For many of these institutions growth is not a viable possibility unless there is opportunity for expanding the boundaries of the campus. Cost of land acquisition is an important, but by no means the only, consideration. The reluctant or recalcitrant seller can be a major impediment to campus expansion.

Urban Renewal has proved to be an effective aid for those colleges whose unique circumstances permit its use, but land-locked colleges are not always located adjacent to areas which qualify for Urban Renewal. These colleges, therefore, must utilize the cumbersome and slow and expensive method of individual negotiation with owners of adjacent properties. The power of eminent domain, with appropriate safe guards for community planning and land use, may offer one alternative.

Third: Through a series of fortuitous circumstances, I have been placed in a position to be especially sensitized to the lack of managerial expertise in a host of small liberal arts colleges. There can be no question about the fact that many colleges are not making optimum use of existing resources of personnel and funds due, in part, to lack of sophistication in rudiments of good institutional management procedures. Most, but by no means all, of these institutions would be included among those which you define as "developing colleges."

This problem will be brought into even sharper focus if you will examine the extent to which these institutions, the very colleges which most need help, have failed to avail themselves of the many opportunities you have placed before them. For this failure they frequently plead lack of staff, without even recognizing the fact that they cannot afford to be inadequately staffed—that inadequate staff, in and of itself, may contribute to inefficiency.

I would urge the development of programs directed toward improving and strengthening the management processes and procedures at these colleges. Through such programs you could facilitate more efficient and effective utilization of institutional resources—including resources made available by the federal government.

I am well acquainted with existing efforts in this area of concern, and can say unequivocally that these efforts are not reaching and are not likely to reach significantly that group of institutions identified as "developing colleges."

Fourth: Perhaps most helpful of all would be the creation of programs directed toward the development of able, well-trained scholar-teachers for undergraduate liberal arts colleges. Historically, liberal arts colleges have been compelled to look to the great graduate centers to supply faculty personnel. The liberal arts colleges have had neither the resources nor the structure to provide personnel essential to the perpetuation of their own species. The graduate centers have been fully occupied with tasks relating to their own objectives—most of them have not addressed themselves seriously to the preparation of teachers of the type we need. It is urgent that there be created programs of a post-doctoral character which have as their main objective the preparation of teachers for undergraduate liberal arts colleges. Such teacher-oriented post doctoral centers should make full use of the growing body of information regarding most effective practices and procedures for attaining the ends of undergraduate liberal arts education.

Fifth: You must be well aware of the financial burden which many federal programs have imposed on the private free-standing liberal arts colleges. Many federal dollars are "so expensive" that we can't afford to take them.

Frequently the problem originates in a conflict of basic objectives. Programs designed to provide financial aid to the *student* may turn out to be a liability to the *college* because of high costs of administration or because of dollar matching requirements. Look, for example, at the Economic Opportunity grants. The relatively high tuition costs of colleges of our type make the demands of institutional matching funds (to meet student financial need) practically prohibitive. Many of us enter into these programs only on a "token" basis because we cannot afford the larger scale participation which you would like. To compound the problem, the need to withhold income taxes from earnings under the work-study program diverts significant funds from their intended purpose—student aid.

If you really want to make liberal arts colleges accessible to economically underprivileged groups, it would appear necessary to expand the upper limits of scholarship funds available to these students.

Sixth: Very modest grants for non-project oriented science research has given great impetus to science departments on liberal arts campuses. It is amazing to note how much full-time teachers in humanities and social sciences, as well as natural sciences, can accomplish with a little money for special library purchases, travel to major library collections, micro-film, appropriate apparatus, and undergraduate assistants, etc. I would urge expansion of programs designed to support such work at those institutions which have demonstrated their capacity to conduct distinguished teaching programs. It might be fruitful to utilize such objective measures as those described in House Report No. 1158, October 1965, pp. 42-43.

APPENDIX

U.S.O.E.:

- Federal Guaranteed Student Loan Program.
- National Defense Student Loan Program.
- Educational Opportunity Grants.
- College Work-Study Program.
- Library—Material acquisition grant.
- Higher Education Facilities Construction—Grants & Loans.
- NDEA Language Institute for High School Teachers.

N.S.F.:

- Academic Year In-Service Institute for High School Teachers.
- Summer Science Institutes for High School Teachers.
- Summer Science Institute for High School Students.
- Undergraduate Research Grants.
- Faculty Research Grants.
- Institutional Grants.
- Undergraduate Scientific Equipment Grants.

N.I.H.:

- Undergraduate Research Grants.
- Grant for Intern Programs in Mental Health Care.
- Veterans Readjustment Benefits Act of 1966.

Educational Benefits Clause—Social Security.

AID—Bureau of the Census—International Statistical Programs Office.

R.O.T.C.

Federal Surplus Property Program.

College Housing Loan Program.

Urban Renewal.

Dr. UMBECK. Mr. Chairman, Mr. Quie, I am the president of Knox College. It is an independent, gift-supported, liberal arts college located in Galesburg, Ill.

When Peter talks about the grassroots, we are really in them, although this morning we would not boast of being the Riviera of the prairie, I assure you.

Knox is not associated with any affiliated position. We are an undergraduate institution with an enrollment of about 1,250.

Because I am the only speaker here this morning from a liberal arts college, I shall confine my suggestions and observations to those areas which are especially applicable to the free-standing liberal arts college. I am well aware that some of these concerns are shared with large complex universities.

First I suppose that every speaker here today will point to the pressing need for more adequate funds for the college loan program, both for housing and for educational facilities.

Second, one of your primary objectives has been to increase the number of spaces available to the growing number of students seeking admission to institutions of higher learning. You have taken gigantic strides to increase student facilities—teaching and research facilities as well as dormitories, dining rooms, and unions. However, you have yet to provide some much needed tools to enable expanding institutions to acquire the land necessary for growth, and I am speaking now, of course, of the nonpublic institutions.

You must be well aware of the fact that a host of colleges are situated in landlocked locations. This is true of many liberal arts colleges as well as urban universities. For many of these institutions, growth is not a viable possibility unless there is opportunity for expanding the boundaries of the campus. Cost of land acquisition is an important, but by no means the only, consideration. The reluctant or recalcitrant seller can be a major impediment to campus expansion.

Urban renewal has proved to be an effective aid for those colleges whose unique circumstances permit its use, but landlocked colleges are not always located adjacent to areas which qualify for urban renewal. These colleges, therefore, must utilize the cumbersome and slow and expensive method of individual negotiation with owners of adjacent properties. The power of eminent domain, with appropriate safeguards for community planning and land use, may offer one alternative.

Third, through a series of fortuitous circumstances, I have been placed in a position to be especially sensitized to the lack of managerial expertise in a host of small liberal arts colleges. There can be no question about the fact that many colleges are not making optimum use of existing resources of personnel and funds due, in part, to lack of sophistication in rudiments of good institutional management procedures. Most, but by no means all, of these institutions would be included among those which you define as "developing colleges."

This problem will be brought into even sharper focus if you will examine the extent to which these institutions, the very colleges which most need help, have failed to avail themselves of the many opportunities you have placed before them. For this failure they frequently plead lack of staff, without even recognizing the fact that they cannot afford to be inadequately staffed—that inadequate staff, in and of itself, may contribute to inefficiency.

I would urge the development of programs directed toward improving and strengthening the management processes and procedures at these colleges. Through such programs you could facilitate more efficient and effective utilization of institutional resources—including resources made available by the Federal Government.

I might say that I am well acquainted with existing efforts in this area of concern, and can say unequivocally that these efforts are not reaching and are not likely to reach significantly that group of institutions identified as “developing colleges.”

Fourth, perhaps most helpful of all would be the creation of programs directed toward the development of able, well-trained scholar-teachers for undergraduate liberal arts colleges. Historically, liberal arts colleges have been compelled to look to the great graduate centers to supply faculty personnel. The liberal arts colleges have had neither the resources nor the structure to provide personnel essential to the perpetuation of their own species.

The graduate centers have been fully occupied with tasks relating to their own objectives—most of them have not addressed themselves seriously to the preparation of teachers of the type we need. It is urgent that there be created programs of a postdoctoral character which have as their main objective the preparation of teachers for undergraduate liberal arts colleges. Such teacher-oriented postdoctoral centers should make full use of the growing body of information regarding most effective practices and procedures for attaining the ends of undergraduate liberal arts education.

Fifth, you must be well aware of the financial burden which many Federal programs have imposed on the private freestanding liberal arts colleges. Many Federal dollars are “so expensive” that we can’t afford to take them—and here I am supplementing in part Dr. Weil’s testimony in a conflict of basic objectives, programs that are designed to provide financial aid to the student which turn out to be a liability to the college because of the high cost of administration or because of the dollar-matching requirements.

Look, for example, if you will, at the economic opportunity grants. At Knox College in order for us to grant one student—

MR. QUE. Let me stop right here. Are these educational opportunity grants?

DR. UMBECK. Yes. If you want students, and I am not sure you do or should, but if you want students under the educational opportunity grant to come to colleges of our type, the cost becomes prohibitive.

For example, at Knox College every such student that we take costs us in excess of \$2,000 per student. That is assuming we get the full grant of \$800, and that we can give him a full workload of up to \$600. We still have to put in over \$2,000. Perhaps you don’t want him at institutions of our kind. If you do, this is what it costs us. The Gov-

ernment compounds the problem by compelling us to withhold income taxes from the money he does earn and you divert money intended for student aid in other directions.

Mr. QUITE. Isn't this true of all the other students to whom you might give a scholarship?

Dr. UMBECK. I don't follow your question.

Mr. QUITE. Suppose there was no Economic Opportunity grants, and you provide scholarships.

Dr. UMBECK. In the case of every student who has full need of the type that qualifies for the Economic Opportunity grant, this would be true. But you see, the number of such students we can take is limited. For example, last year out of an enrollment of 1,250 we had 150 students where the total family income was less than \$5,000, but these were people handpicked on the basis of high ability. Under the Economic Opportunity grants the basic is need. In token fashion it costs us over \$2,000 per student, whereas that same money could be diverted to students who could pay part of their way.

I would be glad to discuss that with you if you wish.

The last point I want to make is that the very modest grants for non-project-oriented science research has given great impetus to science departments on liberal arts campuses. It is amazing to note how much full-time teachers in humanities and social sciences, as well as natural sciences, can accomplish with a little money for special library purchases, travel to major library collections, microfilm, appropriate apparatus, and undergraduate assistants, and so forth. I would urge expansion of programs designed to support such work at those institutions which have demonstrated their capacity to conduct distinguished teaching programs. It might be fruitful to utilize such objective measures as those described in House Report No. 1158, October 1965, pages 42-43.

In closing, two comments. I was startled when I made a list of Federal programs in which Knox was involved, in excess of 20; a small institution like ours.

The last comment, sir, you raised the question earlier with your staff about communication. Grassroots communications have been superb, the opportunity to consult has been free and easy and informal. We have had ready and easy access to the people. We have no problem at all keeping up with new legislation. Our services on this are very good. Our real problems stem from the changing interpretations and definitions of legislation.

Thank you for this opportunity.

Mr. BRADEMAS. Thank you very much. I have some questions but it would be helpful if we could try to give everybody a chance to summarize his statement.

The Chair observes our distinguished colleague, one of the most active and able members of the committee, Congressman Pucinski of Chicago, is with us. In view of the elections we have a very narrow platform. [Laughter.]

After we have heard from the witnesses this morning with their summaries, the Chair would like to invite Mr. Pucinski to come up and join us.

Next can we hear from Mr. Johnson, of Illinois State University.

**STATEMENT OF ERIC H. JOHNSON, ADMINISTRATIVE VICE
PRESIDENT, ILLINOIS STATE UNIVERSITY**

Mr. JOHNSON. I have a statement.
(The statement of Mr. Johnson follows:)

STATEMENT OF ERIC H. JOHNSON, ADMINISTRATIVE VICE PRESIDENT, ILLINOIS STATE
UNIVERSITY

During recent years, Illinois State University has received substantial support from the U.S. Office of Education for a variety of its programs and activities. Several members of the faculty have received research grants from the Bureau of Research. We have had six NDEA Summer Institutes. The University is operating an Experienced Teacher Fellowship Program in History under a grant from the Bureau of Elementary and Secondary Education and a Prospective Teacher Fellowship Program in Latin under a grant from the Bureau of Higher Education. In addition, the history department is supported by an Institutional Assistance Grant from the latter bureau. For the coming academic year, the University has received NDEA graduate fellowships to support two of its three doctoral programs—in biological sciences and in art education. Thirty percent of the cost of a new general classroom building is being supplied from funds made available under the Higher Education Facilities Act. The University has established an Adjacent Municipalities Institute under funds granted under Title I of the Higher Education Act and a self-teaching audio-visual laboratory under Title VI of the act.

The administration and faculty of the University are most grateful for this support and for the confidence in the University which this support represents. With this support, the University has undertaken projects which would not have been otherwise possible. *Without exception, the officials of the USOE have extended services and assistance to the University far in excess of those required by laws and regulations. These officials have demonstrated a devotion to the requirements of education and of educational institutions which should earn them the respect and gratitude of their fellow-citizens and the Congress.*

Federal programs in aid of higher education have multiplied rapidly in the past few years. No catalogue of these is here necessary. The expanded federal role is both cause and effect of the era of transition which currently characterizes most colleges and universities. As programs have been created, problems have followed. Some that we have encountered may be of value to this committee in its investigation.

There is one area about which we are concerned. This is relative to the length of time which it takes for processing federal grants and loans for building construction. We estimate conservatively that any time federal money is used in a construction program, we will be delayed one full year in the construction of the building. Not only does this mean that the University is denied the use of much-needed facilities at a time when space is at a premium, but also the amount of federal assistance may be nullified due to the increase in construction costs during the delay.

On a recent bidding, 30% of the construction and equipping costs of a general classroom building are to come from federal sources. We estimate that in the last year building costs have risen approximately 28%. We were delayed one full year in getting construction under way, largely because of the length of time it took to process the application for the federal share. There was a very great possibility that this delay would result in the University getting no additional facilities for the federal dollars as well as losing the much-needed classroom and office space for a full academic year.

Similar delays are encountered in connection with research and training programs. In the well-established programs, such as the NDEA summer institute program, the USOE has established a long lead time between the date proposals are due and the date the institutes are actually conducted. This means that the University must reserve space and staff very far in advance, not knowing whether or not the proposal will be accepted. If a proposal is rejected, staff and facilities often go unused. If the University assumes that the proposal will be rejected,

this undermines the morale of those responsible for making the proposal. Furthermore, if the University assumption proves wrong, then staff and facilities must be taken from other programs in order to conduct the institute.

In the case of newly established programs, on the other hand, the problem is just the opposite. Deadlines for the submission of proposals have often come too late, in the sense that the University calendar, budget, and staff commitments have already been fixed and making changes is extremely difficult.

When a faculty member submits a research program, the University must make some kind of commitment to him in terms of released time for conducting the research. Very often there is a great time lag between the submission and final action on a proposal. Even more critical, in many ways, is the time lag between the approval of a proposal and the securing of funds. This delay often means that the researcher has free time and no money. The USOE specifically forbids the University from advancing the researcher money, even though it has approved his proposal.

Another kind of problem the University has encountered derives from the division of similar programs between two or more USOE bureaus. For example, the Experienced Teacher Fellowship Program and the Prospective Teacher Fellowship Program are divided between the Bureau of Elementary and Secondary Education and the Bureau of Higher Education, respectively, even though Title

V-C of the Higher Education Act which provides for these programs makes no explicit distinction between them. The two bureaus have developed different guidelines and rationales for the programs, introducing a distinction not found in the original act. The act also provides that universities receiving such programs are eligible for Institutional Assistance Grants from the USOE. These grants are all administered by the Bureau of Higher Education. This means that the program director for an Experienced Teacher Fellowship Program can get caught between the philosophies of the two bureaus in creating and defending his program.

At the root of the problems which we encounter in our relations with the USOE is an assumption which derives not so much from the USOE as from the legislation which the Office of Education administers. The Office of Education must, however, share part of the responsibility for the preservation of this assumption in its programs. Simply stated, this assumption is that American universities cannot be trusted to identify the educational problems with which they should deal, to prepare adequate remedies for these problems, and to effectuate the remedies and solve the problems. This assumption about the administration and operation of the universities significantly affects the ability of these institutions to meet the problems which federal aid is presumably designed to assist them in meeting. In all the specific instances cited above, one can see this assumption operating. Delays in receiving money are encountered because there is a lack of confidence in university fiscal controls. Programs are so specifically designed that universities must bend their own schedules and staffs to fit them or run the risk of not being able to participate in meeting very real national educational needs. This means that universities must devote many man hours to the preparation of specific proposals, taking carefully into consideration whatever insights they can obtain about current winds of change blowing in the USOE. USOE guidelines are read with special care to find out what it is the office wants the university to say, so we may be sure to say it. Nearly all universities and colleges wanting to participate in federally-aided programs find it expedient to obtain some kind of Washington-based representation to alert them to new programs, policies, and personnel. There has been a great proliferation of special service companies and services designed to keep the university official abreast of developments.

This kind of jockeying would be unnecessary if the federal government generally had confidence in institutions of higher education. More particularly, it should be possible for federal agencies to identify those institutions which have responsible managerial systems and fiscal controls and provide such institutions with a kind of across-the-board financial support.

If we had more adequate financial resources at our disposal, we are confident that Illinois State University could provide imaginative, innovative, and creative solutions (to use a very current phrase) to many educational problems, involving research, teacher training, community service, etc. The federal programs currently available are helping greatly to make such resources available. But

they are doing so at the price of institutional autonomy and integrity. Across-the-board assistance to well-managed universities would enable such universities to get on with the task of problem-solving. At present, the best-managed university tends to be treated no differently than the worst.

Across-the-board assistance, based on some formula—per student, per semester-hour-generated, etc.—should not be used to replace existing income. A university receiving such support should have to demonstrate maintenance of effort. It should also have to demonstrate annually that the use to which it has put such support in some significant way contributes to meeting nationally recognized educational problems. But such a system would introduce a much-needed flexibility into federal aid to higher education. Institutions with different capacities and needs would develop different programs. A significant change in the present Procrustean Bed of federal aid would ensue.

In conclusion, it is worth repeating that the *U.S. Office of Education is serving the nation well*. The problems encountered by this University must be measured against the very real contribution which the USOE is making and which the University can make because of USOE assistance. It would be far better to retain all of the present system of federal assistance to higher education than to in any way diminish the level of such assistance because of inadequacies in the operation of the system. If we know anything, it is that we must know more about everything. The present system contributes effectively to that goal. We have no guarantee that any change in the system could do more.

Mr. BRADEMAS. Gentleman, if you can, try to summarize your statements. It would be helpful.

Mr. JOHNSON. I will not read the statement. I will comment very briefly about it, Mr. Chairman.

I am Eric Johnson, administrative vice president of Illinois State University located in Bloomington Normal, midway in Illinois from almost any direction, which I suspect is one of the emerging public universities and institutions. We have some 10,000 undergraduates students, with a sizable number of students in our laboratory schools.

We are one of those institutions that went through the phases of being a teachers' college and now a multipurpose institution offering degrees through the doctorate.

We, as other institutions of our type, are very deeply involved with Federal programs of one kind or another, and some listing is made of this in our statement and I will not repeat them here.

We would like to underscore one part of our statement by saying at the very beginning that without exception the officials of the U.S. Office of Education have extended services and assistance to the university far in excess of those required by law and regulations. Our relationships have been very good. We have always been able to secure assistance upon our asking for it, and we are very pleased with this relationship and looking forward to its continuation.

I would like to fairly well confine my remarks and explanations of our statement in one area. I suspect that most institutions of higher education are very much concerned with this matter of institutional autonomy, and I would suspect it underlies much of what all of us have to say about our attitudes toward and our relationships with Federal programs.

Without going into that further, let me say that our principal concern in working with the U.S. Office of Education has to do with the matter of the timing of grants and of loans.

Let me concentrate upon just one of those. We are principally concerned with the guaranteed loan program. Our reason for it is that

as I look ahead in our particular institution, the building program which must go on in the coming years—the next 2 specifically—for every \$1 of State funds that we are going to use to construct facilities of our campus, we will generate \$2 more out of revenue bond resources self-liquidating kinds of projects. In institutions such as ours, where, when we take a new student we must build a dormitory bed, in a manner of speaking, to accommodate that student, we must generate these dollars through self-liquidating procedures.

Our problem has to do with the availability of such funds—they are not available in quantity. Our present understanding is that there is a waiting list which we might get on for projects that we are going to construct in 1970—which is a considerable time in advance. The difficulty with the money when you are able to borrow it, and we have had some of it, is that the same kinds of regulations with reference to construction apply to funds secured in this way, a guaranteed loan, as if we have an actual grant.

The matter of timing is one which is the most severe. If I may use an example, we were awarding this week construction contracts for a Hall of Humanities on our campus, a building which will be in the \$4 million class, perhaps slightly over that figure at the time we finish construction of that project. We estimate that we took about a year's delay, and given our climate, our part of the country, if we don't get projects out of the ground fairly early in the construction season, these projects are delayed for several months while we await the next spring and the beginning of a new construction season.

If we meet delays of one kind or another, which add about a year, many times the grant itself is eaten up in increasing costs, and we have this example with this particular building. It is a matter of timing. If we could make a suggestion, it would be to the effect that perhaps qualification of a State or qualification of an institution might be given on a one-time basis, and obviously the audit trail must be complete if we are dealing with the Federal dollar. But to repeat again and again, the qualification does take a lot of time and does seriously interfere with our construction schedules and the matter of timing with other grants is a serious matter.

We have a feeling that all are treated alike. Those institutions that, let's say, have the best procedures in the handling of funds, and perhaps those where the record is not quite so good, still must all follow the same procedure.

It is rather well known among institutions that if you are going to avail yourself of this kind of help you must also face the problem that you have to take the delay that goes along with it. We can tolerate this in certain of our bond revenue construction. We tolerate it with our academic facilities. When we are building items such as residence halls, we cannot tolerate it and therefore can make but very, very little use of this kind of assistance.

May I close by saying that we are very much gratified at the kind of assistance we have been able to get from the U.S. Office of Education and are looking forward to this kind of continuing relationship.

Thank you.

Mr. BRADEMAS. Thank you very much.

Dean Mauksch.

**STATEMENT OF HANS O. MAUKSCH, DEAN, COLLEGE OF LIBERAL
ARTS, ILLINOIS INSTITUTE OF TECHNOLOGY**

(The prepared statement of Mr. Mauksch follows:)

PREPARED STATEMENT BY DR. HANS O. MAUKSCH, DEAN, COLLEGE OF LIBERAL
ARTS, ILLINOIS INSTITUTE OF TECHNOLOGY

I am Hans O. Mauksch, Dean of the College of Liberal Arts of the Illinois Institute of Technology.

IIT is a private university with emphasis on education and research in science and technology. Twenty-two hundred undergraduate and 840 graduate students are enrolled in the full-time day programs of this institution. During the academic year 1965-1966, Illinois Institute of Technology was the recipient of \$3,400,000 of federal grants in support of research and educational programs. Of this amount, \$190,000 was awarded by the United States Office of Education.¹

In addition to these areas of support, Illinois Institute of Technology has received grants under Title I and Title II of the Higher Education Facilities Act. Furthermore, support for students derives from three programs of the Office of Education, namely: the National Defense Student Loan Program, the Educational Opportunity Grants Program, and the College Work Study Program.

The relationship with a federal agency can be fruitfully discussed under three headings: program, procedure and personnel. Speaking for the staff of our school, I would like to compliment the personnel of the U.S. Office of Education in Washington as well as in the Chicago office for their courtesy, their interest and their efforts. Administrative staff and faculty have frequently voiced praise for the assistance and cooperation they have received from Office of Education staff.

It would be helpful if the Office of Education would make available to colleges organization charts with descriptions of positions to facilitate proper contacts and to keep abreast of organizational changes.

I should like to offer brief comments on the various categories of programs in which our institution participates. We are very pleased with the National Defense Student Loan Program which has been an effective source of assistance. Our experience with the Educational Opportunity Grants under Title IV of the Higher Educational Act of 1965 has been limited. It is an excellent program, except for the limiting effect of some of its provisions. The apparent rigidity of the current matching requirements can create procedural problems. Thus, a problem arises when a student qualifies for \$800 educational opportunity money but has a total need of less than \$1600 according to the College Scholarship Service. In this case, the institution is prevented from giving a total award in excess of the need and thus cannot match the amount of educational opportunity money if the award remains within the need figure. We recommend that flexibility be applied to these provisions.

Similar comments must be made about the College Work Study Program, which has regrettably been less than successful on our campus. Again, the fact that eligibility is tied to the need formula of the College Scholarship Service prevents the university from using discretion in utilizing this money to combine alleviation of financial stress with the stimulation of educationally relevant activities.

The program of graduate fellowships under Title IV of the National Defense Education Act is an excellent one. We urge the Congress to appropriate funds for support of the full 7,500 fellowships which have been authorized. This program has been particularly useful to institutions, such as IIT, in which graduate enrollment has been increasing rapidly. We awarded 56 Ph. D. degrees last year, compared with 46 in the previous year, and 32 the year before. Our ability to expand graduate training at this rate can be attributed in large measure to the support received under the Title IV fellowship program.

Most of the initial defects in this program have now been eliminated, and it is at present an excellent vehicle for achieving its intended purpose.

One serious problem remaining is to appraise entering graduate students with sufficient accuracy. This is particularly important because the awards are for

¹ A list of grants is attached.

three years. Since it takes most students a minimum of four years to earn the Ph. D. degree, it would make sense to liberalize the number of awards that could be made to second year students. The likelihood that the student can successfully complete his graduate program can be judged much more reliably at this stage, and generally he still needs three more years of study.

A possible device for making more efficient use of the available funds might be to divide them among a number of one-year fellowships for first year students, and another, somewhat smaller number of two-year fellowships for those fellows who have given evidence in their first year that they are likely to complete successfully the balance of their Ph. D. studies.

Another area for improvement lies in the amount of the stipend. The stipends have been fixed for some years during which salaries in industry have increased substantially. Therefore, these fellowships no longer compete as well as they should and attract fewer college graduates into graduate study. Also, the fellowship stipends are determined by the number of years of fellowship tenure rather than graduate study. Thus, a second year graduate student who is in the first year of an NDEA fellowship receives a first, not second, year level stipend. It would be more equitable if the stipend were determined by his level of graduate study.

Illinois Institute of Technology is participating in several research and educational projects supported by the U.S. Office of Education. These programs cover an admirably large scope of activities. In general, we feel that there is an adequate range of programs available from which faculty can develop support for important experiments and research.

Without implying criticism, I should like to bring before this committee an area of concern which relates to institutions like the one I represent. It is generally known that those institutions which have established reputations for excellence and eminence have an advantage in the competition for program support. For struggling institutions, there is a most helpful provision under Title III of the Higher Education Act of 1965. It almost seems as if those in the middle have the hardest time. I respectfully suggest that it would be appropriate to effect a wider distribution of support in order to assist those institutions which have shown intent, capability and promise to strive for academic excellence.

A further area of support by the Office of Education from which Illinois Institute of Technology has benefited is support for construction under the Higher Education Facilities Act. This program is of tremendous benefit to colleges and universities and addresses itself to one of the major limitations which institutions of higher education face in trying to meet the educational needs of society. Like the programs cited before, this activity is worthwhile and effective. There are, however, some problems of procedure and implementation. While I would accord an "A" to the personnel of the U.S. Office of Education and a high "B" to its program, the procedures of this agency would only earn a "C" in my classroom.

A building for which I have academic responsibility is being completed on our campus with the support of three federal grants. The proposals and reports to be submitted to the three agencies (Office of Education, National Institutes of Health, and National Science Foundation) are not only different in format and content but even require different breakdowns of comparable categories of information. The program under the Office of Education is locally supervised and administered by the local agency of the Department of Housing and Urban Development. This has caused many delays in processing.

A period of as long as a year may elapse from the time of approval of a grant until bids are received for contract. During this period of rising prices, most bids have exceeded budgeted expectations. There is no provision for a quick decision regarding reduction of the scale of the project when bids come in substantially in excess of available funds. Although the college may expend the full amount that it anticipated, and even more, the federal agency insists that it carry out the original project in complete detail. Most projects can proceed only by trimming certain features so that the total costs fall within budgeted appropriations and the government grant. There should be some streamlining of the procedures necessary to secure approval under these circumstances.

Another difficulty of this program is the requirement governing the purchase of equipment. A \$1,000 (and even less) equipment item must follow the same procedure and entails the same amount of paper work as a \$3,000,000 contract for a building. The cost and delays of following this procedure result in inefficient

expenditure of funds granted for equipment purchases. The requirements of approval for purchase of auxiliary equipment to the building program should be reviewed and streamlined to be made more effective.

Similar procedural comments can be made for the provisions of Title VI of the Higher Education Act of 1965 which is intended for the improvement of undergraduate instruction. The National Science Foundation has a program for support of Undergraduate Instructional Scientific Equipment with similar aims. A comparison of the administration of the two programs is instructive. The NSF separates requests by discipline and has panels of experts evaluate the merits of each proposal and how well it contributes to the aims of the program. Under Title VI, each proposal earns priority points which depend on (1) the average educational cost per credit hour in the institution, (2) the percentage of equipment to be used in existing as opposed to new facilities, (3) the institution's capacity/enrollment ratio, and (4) the date of the most recent previous award under Title VI. Awards are made on the basis of priority points earned, with no consideration given to the actual need for or benefits to be derived from the specific equipment requested. IIT has fared well under this system so far, since we were awarded everything we requested. However, this program fills an important need and it should be administered in a more effective way.

These remarks are presented to the Special Subcommittee on Education of the U.S. House of Representatives as a way of expressing both appreciation and critical comment. The academic community is, I believe, cognizant of the sincere and persistent effort by the U.S. Congress to assist institutions of higher education to do their job in a more effective and courageous fashion. Yet, at the same time, the awesome size and complexity of the organizational network carries within it the seed of procedural limitations to the spirit of legislative intent.

U.S. Office of Education grants

	Project No.	Amount
Life sciences building: Department of Health, Education, and Welfare, Office of Education.	III. 4-0100	\$460,517
Engineering building: Department of Health, Education, and Welfare, Office of Education.	III. 4-1455, title I	606,131
College work-study program: Department of Health, Education, and Welfare, Office of Education.	III. 2-1455, title II	827,212
National defense student loan program: Department of Health, Education, and Welfare, Office of Education.	38-23-0460	42,047
Educational opportunity grants program: Department of Health, Education, and Welfare, Office of Education.	23-23-0460 (1966-67 allocation)	204,965
Undergraduate facilities engineering: Department of Health, Education, and Welfare, Office of Education.	23-0460 (1966-67 allocation)	121,340
Counseling and guidance training institute: Department of Health, Education, and Welfare, Office of Education.	III. 6-0576	72,281
Language resource information for teachers of the culturally disadvantaged: Department of Health, Education, and Welfare, Office of Education.	OE-6-12-058	53,268
After school study centers: Department of Health, Education, and Welfare, Office of Education.	OE-3-7-061340-0071	65,640
National defense graduate fellowship program: Department of Health, Education, and Welfare, Office of Education.	OE-5-10-114	35,018
	Title IV (1966-67 allocation)	145,000

Mr. MAUKSCH. I will try to be as brief as possible.

IIT is a private university. It is an institution primarily concerned with education and research in science and technology and has, particularly recently, also emphasized the social sciences and biological sciences.

Our students come to about 2,200 undergraduate day students, approximately 850 undergraduate students in the day, about 4,000 evening students.

During the last year, IIT was the recipient of \$3,400,000 of Federal grants, and this means only in the area of research and education, this does not include student and housing grants. Of this amount, about \$190,000 was awarded from the U.S. Office of Education. A list of our grants from this area are attached to my report.

Probably the best way of trying to summarize it is to separate what I think are the three major areas and that is personnel, program, and procedures. I would like to add to what some other speakers have already said, that I am in the area of—if this were a classroom and I were to give grades—I would give a very high A to all the personnel that all of us have ever been in contact with. Locally, Dr. Mousolite has been extremely helpful, sensitive, and available. The same on the national level. Our faculty and administrators have had beyond-the-call-of-duty effort, courtesy, and assistance.

On the area of program I would give a high B. We have had, we feel, imaginative programs. There are areas in which suggestions should be made and in which more courage and more farsighted planning, farsighted awareness of the real leverages of social sanction should be taken into account.

I must say that in the areas of procedure I would only award a C. I would say that is in this area—I emphasize this—not merely to offer here to this committee critical comment but really on a larger scale to suggest that maybe it is in this area which we so frequently take as the nasty afterthought that it is maybe here where the most creative thinking and the most imaginative work needs to be done.

In an age where the total national picture is involved in awesome complexity, where colleges are changing from leisurely communities of thinking scholars to essentially product mills, I think President Umbeck's comment here can be supported and amplified.

The creativity of procedural efficiency is probably one of the greatest challenges that confront us both in the public sector and the private local level. The examples that President Umbeck gave I would support wholeheartedly although I would amplify that. Mr. Umbeck referred primarily to the so-called developing college. I would take it upon myself to say that every one of our institutions, from the smallest to the largest, has not kept up with the real opportunities that are available.

If I think of my own position as a dean of a liberal arts college within a larger institution, I am supposed to exert educational leadership, I am supposed to keep my faculty informed, I am supposed to try to encourage them wherever they are. Yet the detail of the continuous and sometimes not well coordinated daily demands is such that, in order to do what is necessary, we are kept from doing what is important. This puts it glibly, maybe.

Mr. BRADEMAS. That is, if the chairman may interject, a problem not uncommon in all walks of life.

Mr. MAUKSCH. Yes. Yet I feel it is the colleges of our day, and particularly those institutions which by society have the mandate to support and to encourage the intellectual product, where this becomes a critical product.

Speaking critically about some of the programs, let me start with various student loan programs. We have very good experiences with all of them. I would support the point that President Umbeck made about the educational opportunity grant. The procedural implementation of that particular grant carries with it some very real problems. We are caught between two conflicting procedures and frequently feel that there should be more flexibility. If either the matching require-

ments could be averaged rather than per capita application, or if the institution could be given what I would call the clinical judgment of occasionally exceeding the minimal formula of the scholarship service, we feel we could be more effective in really helping those students who in many instances come to us at real sacrifices, and with motivations that sometimes cannot be translated in dollars. There are many students in our institutions, maybe more so than in any others, who come out of communities and cultures where they are the first and second generation educated. The effort, the price, the cost of what it means for them to come to the school cannot be put into terms of money.

Again, I don't want to repeat what President Umbeck said.

Another program that I would like to make specific comment about that is very close to my own heart, even though it is administered by the students, is the work-study program. Here is one of the most imaginative pieces of legislation ever written. It combines in its concept the possibility of bringing financial help to a student, of providing a leverage to bring the college student out into the communities, which to me is one of the most exciting aspects of it, and at the same time organizing these activities in such a way that academic credit can be combined with financial help.

Yet here again we are hamstrung by the present definitions of when we can declare a student eligible. I have spent publicity money, I have put the resources of both the formal and informal communication processes of the college, to get to the students and solicit students to participate in this program.

I have made the very successful relationship with outside agencies who would be delighted with our students. I am thoroughly convinced that our students would gain not only money but real experience. Yet I must confess that our program is sadly unused, as Dr. Mousolite knows. We feel if we could declare a greater availability, we could make more of the program.

Mr. QUIE. I am afraid I don't understand the work-study criticism you have. I understand the work-study program, but I don't understand your similar criticism of the EOG.

Mr. MAUKSCH. Maybe I was not clear, I was shifting the criticism in the EOG. Here I was speaking about the eligibility requirement. If a student is on a student loan program, though he may only be minimally supported, he becomes eligible. I was speaking of shifting.

Did I clarify?

Mr. QUIE. Yes.

Mr. MAUKSCH. Let me move to research programs. Am I in error?

Mr. QUIE. I think you are. That is what I want to get back to. It was not my understanding that a person on a student program was ineligible for a work-study program.

Dr. Mousolite can probably comment on that.

Dr. MOUSOLITE. By packaging it you may not give him the work, but there is no regulation that states this as such.

Mr. QUIE. You are only required to package it if you gave an EOG; otherwise you would work like any other system without Federal regulation.

Dr. MOUSOLITE. You would have the loan, the EOG, and the work-study. The work-study cannot be used for matching purposes and I think that is one of the great criticisms that may come up on this.

Mr. MAUKSCH. This is one but I actually was referring to another one, which maybe our dean of students can answer. There may be misinterpretation. If a student becomes aware of the work-study program during the semester and he has already been packaged, you might say, under a loan program he cannot be for that semester eligible any more.

Dr. MOUSOLITE. That would be an institutional decision.

Mr. MAUKSCH. Is it?

Dr. MOUSOLITE. Yes, based on the arrangement.

Mr. MAUKSCH. It is very possible. This has been one of our biggest problems, and it is very possible it is a local misinterpretation.

Mr. BRADEMAs. I don't want to cut you off, Mr. Mauksch, but there are three other persons to be heard so the Chair is going to have to request you perhaps summarize in a couple of minutes the rest of your statement.

Mr. MAUKSCH. Let me just say then as far as research programs are concerned, the only comment I would make, because we are extremely pleased with the many opportunities, is that possibly great opportunities and emphasis might be provided for controlled experimentation. Particularly for those institutions, and here again is a comment by President Umbeck, who are striving in the areas in which the traditional research procedure has not been the established one. In the fields of humanities and social sciences, for instance, I would support his comment in this area.

As a last comment, let me speak about the construction grants. We are very pleased with the program; benefit greatly. Here again my comment would be on procedures. I am academically responsible for a building that carries three grants: National Science Foundation, National Institutes of Health, and one under the title I. Each of these requires a different breakdown of categories, different reports, and in the case of the Office of Education grant, it requires approval by the local office of the Department of Housing and Urban Development.

Two particular points on this: One is that items even of less than a thousand dollars, or considerably less than that, need to be subjected to the same bidding procedures as larger items. And it is in the smaller items that we lose very valuable time and where frequently the institutions should be trusted to have what you might call economic judgment or other judgment in making such purchases.

The second comment which applies to all three agencies is that the time delay and changing prices frequently make it necessary with the budget available to cut somewhat back on some of the original plans.

Let me finish with this comment, and I add that it was a great privilege to be able to bring this before this committee.

Mr. BRADEMAs. Thank you very much.

Mr. Harrell of the University of Chicago.

STATEMENT OF WILLIAM HARRELL, VICE PRESIDENT, UNIVERSITY OF CHICAGO, CHICAGO, ILL.

Mr. HARRELL. I can identify the University of Chicago as a relatively small institution in this area and I do not mean to be facetious. We have only 8,350 students, of which two-thirds are graduate students and in this area, that is a small institution.

Our experience with the Office of Education has been wholly satisfactory, both at the local and at the watchman levels, which means we have not always agreed in our negotiations initially, but we have in the end. We have found the local office especially helpful in the student loan program.

I will have the urge to discuss some philosophical questions but I will stop at this point.

Thank you.

Mr. BRADEMIAS. Thank you.

Mr. Shabat.

STATEMENT OF OSCAR SHABAT, DIRECTOR, CHICAGO CITY COLLEGE, CHICAGO, ILL.

(The prepared statement of Mr. Shabat follows:)

PREPARED STATEMENT OF OSCAR SHABAT, DIRECTOR, CHICAGO CITY COLLEGE, CHICAGO, ILL., RE GOVERNMENT FUNDING AND THE CHICAGO CITY COLLEGE

The Chicago City College is a public two-year institution serving the youth and adults of Chicago for the past 55 years. The 35,000 students, enrolled at eight commuter campuses and the TV College, make it the second largest collegiate institution in Illinois. The College offers a full range of credit courses for full time and part-time students during the evening as well as the day. The comprehensive educational program offers:

1. Liberal arts and transfer curricula for students planning to transfer to senior institutions.
2. Occupational programs for those desiring preparation for immediate employment.
3. Part-time offerings for adults seeking up-grading or up-dating of skills.
4. General education courses for personal adequacy and civic competence.
5. Remedial and basic education for the disadvantaged.
6. Advanced placement work for superior high school students.
7. TV education for the handicapped, shut-in, or home-bound.

SCOPE OF GOVERNMENT FUNDING

In 1959 the Chicago City College first availed itself of federal funding to begin a program of technical education financed under the National Defense Education Act of 1958. Since that date there has been a constant expansion in the use of federal funds from many agencies. In 1966 the breadth and depth of federally supported programs in the Chicago City College is indicated in broad outline by the following list:

Funding source	Programs	Approximate total expenditure
Vocational Education Act.....	19 occupational educational programs.....	\$400,000
Higher Education Facilities Act of 1963.....	2 new campuses.....	3,100,000
Higher Education Act of 1965:		
Title II, library assistance.....	Books for 8 libraries.....	40,000
Title VI, pt. A.....	3 AV centers and reading laboratories.....	36,000
Economic Opportunity Act.....	Student loans (7 years).....	43,000
	Work-study (student aids).....	607,000
	Headstart.....	90,000
Opportunity Grant Act.....	5 campuses.....	13,900
Vocational Rehabilitation Administration.....	1 program.....	48,000
Total.....		4,377,900

NOTE.—Federal contribution varies from 50 to 90 percent in above programs. In addition to these programs above the college has applied for grants under title III of the Higher Education Act.

COMMENTARY ON FEDERAL FUNDING

Strengths

There is no doubt that federal assistance has been a vital if not absolutely essential ingredient in the recent growth and diversification of the Chicago City College. The point is well illustrated in our vocational and technical programs and in the areas of physical facilities, equipment, and student help.

The bulk of the occupational programs in engineering technology, health occupations, business and data processing, and public service offerings rests squarely on federal funding. In all of these programs the Chicago City College has been helped in the training and education of technicians and sub-professionals through reimbursement for teachers salaries, equipment which the college could not otherwise have purchased, traveling expenses for key personnel to meet and collaborate on curricula, purchase of technical books and films, vocational counseling service, and supervision service to insure effective program operation.

The federal portion of construction funds for the first new Chicago City College campus was an absolute essential before construction plans and site acquisition could become realities. The assistance to campus libraries provided needed books and periodicals to improve quality and balance of holdings. Financial assistance for audio visual installations has made feasible some long cherished plans for reading and language programs. The rapidly expanding student work-study programs gave the college needed clerical and laboratory help and encouraged our needy students to stay in school.

Contrary to what has happened in many states, my personal experience is that the Illinois community colleges, including the Chicago City College, have fared quite well in the distribution of funds under the Vocational Education Act. Even though the federal law is permissive as to the distribution of funds among various types of institutions, and might possibly be amended to insure adequate allocations to community colleges, our experience indicates that community college participation in funded occupational education programs has been encouraged and supported rather than discriminated against.

Particular commendation should be accorded the U.S. Office of Education's national efforts in encouraging vocational and technical education programs in rapidly developing but inexperienced junior and community colleges. The model curricula and program guidelines, coupled with personal consultation, information on trends, and general exchange of ideas and information at national technical clinics, did much to quiet the concerns and counter the hesitations of community colleges moving more deeply into occupational education.

At the regional or local level of the U.S. Office of Education there are some promising developments. One recent encouraging trend in processing requests for federal grants handled by the U.S. Office of Education is the decentralization of approval for small research grants now possible on an experimental basis in the middle west (Region 5). Much of the depersonalization and arm-length and time-consuming process necessitated by dealing direct with Washington is dispelled with the non-deadline, local approval, personalized approach now being tried here under the able efforts of Dr. Murnin. We have had this kind of personal, face-to-face local control and flexibility for some time where state agencies such as the Illinois Board of Vocational Education and the Illinois Board of Higher Education have conscientiously and effectively worked closely with educational institutions in the decentralized administration of federal funding programs. It is encouraging to see the U.S. Office of Education decentralizing itself not only geographically but functionally.

*Proposed improvements**Occupational education—Unitary funding*

Within our own limited experience with federal funding programs for higher education there are a few rather specific concerns. Under the Vocational Education Act the full, two-year, pre-service type of curriculum is encouraged, yet only part of the balanced and sequential two-year package, the technical specialty part, is reimbursed. From the community college standpoint it would make more educational sense, and it would make for simpler processing and record keeping, if a unitary pattern of reimbursement rather than a selective one could be used. The precedent is now established in reimbursement for health occupations programs under the Allied Health Professions Act wherein a flat sum is allocated per student and per program. This type of reimbursement has much to commend its being applied across the board to all occupational programs.

Occupational education—Promotion and development support

In most areas of occupational education there is ample and growing funding for operational programs but less emphasis and less funding available for the necessary preliminary work in the researching and developmental phases of occupational curricula. Good beginnings to fill the gap are apparent here in such efforts as the Research Coordinating Unit and the Program Promotion and Development Unit recently established under the Illinois Board of Vocational Education to get new Vocational Education Act occupational programs started. Additional financial support for such efforts is highly desirable particularly in the areas of public information programs and necessary administrative personnel to research and develop new programs.

Need for localized and generalized assistance

Mention has already been made of the experimental effort of the U.S. Office of Education to localize, personalize, and expedite federal financial support in the small research grant area. Coupled with this progressive development is a very real need for *generalist* service, preferably available through the U.S. Office of Education on a local or at least a regional basis. General guidance, particularly for inexperienced institutions or those without expert grantsmen, is much needed if proposals and projects are to be directed toward the most compatible and effective funding sources. The recent rise of professional grantsmen whose services are for hire on a contract basis is indicative of a large gap in the process of matching educational creativity with the proper support sources. We need direction and detailed assistance in getting to the many educational support programs administered not only through the U.S. Office of Education but also through such agencies as the Vocational Rehabilitation Administration, the Public Health Service, and even those outside of Health, Education and Welfare such as the Departments of Justice and Housing and Urban Development. Clarification of the role of the various state agencies performing screening and distribution functions is also needed. Someone has to bring into focus this vast array of educational assistance and bring it to bear in a meaningful way on the educational need of an educational institution. The alternative would seem to be an uneven distribution of requests with some funding sources oversubscribed and others looking for customers while, on the educational side, many needy and willing institutions are frustrated in attempting to thread the federal funding maze.

Standardization of forms

It is obvious that the various federal support programs for education differ in their purposes. Hence the information requested through application forms and guidelines for proposal-writing must necessarily vary. Nevertheless additional effort in the direction of standardizing at least the financial and statistical information sought, as well as the format of the application, would be helpful.

Mr. SHABAT. The Chicago City College is a public 2-year institution serving youths at Chicago and suburbs for the past 55 years. We serve 35,000 students. We have eight commuter campuses including the TV college, a very imaginative project aided to begin with by Ford money and in recent years in many more dollars by our own money, local initiative and local financing.

We are the second largest collegiate institution in Illinois, if that means anything, and we serve students day and night, full time and part time.

We have availed ourselves of Federal funding since 1959. We have had very cordial and fine relations with Dr. Mousolite and others of the regional office. The only trouble is I think that we have not had enough of it because there just are not enough of them.

We have a number of programs. We are strong in vocational education, we have 19 occupational programs there. We have not gotten much money but we have made a lot of headway with the money we have gotten. We have a commitment for a couple of million dollars for a new campus and that, of course, is something very important.

We have another million dollars that we hope to get. What we should get, there are many millions of dollars, but that is another problem. We have gotten help for libraries for what we hope to be some audiovisual centers. For the last 7 years we have had student loans, \$43,000 worth of money. So you see, the magnitude has been very small.

One of the biggest problems is how we are going to collect that money and this is a joint problem and this to me I think is perhaps national. You people are going to have to decide whether you are going to forgive it or whether you are going to really get effective machinery, and that involves cost as well. And we hope it is not our cost to make collections.

Mr. QUIE. How bad is your delinquent rate? \$48,000 is not very much.

Mr. SHABAT. No; but a good high percentage. My impression is a very high percentage has not been collected, and we have made efforts at our cost and have been unsuccessful. This is one of those problems.

I will go into what I consider to be the problems, and there are many. You see, we are a 2-year college; we are the junior college, we are part of higher education. We are strong for those students who may not go on to the senior college, in preparing them for employment directly in adult education, continuing education in a spectrum that we have not even started to touch, in my judgment.

Mr. QUIE. Could I ask you another question on this: What are you doing with Headstart?

Mr. SHABAT. We have only been training a thousand of them in each of the past two summers in cooperation with Roosevelt, and that is only a beginning because I am not happy with what we have done. We have done a good job, and we have a long way to go. We have done it on a shoestring. We have put up a lot of money in addition to the \$90,000 we received. We believed in this sharing thing up to a point.

Now to train a thousand teacher aids ourselves in the summer in their orientation so that we can go into the inner city, that is important. We are only at the beginning there. I am very critical of our own position and our own efforts.

I would say that one of the things we see that is promising is the intent to decentralize. I won't believe it until I see it, because this is one of the big diseases of modern society, and with all of the intent there has got to be more than just a lot of words. This is true, of course, of all major institutions, including the Chicago City College. We have eight campuses, we say we want to decentralize. Do we mean it? Then do we act on the basis of it? We hope that the decentralization will go on at a faster pace because this means flexibility, this means sensitivity to local needs, this means maximizing our cordial relations with Dr. Mousolite.

I find, for example, in a very recent program that involves Roosevelt that he has had to call Washington a number of times to get answers, which is kind of ridiculous. Once in a while we should perhaps get to the point where we say, as the old lady did when writing to a Representative, "On this next issue use your own judgment." [Laughter.]

One of our big problems concerns the area of occupation education, where we have not been too happy about the way in which the funding is taking place. For example, if you had an easier program in, let's say, mechanical design technique, and we get some money for the very directly related technical training, but not for most of the program which is in general education but which we believe to be essential, we would, of course, at this time give merely the technical training, because we believe that our program should be comprehensive, should involve personal development in civic competence as well as technical and occupational training.

I think another big need, if we are here after ideas, that we do pretty well in getting money for the programs that are established, but we need a lot of help in getting the development, the preliminary, the preparatory. In other words, you are not going to have the ideas, I don't think, unless you have had much more wisdom in Washington than perhaps I believe. It is the local area with all of the very sensitivities to the differing and diverse problems. When we get the ideas, we need some help to translate these into action. This is where we need some money and it would not cost much, and we as a junior college would not be getting much.

The next problem, I have only another minute or two, is the need for beefing up the regional office because we don't have anyone on our staff who spends all of his time at our expense to go after these grants. We have information, but when it finally gets down to getting money, translating something into a written proposal, we find that we cannot get the amount of help from the regional offices that we would like and at the time that we would like it.

If you want any proof, all you have to do is look at what is appearing on the scene. There are professional grants men, they all need to come in to fill a void. This means that they know how to push the right buttons, go to the right people, and know how to translate an idea into money, assuming, of course, that we are entitled to the money, and this is the interest and the intent of the Government.

Now we need to either, or perhaps both, beef up that office so that they have more contact with us, or you give us some help so we can hire someone in order to know how to wend our way through the maze of procedures in order to get the help that was intended in the various laws.

I might say, too, that this business of procedure we experience in a maze of forms, not standardized. We are asked for so many statistical reports that I am just sick and tired of it. Many times I want to throw the original request into the wastepaper basket because it just does not pay. How many times must you ask for the same thing? Let's get it once and then use it in the various offices because otherwise this bureaucracy is going to choke everything, it is choking us.

We, of course, fill out the reports at the last minute and then we pray that it will take 15 years for you to know whether it has any meaning anyway.

Another problem has to do with this work-study business. We pay 10 percent and you are going to increase it to 25. I can only tell you as a public junior college, and maybe it is the same way throughout the country, that we are not going to do what you people intended, because we are not going to have the money with which to increase up to

the 25 percent. We are making an effort, we are going to continue. We will increase it to the extent of our ability, but with our limited funds based on local real estate, and the State funds that we get, we are just going to have to take a very hard look in the next number of months as to whether or not we want to use the money. We have about \$670,000 and we can get money. We are the ones, incidentally, who can get those students who get that kind of money, qualify. I don't know how the universities catch these people but they are supposed to have an income below a certain amount. We have got them. We must get some help there.

Finally, let me say this: You are after a big idea. There are approximately 40,000 people in the city of Chicago 16 to 25 years of age. They are the dropouts—at least they are not in school and they are not working. There is your problem in your big cities. We must be imaginative. We are ready but we have no way of knowing how to get this help from the Federal Government.

There is a need to develop career centers. What we are doing with Roosevelt, that is a token. I am talking about dealing not with 100 or 200 but having a program that could be expanded to 40,000. A career center reaching out and getting these people, getting them counseled, getting them into programs that are work and study with academic credit, if necessary; develop salable skills. Something we have not had because we have not got the money, volume—not just forget about the fellow or the girl when they get into a job, but find out whether or not we are making a difference in the full, realized potential of that individual, educating them civically and in terms of making a living. This to me is one of the most challenging and promising leads that could flow your way if you want to do a big thing for your hard core centers of the city with all of these people who need the money. I mean need it. They need help, really, not too much money but that which we could do as an educational institution better than any other institution in the spectrum of education.

Mr. BRADEMAs. Thank you very much.

Mr. Johnson of the University of Illinois.

STATEMENT OF ELDON JOHNSON, VICE PRESIDENT, UNIVERSITY OF ILLINOIS, URBANA, ILL.

(The prepared statement of Mr. Johnson follows:)

PREPARED STATEMENT OF ELDON JOHNSON, VICE PRESIDENT, UNIVERSITY OF ILLINOIS, URBANA, ILL.

Mr. Chairman and members of the Committee, I am Eldon L. Johnson, Vice President of the University of Illinois, appearing in place of President David D. Henry, who wishes to express regret that he could not be present. We are glad to present a brief statement which we hope the Committee will find helpful.

The University of Illinois, with 42,500 students on three campuses (excluding extramural students), has been much involved in relations with the U.S. Office of Education through facilities grants, student financial aid, research grants and contracts, and reporting responsibilities. Perhaps one could call our experience extensive.

The dollar volume, \$4,000,000 last year, not counting facilities, is impressive. This is, needless to say, extremely helpful for us; but to keep perspective, we should note that these funds work as a part of an annual budget of \$185,000,000.

We currently have relations with the U.S. Office of Education involving the following totals in 1965-66:

Research and teaching-----	\$1, 759, 466. 64
NDEA fellowships-----	230, 000. 00
Student aid-----	1, 991, 237. 00
Total -----	3, 980, 703. 64

Under the Higher Education Facilities Act, we have received to date grants approved in the amount of \$4,508,000 for construction on our three campuses, most of it at the new Chicago Circle campus. These funds are not yet expended.

These figures illustrate that our cooperation with the U.S. Office of Education under the new educational programs has been most meaningful, first, in launching entirely new undertakings and, second, in supplementing and extending old ones. This is significant in the light of the urgent need to extend educational opportunity in every state. To illustrate what we mean, more than three-fourths of all the funds we have received from the Higher Education Facilities Act have been for buildings on our new campus at Chicago Circle. Also, as shown in the following table, new student financial aid programs have had special significance in our new Chicago Circle operations, where 26% of all student employment aid through official university offices is currently under the College Work-Study Program; whereas it is only 2% at the older Urbana-Champaign campus and only 15% at the older Medical Center campus. Also, at the Chicago Circle campus, 99% of all loans payable after graduation are made possible under the NDEA program; whereas the supplementation of the older program at Urbana-Champaign has brought NDEA loans to a significant, but much smaller, 75% of the total loans made last year. These figures obviously reflect the influence of a century of endowment, experience, and planning on one campus as contrasted with the other; but it also points up the advantages we gain from legislation which can be used in launching new educational ventures without such tradition and heritage.

Ratio of Federal financial aid by programs to total of such assistance

[In percent]

Programs	Urbana	Chicago Circle	Medical Center
NDEA-----	75	99	33
CWS-----	2	26	15
EOG-----	22	65	18

Our relations with the U.S. Office of Education generally have been quite satisfactory. We have no complaints to lodge. Where we have found delays, or rigidity, or faulty communication, we have attributed it to largeness of organization, newness of programs, and difficulty of personnel recruitment. Furthermore, we would have to say, and would want to say, that our relations with and services from the U.S. Office of Education have been as good as those with agencies administering programs of greater age and experience. Appropriate officials have been willing to work with us in any difficulties encountered. Therefore, where we have felt remedies were in order, we have gone directly to the Office of Education with our case, and we expect to continue to do so, with confidence, as may be necessary in the future.

As to desirable changes in legislation, we have worked closely with the National Association of State Universities and Land Grant Colleges (in fact, President Henry is the immediate past chairman of that organization's Executive Committee) in developing a series of legislative proposals which have been or will be presented to the Congress. We endorse and urge adoption of these recommendations, which need not be repeated here.

We wish to associate ourselves with those who welcome the substantial infusion of federal funds into higher education. Without detracting from existing programs and their methods of fund distribution, we would urge that in the future more emphasis be placed on institutional support and on distribution patterns which will reduce the need for detailed review, project by project.

We would like to make one point which otherwise may not be strongly stated. Programs at the advanced graduate level, and indeed some in the professional

areas, arise out of their contribution to needs which respect no local or state boundaries. They are national in purpose and impact. They justify national attention, national support, and national program administration. We hope, therefore, that recognition of this fact will be made both in legislation and in administration.

In conclusion, we express our gratitude to the Committee for its interest in, and concern about, the federal impact on colleges and universities, which are, in the final analysis, the only effective instruments for translating public educational policy into better higher education.

Mr. JOHNSON. Mr. Chairman, Mr. Quie, I am Eldon Johnson, appearing in place of President David Henry, who expresses his regret at not being able to be here.

I shall try to be brief but I am afraid I cannot break the record set by Vice President Harrell a while ago.

The University of Illinois with 42,500 students on three campuses has been much involved in relations with the U.S. Office of Education, I suppose in every program that is available. So one can say our experience has been extensive. The dollar volume, \$4 million last year, not counting facilities grants, is impressive. This, needless to say, has been extremely helpful to us. But, to keep prospective, if this thing is very large we should note that these funds have to work in the context of an annual budget of \$185 million. We currently have relations with the U.S. Office of Education involving the following totals in 1965-66. For research and teaching we had approximately \$1,760,000; for NDEA fellowships, \$230,000; for student aid, just slightly under \$2 million. Then under the Higher Education Facilities Act we received to date, in grants approved but the funds not yet expended, \$4.5 million for construction on our three campuses. Most of this went to the new Chicago Circle campus which is close in, West Side of the Loop.

Now these figures illustrate I think that our cooperation with the U.S. Office of Education under the new educational programs has been first, meaningful in undertaking those new programs and, second, in supplementing old ones. I think this is significant in the light of the urgent need to extend educational opportunity in every State.

To illustrate what we mean, more than three-fourths of the total facilities grants you had approved are for the new buildings on our new campus of Chicago Circle. If time permitted I would go ahead and illustrate how new programs have been benefited in the student aid, and make a contrast of the 100-year-old Champaign-Urbana and the new facilities at Chicago Circle.

Since two representatives have been asked, one from Champaign-Urbana and one from Chicago Circle, I will bypass that part of my testimony.

Let me say in summary, then, that our relations with the regional Office of Education have generally been quite satisfactory. We have no complaints that are too large. Where we found delays or faulty communication, we have attributed these to the large organization, the newness of the programs, and the difficulty of personnel recruitment.

Furthermore, we would have to say and we want to say that our relations and services from the U.S. Office of Education have been as good as possible, of much greater age, much greater experience. Appropriate officials have been willing to work with us in any difficulties we have encountered and therefore, where we have felt we had remedies in that, we could go directly to the U.S. Office of Education and present

our case. And we expect to continue to do so with confidence in the future as the necessity arises.

As to desirable changes in legislation, let me simply say that we have, of course, been closely associated with the National Association of State Universities and Land-Grant Colleges. In fact, President Henry is the immediate president of that committee. As we do each year, these have been or will be presented to the Congress. I think they may not be presented here except to say we endorse them and urge the adoption of these recommendations. We wish certainly to associate ourselves with those who welcome this substantial influx of Federal funds into higher education.

May I endorse what has been said before without detracting from the existing programs or the method of distributing the funds. We would urge that, in the future, more emphasis be placed on institutional grants for institutional support, and on distribution patterns which reduce the need for detailed review project by project in the initial phase of that sort of distribution pattern.

Finally, with respect to suggestions, we would like to make one point which may otherwise not be stated strongly enough. Programs at the advanced graduate level, in professional areas, arise out of their contribution to needs which reflect no local and no State boundaries. They are national in purpose and impact. They justify national attention and national support. We hope, therefore, that this recognition will be taken into account in the future both in legislation and in administration.

Let me say in conclusion that, as to our colleges here, we are all grateful to this committee for its interest and its concern about the Federal impact on the colleges and universities, which in the final analysis are the only effective instruments for translating national educational policy into better higher education.

Mr. BRADEMAS. Thank you very much.

Mr. QUIE. Do you have copies of your statement?

Mr. SHABAT. Yes.

Mr. BRADEMAS. The Chair would like to observe that it is about 10 minutes to 12. Instead of adjourning at noon, Mr. Quie and I would like to adjourn this session at 12:30 to give us a chance to ask you some questions, and then for the benefit of those who are taking part in the afternoon meetings, we will convene at 2 o'clock instead of 1:30.

Let me say at the outset how much we appreciate all of these statements. You have been most stimulating. I sense common threads running through some of your comments. Correct me if I misrepresent you: (1) generally you have had good relations with the regional Office of Education here in Chicago; (2) generally you feel you need a good deal more leadtime for submission of applications for funds; (3) generally you want a lot more money than you have been getting and you resist any suggestion that Congress may set forth, and I overstate this last point somewhat, I realize, that there ought to be a degree of matching.

The Chair just wants to make this observation without being combative about it, that this next congressional session will undoubtedly give a good deal of attention to a discussion of the whole Federal-State relationship in our country. Our hearings today are one example. There will undoubtedly be discussions of the proposed Heller plan with which most of you are familiar.

As I listened to what you have said here today it occurs to me that nobody has yet suggested what must sound terribly revolutionary: perhaps maybe State governments might raise a little money and help. We hear a good deal about states rights but it seems that it is the Congressmen who are supposed to take the heat for raising the money. No one says much about Governors and State legislators who are all anxious, like university presidents and college presidents, to get their hands on the money; but nobody wants to take the political responsibility for voting the tax moneys.

For instance, Mr. Shabat spoke of the difficulties faced by a public junior school confronted with property tax problems. I don't know the financing situation here in this State but is it utterly unthinkable that there could be a modest, progressive income tax in some of the States of our country. Why not let the State legislators go to the people and defend that kind of a proposition? I only offer it because there seems to have run through our entire dialog here this morning the suggestion that there either has to be more money from Uncle Sam or we are all in trouble. You have no other sources to turn to for help I don't know, but I don't think that in this respect Mr. Quie and I would be completely at odds with one another.

I am a Methodist and this is a Methodist institution so I have to give a little sermon.

Mr. ELDON JOHNSON. Could I make one comment? This may be confined to the public institution but I am sure we should not leave the impression that the main burden of support of higher education is now being carried by the Federal Government.

Mr. BRADEMAS. I realize that.

Mr. ELDON JOHNSON. And in the University of Illinois, even counting research funds, I suppose this would be in the neighborhood of \$40 million a year out of a budget of \$185 million. In other words, the impact on the State is still tremendous. This is where the main burden is carried and will continue to be.

Mr. BRADEMAS. I am aware of that and I think that is a well-taken point.

Let me ask a couple of quick questions and reiterate that you can all make your observations as pointed as possible.

Mr. KEANE. Mr. Chairman, before you start on that could I introduce myself?

Mr. BRADEMAS. Yes.

Mr. KEANE. Roland Keane, with Southern Illinois University. I am representing President Delyte W. Morris.

Mr. BRADEMAS. Did you wish to be heard? I didn't realize you were here.

Mr. KEANE. May I be granted the privilege of filing a statement with you in the next few days?

Mr. BRADEMAS. Of course.

(Dr. Morris' statement follows:)

STATEMENT BY DR. DELYTE W. MORRIS, PRESIDENT, SOUTHERN ILLINOIS UNIVERSITY

1. INTRODUCTORY REMARKS

Federal aid to education is an old and significant instrument of national policy in this country. In its application both to higher education and to the common schools it predates the Constitution of the United States. Its significance lies

in the fact that the alternative in achieving national policy through education lies in a centralized ministry of education along the lines of the European model. Federal aid, especially of a project or *ad hoc* nature, is conducive to the preservation of diversity and personal initiative responsive at the local level to the will of the people, while at the same time achieving the national purpose through the democratic processes of choice and the decision to participate or not to participate. The central ministry, on the other hand, has often resulted in a monolithic educational structure moulded to the national goal with little or no direct response to the people. A recognition of federal support for education as an instrument of national policy should result in a strong reaffirmation of the basic principle underlying it as both necessary to and compatible with the democratic nature of American society. At the same time, it should provide the philosophical framework within which guidelines can be constructed for evaluating both policies and programs.

In general, there has been a strong tendency in the United States with certain notable exceptions, to avoid *permanent* programs of federal aid to education. This caution stems from an assumption that federal support will result in the long range in federal control that will be restrictive upon academic freedom, experimentation, innovation, and local initiative. Experience with the Smith-Hughes Act and similar programs indicates at least partial justification for such an assumption. Therefore, great care should be used, in those instances where programs of a relatively permanent nature appear to be indicated, to build into such programs careful and effective safeguards for those elements of diversity and initiative that lend strength to American education. It may well be these very elements that have enabled education in this country to achieve those successes that are in such spectacular contrast with education elsewhere in the world.

The need for federal support for higher education should, therefore, be predicated upon the national goal. Matters that bear upon that support, such as inequities in educational opportunity, projections of expected enrollments and facility needs, teacher preparation, and relatively untapped pockets of largely unrealized potentialities, have been adequately reported elsewhere and need not be dwelt upon here. There is widespread agreement that national maturity in higher education will require increased and continued federal support beyond the capabilities of the states and the individual institutions.

The value of higher education and its relation to national purpose is evident in the education given to an increasing number of Americans, in the increase of scholarship and research, in the expansion of the use made of knowledge in business and government and other areas of society, in the moves to consolidate new areas of information and activity and to relate them to new trades and professions sharpened and sanctioned by introduction into college and university programs, and in attempts to apply its own tools and insights to its own domain. The result is increased education in knowledge and sensibility, expansion of knowledge, expansion of meaningful services to society, and preparation of new practitioners for our increasingly upgraded manpower needs, as well as increased tax benefits from graduates whose incomes without the benefit of college or university education might not be as large.

The national outreach of higher education is evident not only from the recognition being extended by federal legislation but also from the several ways in which most of the major universities and colleges already have a "national" character, in the diverse backgrounds of their faculties and students, and in the way their graduates go into all corners of the nation, and indeed of the world.

The national service provided by higher education is indicated by the resources now available in the populations of institutions of higher education, in the resources available in the present and emerging facilities of colleges and universities, in the products and activities, in tasks performed such as the international undertakings of Southern Illinois University, in the effect upon the educational level of the American people, and in the importance of the principle that the society which does not value trained intelligence is doomed.

Federal support of higher education is an essential and valuable instrument of national policy. It is itself highly diverse in its many aspects. And, even though institutions may feel increasingly compelled to accept it in order to meet the challenges placed upon them by the complex and changing larger society or simply in order to meet their "competition," their choice to participate or not, or to selectively participate, is and must continue to be preserved.

2. SOME PROBLEMS IN FEDERAL SUPPORT OF HIGHER EDUCATION

It may be profitable to your committee for us to point out certain problems that our experience with various federal programs seems to have revealed.

It should be remarked that the personnel in the United States Office of Education, both at the national and regional levels, are quite sensitive to the needs and the prerogatives of the institutions with which they deal. These people go far beyond the call of duty in order to be accommodating and helpful. We have found, however, that the people in this as well as in other agencies have a very human tendency to categorize institutions upon a status continuum that may well be out of date. In short, there is a tendency to award the truly important projects and grants to the "big name" institutions. It seems to be difficult for people to recognize or, if they recognize, difficult for them to accept the rather massive competencies and worthy achievements of Southern Illinois University which admittedly is a newcomer to the lists of large, complex multipurpose universities with faculties of diverse and significant achievement. We feel this to be true in spite of the obvious attempts of the federal government to generate competence and participation among the emerging institutions in the United States.

Another problem which we have encountered is often found in large bureaucratic enterprises. It is the general problem of "red tape", the proliferation of forms and reports, and the apparent inability to introduce a kind of standardization into these matters which would streamline the matter of communication.

Often the reasons for federal support for higher education appear to be unclear or confused. The Congress appears to lack guidelines or succinct statements of long-range purpose in these matters. This makes it difficult to initiate proposals based on new ideas and innovation and occasionally results in the assumption that whatever it is, let's get the federal government to do it.

Finally, it appears to us that the increase of federal support of and attention to higher education increases policy problems, both for the federal government and for higher education. Many of these problems turn around the issue of accountability—the accountability of the federal government to itself and its citizenry that its support is wisely and efficiently used, and is directed toward appropriate aims and desirable consequences; accountability of institutions of higher education to maintain and lift the quality of and the preservation, discovery, and dissemination of knowledge and wisdom, to serve an increasing number of students and an increasing number of national and even world needs, and to exercise those standards of freedom and examination and validation required for discharge of its commitment—a commitment which, at the risk of pushing around an apparent platitude, is still indicated by the word "truth."

Some friends both of higher education and of federal government are thus disturbed by the prospect of these polarities: an expanding and seemingly monolithic bureaucracy against the desired diversity of institutions of higher education; the demands for governmental supervision for the nature and efficiency of operations against the demands of individual and institutional freedom—which can produce its own kind of efficiency; the pressures of "political" constituencies to obtain a "slice of the federal pie" against the pressures of educational constituencies to make and in fact to expand their own decision-making powers; the introduction of mass criteria and methods against the importance in the giving and getting of education of individual initiative and inquiry; short-term "crash" programs linked with yearly budget schedules against the need of long-range planning and the fact of long-range fruition. These are a sample of prevalent concerns. The pressing problem is to exercise both federal practicality and educational autonomy. Under that relationship, which should err, if it be in error, on the side of educational freedom, there are needs both to scrutinize current operations and to explore new, or untapped, areas.

3. SOME PROPOSALS

Accordingly, we should like to offer some proposals for current and possible future development.

Continuing scrutiny should be maintained of current types of budget controls and approval procedures for grants to specific programs. There should be some effort made toward the standardization of forms and reports.

The recent recommendation of the National Association of State Universities and Land-Grant Colleges and the Association of State Colleges and Universities

to enact a national institutional grants program should be explored for the purpose of increasing research and other competencies throughout the system of higher education. Attention should, of course, be given to appropriate safeguards for institutional autonomy under such a program and emphasis in this direction can indirectly help the project type of support.

It would be salutary from the point of view of the government and the institutions involved if the governmental agencies would adopt a policy for the rational evaluation of institutions that are potential grantees. An evaluation of the competence of an institution should not necessarily be related to an institution's traditional reputation. Neither should it be affected by the lack of a long-term "Ivy" status. We feel that while some state systems of higher education have a logical claim to be dispensers of certain federal funds, the regional and national character and contributions of American colleges and universities are not restricted to state boundaries, and support should also be considered for regional compacts in higher education and various forms of interinstitutional cooperation. We note in passing that some effort has already been made in this direction.

Coordinated understanding of the growing complexity of higher education will be needed, both by the federal government and by higher education. Many agencies already gather many data. Specific research into facets of higher education from the character of students in a campus environment to the assessment of graduate education to the preparation of administrators is already underway and shall increase. Augmented and improved data reporting from central agencies such as the United States Office of Education or the American Council on Education will aid the flow of information. In addition to many areas of specific research, however, there is also a need of improved general interpretation. Toward this end there may well be investigated a national commission on higher education to serve not as general supervisor of federal relations with or activities within higher education but rather as a general student of the assumptions, operations, and achievements of the higher learning in America. Such a commission should not be a dispenser of federal aid.

Supporting the endeavor suggested in the preceding paragraph, we would propose an expanded development within the universities of the nation of departments, centers, and institutes of higher education whose academic staffs would draw upon the standards and resources of the universities not merely for specific research projects but also for continuous, coordinated general study of the nature and significance of higher education. By such developments colleges and universities would draw upon ancient traditions and modern resources for their own enriched self-understanding. The federal government should find it profitable to give initial but not necessarily permanent financial support to the establishment and development of such departments and centers.

The federal government could at this point in the development of higher education be of great assistance by entering into the arena of the development of the junior colleges. Illinois, which has embarked upon a plan for the extensive development of comprehensive junior colleges, comprehensive not only in the sense of providing terminal programs of both general and vocational nature as well as academic programs for transfer to four-year institutions, but comprehensive also in the areas of adult and continuing education and programs planned to reach segments of the population now experiencing an excessive educational drop-out, is a prime example of states that could benefit in great measure from assistance of this nature. A partial list of projects in this area would deal with the following kinds of subjects: articulation with four-year institutions, compatible record keeping, breadth and comprehensiveness of programs related to social need, depth of programs for the transfer student, quality control, joint planning by four year institutions and junior colleges of basic first and second year courses, and internship programs for junior college teachers and other personnel.

Educational opportunities for adult Americans who might want part-time studies for retooling, upgrading, or general enlightenment will apparently receive increased demand. Consideration might well be given to special federal support, both for programs and staff and facilities. Not all such opportunities would be met on current campus sites, but many are and could be if organizational imagination could be stirred and support generated.

These proposals are offered on the assumption that in each and every case they would serve the national purpose.

4. A GENERAL COMMENT ON REFINEMENT AS SUPPLEMENT TO EXPERIMENTATION

Experimentation is a popular word today and an important word. Education must be relevant and must be informed. Innovation is necessary just to maintain the pace of changing times and conditions. But the motif on experiment throughout the educational process as distinguished from that experimental confirmation that is part of the emergence of new knowledge can be the sign of youth and adventure. Maturity means, however, not only the ability to adjust but also to maintain momentum. Endurance in excellence is one thing; the discovery of more excellent ways is another. New recipes and new flames for new stews should always be sought. A less strident note in higher education will emerge, however, when in its maturation there is also maintenance of sound practice and quiet appreciation, if you will, of the refinements of the master chef not upon display at another national convention but at his old stand under the new ivy.

Mr. QUIE. Why don't you move up to this chair? You might wish to engage in this conversation we have.

Mr. BRADEMAs. Let me ask Mr. Shabat a couple of quick questions.

You use the phrase "We are a part of higher education," yet I think in your testimony you also indicated that you use both Vocational Education Act moneys and moneys from higher education legislation. This poses a problem that we have had in our committee, namely, in the area of 2-year institutions.

What are you, fish or fowl? To put it combatively, are you trying to have it both ways?

Mr. SHABAT. No; we are caught so that we try to use each to get what we need. Now that is not quite the answer, perhaps. I am saying this, we are now part of higher education in the State of Illinois because of our master plan which was implemented by way of the Public Junior College Act of 1965. We were separated from the common school, of which we were a part for all of our 55-year history.

Now, we still get money under the Vocational Act and we are happy with the money. We make pretty good use of it. I don't know that there has been any problem. I don't think that should get into the picture, really, because that money does a lot of good. We do emphasize technical occupational instructions and that is pretty much leading directly to employment, and this is one of the technical functions of the junior college which differentiates us from the senior college and university.

Mr. BRADEMAs. I understand that. The real question I had in the back of my mind was an argument we had in 1963 in our committee when we wrote the Higher Education Facilities Act. In title I, 22 percent was set aside for 2-year institutions. That was deliberately put by our committee in the Higher Education Act and not in the Vocational Education Act because we wanted to make it clear that we were interested in developing greater support for 2-year college-level institutions.

Your situation and those out in the State of California posed certain problems for us in this respect. Do you have any comment on this question of how that 22-percent set-aside has operated in your institutions?

Mr. SHABAT. Well, as you know, the Federal grant is, in Illinois, part of the 75 percent of help that we get. The remainder of the 75 percent comes from the State government. We are making our applications in order to relieve the burden of the State government, but more

than that to increase the number of dollars available for building funds.

Mr. BRADEMAs. My question is perhaps not clear. That 22-percent set-aside. Are you familiar with that?

Mr. SHABAT. Oh, yes; we have some of the money.

Mr. BRADEMAs. You go to the State higher education agency for that money; is that correct?

Mr. SHABAT. We make our application through them and we go to the Federal Government and we received \$2.1 million.

Mr. BRADEMAs. You have not found any problems with an operation of that type?

Mr. SHABAT. No, none at all.

Mr. BRADEMAs. President Umbeck, you were talking about the problem of developing more sophisticated managerial expertise for colleges and universities. What do we need, NDEA college institutes for college presidents?

Dr. UMBECK. Possibly. This has been done, sir, and I think with rather conspicuous success. Obviously the scope of it was confined to about 50 institutions.

Mr. BRADEMAs. You bring in management experts?

Dr. UMBECK. Yes, sir.

Mr. BRADEMAs. Is that what you have done?

Dr. UMBECK. Yes, sir, and the two particular programs to which I have reference at this point were sponsored by the Ford Foundation. There were seminars established in the fields of education, one of them on long-range planning, one broader in the field of management. At least 50 percent of the 50 schools participating in the educational program, were to be predominantly Negro schools. Participation of an institution required that the president, the academic dean, and the chief business officer participates. They extended over two summers and there was a consulting service in between.

Now, I am not urging that particular kind of group program but only an illustrative program, sir.

Mr. BRADEMAs. You spoke of the need in a small liberal arts college for a teacher program. What did you have in mind? Do you mean something like a title IV graduate fellowship, in return for which a recipient would guarantee that he would teach in a particular institution for a specific number of years?

Dr. UMBECK. Again I can only give you an illustration. I am not sure this is the best answer to the problem that exists. I do not favor the programs which would dilute the scholarly program. It could be a postdoctoral program. What I have in mind would be the establishment of centers, preferably away from universities, where the interest is on teachers. Our teachers in the liberal arts college have many meetings and they discuss the disciplines of physics or chemistry but there is little in the way of teaching institutional objectives.

I would favor the establishment, for example, of a center, let's say, for the training of science teachers to which you admit postdoctoral people and where these people are exposed to the latest know-how in teaching.

I may add a word there, it is a curious thing—and here the colleges are to blame, not anyone else. We have been very adroit in developing

and sophisticating research techniques, we have passed them on to industry, but we have failed to apply them to our own products and our own methods.

This is starting, there are places and there are men where this is being done. This body of information is not being made available adequately, and is certainly not being utilized by faculties. I would think that these centers for the development of undergraduate teachers would make full use of this growing body of information.

Mr. BRADEMAS. This is kind of the reverse justification of the title V teacher fellowship program for elementary and secondary school teachers.

Dr. UMBECK. Precisely.

Mr. BRADEMAS. Where they felt they were getting plenty of pedagogy and needed more substance.

Dr. UMBECK. Yes. The idea as I presented it here—I happen to make a practice of reading regularly all the applications from students who are entering class and making notes. Anyone who does this cannot help but be impressed by the science in such areas, mathematics, chemistry, and so on. The preparation of college students has drastically improved.

You have done a great job here. Now we need to develop a structure as well as an organization for preparing teachers for the undergraduate program. We have gone so far in higher education that we measure our input carefully and pay little heed to our outputs, the value added.

Mr. BRADEMAS. Three other points.

Mr. QUIE. Would you yield so we can follow through on that?

Mr. BRADEMAS. Yes.

Mr. QUIE. Now, the main objective of the NDEA fellowship program was to prepare college teachers. That is what the main objective was. Also, I don't recall the section in the Higher Education Act, but we have a provision which is being utilized, I believe in the Northwest, where undergraduate institutions can band together in a cooperative venture for some graduate program. Could not that be utilized by you, with a number of other colleges with a similar concern, to get some Federal assistance and start such a program?

Dr. UMBECK. I am not prepared to answer, but quite possibly so. My feeling is they have been oriented quite largely in the area of pre-doctoral work and in the direction of scholarly production rather than an emphasis on teaching as such. I could be wrong, sir, I am not fully informed on this.

Mr. QUIE. Also, not knowing how the Office has written the guidelines, it may be the emphasis, but not the intent of Congress in passing it. It seems to me that you have the machinery right there that could be utilized.

Dr. UMBECK. Precisely where is this?

Mr. QUIE. It is in the Higher Education Act and I wish I could remember the section. I will get that for you.

Dr. MOUSOLITE. Title VI, I think.

Dr. UMBECK. Is it being used in this area?

Dr. MOUSOLITE. Not that I know.

Mr. MAUKSCH. I don't think that it comes in.

Mr. BRADEMAS. I just have three more points that I would like your comments on and then I will yield to Mr. Quie for his questions.

First, let me make an observation about two programs with which all of you are familiar. You are aware of the effort that the administration made to put more emphasis on the private banks in the NDEA undergraduate loan program. I don't know what you have heard, but the same suggestion could be forthcoming, I don't say this year but in a couple of years, in respect of college housing loans.

In other words, we should move in financing undergraduate aid and construction, both of housing and possibly academic facilities, more toward the private banking institutions in the country and less from direct Federal funding. Do you have any reaction?

Mr. HARRELL. Mr. Chairman, this is not going to work in the sense that the burdens of financing on the majority of the people in college would be so heavy they simply can't perform that service both in interest rates and the terms that banks would have to lay down. It is not going to be substantive unless the Federal Government picks up part of the interest rate.

Mr. BRADEMAS. Would there be any substantial disagreement among the rest of you with that observation?

Dr. UMBECK. I think Mr. Raffkind's suggestion was a very able one. Mr. Raffkind proposes that the Federal housing loan program be diverted in large measure to the private institutions with the Government subsidizing the interest, as you were suggesting.

Mr. HARRELL. To keep the record straight, I was speaking of the student loan program. I do not disagree with those comments.

Mr. BRADEMAS. Actually with both and if you have a different comment on either aspect.

All I am saying is that an effort may again be made to do this in the field of student undergraduate assistance. I am suggesting that there is a possibility someday that the same proposal may be made with respect to construction of facilities. Do I take it that you are in agreement that in either respect such a move would impose onerous burdens?

Mr. MAUKSCH. Yes.

Mr. BRADEMAS. I have another question. It is a two-part one. We have not talked at all, really, about the title I community service extension, the adult education title, or about the title III, the developing institutions title. Have you gentlemen any comments to make, primarily focusing on your procedural problems but on any substantive comment as well on how you see the operation of those two programs?

Mr. HARRELL. I would be glad to comment on the second one, the National Science Foundation programs. There is a slight variation with the same concept. I have had the privilege of acting in an advisory capacity on the Panel and followed that one very closely, and I think it is one of the most promising programs that I know of in terms of upgrading the institutions.

Mr. MAUKSCH. Yes.

Dr. MOUSOLITE. Mr. Chairman, may I just say when Dr. Umbeck was talking about this managerial program, I had the privilege of being invited to participate, talking about the Federal programs, and I was there some time. Tremendous. Dr. Willa Player, who heads up

the developing institutions program, was a member of this particular group. This was an institute, for example, to train and educate the financial aid officers looking into the future. There is a great need in our Nation for such a program to train foreign student visitors. There are some 70,000 foreign students that we have in our Nation, but we are not doing the job as a nation.

Dr. UMBECK. May I speak off the record?

Mr. BRADEMAS. Yes.

(Discussion off the record.)

Mr. QUIE. In this regard are there any developing institutions in Illinois, which institutions were working with a developing institution someplace else?

Mr. ELDON JOHNSON. The University of Illinois is cooperating with developing institutions.

Mr. QUIE. Are there any developing institutions?

Dr. MOUSOLITE. Yes. One of them in Eureka College which has received some of the graduate people working on their degrees. This is one area in which title III has not been too closely informal though there has been tremendous pressure on us to get information. At my suggestion of about 5 months ago, the title III began holding a series of conferences, inviting higher institutions. I would say this, that from the comments received, from the thinking of the people, that the wish of the community is that it would be expected to include a number of institutions that do not fall within the guidelines, some that perhaps are not struggling for survival, but are simply out of the mainstream.

Mr. SHABAT. Mr. Chairman, when you mentioned adult education, I thought that was one of the major thrusts of my remarks, particularly at the end. This is aimed at young and more mature adults in programs that will not be traditional because they have not worked at the lower levels. If they did, we would not have these dropouts. We must do new things, new thinking. I am wondering whether or not the title I of Adult Education is going to really be flexible enough to grab this. Now, for example, recently I have been involved in the city's attempt to think through the Demonstration Cities Act about the way in which we can fit into that overall picture; that is, in a given locality in the city, what is the significant policy, if any, that the community college can play. Not in terms of just giving the first 2 years of training for the transfer student, not just the technical training. We are talking about an area that comes to grips with one of the major problems in our large urban centers. They just don't want to seem to deal with the problem of this great number of people who can incidentally, become a part of a great deal of trouble we have. If we are not going to be able to reach them, we have to be aggressive and give them the type of adult education—I hate to use the term because it has narrow connotations—we have got to start leading, and I hoped that that part of the act would be flexible enough to allow us locally to start moving.

Now I am not going to say to Pete here, "You have let us down."

We have not even approached him. But he has not helped us, either.

In other words, it has not been that aggressive active lead into this and I am going to be in touch with him because I say that for the help that we need—see, if we could do this ourselves we would not

ask you. We want the help so we can help ourselves and then support this locally. I believe in this matching thing not because I am afraid of Federal control, I have never seen that happen, not in any of the experience that I have had. You just talk about it but I have never seen it actually happen. It is true that sometimes procedures get in the way and there are regulations about what should the minimum or maximum be, but after discussing it we get some kind of a fair resolution. I am talking about the heart of the program.

I would like to see us devote some time to higher education. Whether you call it higher education or not, whether a student gets credit on a college level, that should not give us any problem whatsoever. I think realism does not go along that line. Much of our work, of course, is of that nature, but if we are going to do anything about the major problem in the big cities we are going to have to tackle this particular one. I think it falls under the heading of whether it is secondary, elementary, or higher education, it is truly adult continuing education in a new way that we have got to define as we move along.

Mr. BRADEMAS. I think Mr. Quie had another question to put to Mr. Johnson.

Mr. QUIE. I would like to know in your region which are the developing institutions who have received title III help, and also which institutions like the University of Illinois have been on the benefactor side of assisting development.

Dr. MOUSOLITE. I am sorry, I cannot answer that because that is information that has not come to me.

Mr. QUIE. Could you get that and provide it for the record?

Dr. MOUSOLITE. Yes; I certainly can.

(The information requested follows:)

Institutions in region V participating in title III of the Higher Education Act of 1965

State	Developing institution (receiver)	Amount	District
Illinois.....	1. Belleville Junior College, Belleville, cooperated with Southern Illinois University.	\$45,400	24
	2. McKendree College, Lebanon, cooperated with Ohio Wesleyan University.	27,100	24
Indiana.....	1. Bethel College, Mishawaka, cooperated with Taylor University..	7,800	3
	2. Marion College, Marion, cooperating with no one; fellowships only.	7,300	5
	3. Tri-State College, Angola, cooperating with Ball State University and Michigan State University.	18,400	4
Michigan.....	1. Madonna College, Schoolcraft, cooperating with no one; all fellowships.	14,600	19
Ohio.....	1. Findlay College, Findlay, cooperating with Bluffton College, Defiance College, Mary Manse College, and University of Toledo.	14,435	8
	1. Wilberforce College, Wilberforce, cooperating with Antioch College.	64,299	7
Wisconsin.....	1. Dominican College, Racine, cooperating with Argonne National Laboratory.	7,685	1
	2. Viterbo College, La Crosse, cooperating with no one; fellowships only.	7,300	3

NOTE.—These figures may be off slightly because of subsequent negotiations with the schools—but only small amounts.

Dr. UMBECK. Mr. Chairman, may I express a concern here? I am not speaking for myself, I happen to be among those that believe that the liberal arts colleges as you and I have known that historically are rapidly becoming obsolete. We need to find a new structural form.

I don't mean we are going out of business. Our purpose and objectives are still viable and real and important, but I think we need to find new institution forms or structural forms. This is not the Government's job, this is our job.

Mr. BRADEMAS. There is a study now in process out of Antioch College addressed to that very point.

Dr. UMBECK. Yes; I happen to be working on it.

In connection with the developing colleges—and I know whereof I speak—these developing colleges are trying more and more to become the type of the existing liberal arts and they are already becoming obsolete. I think some attention might be paid and some cautions thrown in that they do not try to become colleges of the kind that they are moving toward in general.

Mr. MAUKSCH. Yes.

Mr. QUIE. You are convinced they are obsolete?

Dr. UMBECK. Yes; I am convinced and my board is convinced, and only recently my faculty. But we are not the students. The students were convinced before we were. I am speaking not only for my own institution, sir. This is an—I won't say a widespread feeling—but there are many who concur. I hope I am understood that I do not think these colleges are about to die, but we need to find a new structure through which we carry on our purpose. And it is a structure that probably does not exist; it requires some imagination, and some creativity.

The point at which this concerns the Federal Government is in the area of the developing colleges—that they don't try to become institutions that are already obsolete.

Mr. QUIE. It is interesting that an institution finds they are obsolete before a new structure is developed. That does not happen very often.

Dr. UMBECK. I hope not.

Mr. BRADEMAS. The Chair just noticed there are other names listed here for appearance this morning, and unless they came up to the table the Chair assumed they were not here. But we want to be sure nobody is sitting out there who is supposed to be up here making comments. We have Dr. Glenny, Dr. Stewart, and Dr. Summers all listed here.

Dr. MOUSOLITE. Mr. Chairman, Dr. Stewart has an appointment later on and I think Dr. Glenny will appear at a later date, also.

Mr. BRADEMAS. I heard Mr. Summers.

Good. Dr. Weil.

Mr. QUIE. I would like to pursue title I of the Higher Education Act a little further. I was surprised when you gave your testimony, Mr. Shabat, that you didn't mention that title I was one of the projects that was operating in your college.

Who in the State of Illinois is responsible for this program? In Minnesota it is the Higher Education Commission, which handles the facilities program as well. Who is it here? Do you know?

Mr. SHABAT. Yes; the State Board of Higher Education, Dr. Glenny.

Mr. QUIE. So Dr. Glenny would be the one?

Mr. SHABAT. Yes; he is the person.

Mr. QUIE. Is there any one institution through which he works or does he have a board that is representative of all the institutions?

Mr. MAUKSCH. May I comment that there was only very recently a series of several meetings, at the time of the second submissions of programs under title I and my institution is one example, and I am sure there may be some others in process of submitting proposals under title I.

Mr. QUIE. This is the second submission of proposals? How about the first one? Do you know which institutions receive money under the first submission of proposals?

Mr. MAUKSCH. I don't know.

Mr. ELDON JOHNSON. The University of Illinois did. There is an advisory board that works on the allocation of these funds.

Dr. MOUSOLITE. Wayne State University was another university in adult basic education skills which I visited last summer.

Mr. QUIE. So when you mention that Peter has not been talking to you I kind of feel that was the responsibility of the State commission. They should have been talking to you rather than Peter because the administration of title I in every case was given to a State commission and they are the ones that should have been rolling.

Mr. SHABAT. I didn't mean criticism, I just indicate the gaps that exist and this is what we fall into.

Mr. ERIC JOHNSON. It is just 6 years from its inception. It is a statewide appointed board representing both public and private education. They have been an extremely busy group. They have had a tremendous number of problems because they assumed responsibility for all public higher education and they are in the throes of developing a system of State junior colleges. I think perhaps Dr. Glenny when he appears could tell you of some of the problems they have had here but I think that they perhaps could be as diligent under the circumstances as you might hope.

Mr. QUIE. Let me ask you another question, Mr. Johnson. I thought there was a little bit of inconsistency in your statement when you talked about the regulations you had with the U.S. Office of Education and with the regional office, and yet you talked about—an assumption that the American university could not be trusted to identify the problems they deal with. You mentioned this lack of trust and you said:

This kind of jockeying would be unnecessary if the Federal Government generally had confidence in institutions of higher education.

Before you answer let me say one thing about the Congress. I have gained the impression in the Congress that we have a greater respect for the institutions of higher education than any other educational body which is evidenced, I believe, in its desire to have its programs administered as much as possible by the institutions themselves rather than inflicting a Federal administration on it. I would be interested in your developing a little more this lack of trust because if there is any, it is not in the Congress, it has to be in the U.S. Office.

Mr. ERIC JOHNSON. No, I think there is no inconsistency here because I am reflecting a different level of concern than you are referring to here. There is no question that our programs are not jeopardized in any way by any outside interference after we once get these programs rolling, whether they be construction programs or whether they be institutes or something of this sort. What I was reacting to was again the matter of timing.

As has been indicated by others, the number of reports, the number of times we must file the same kind of material. If I could add to the complication that someone has pointed to here dealing with two or three kinds of Federal grants—we do our construction in Illinois under an Illinois Building Authority which is a bond-selling organization. They too have sets of regulations so that the sheer paperwork, the number of times and the number of different ways in which we must explain what we are doing, adds months to our construction projects.

It is not a matter of reflecting any feeling that we are interfered with when we are dealing with, let's say, academic matters or institute programs. But I was reflecting—perhaps lack of trust is not a good way to put it except this is almost the way we have to look at it. When we are asked the same questions over and over again we begin to wonder, can't we make some of these decisions once and not make them over and over again?

Mr. QUIE. Do you think there is some way they could determine which institutions would be qualified to make those kinds of management decisions?

Mr. ERIC JOHNSON. Not complete analogy, in the same direction. Somebody said schools were covered for years under the whip of credentialing, to some extent higher education, but mostly elementary and secondary education.

There is no doubt that the credentialing of teachers in the school stems from a time when you simply could not trust boards of education to do what they should do in the way of hiring qualified people. We are a long, long way past that in this State and in other States. The way we do much of this now is we qualify a program once, and then we say that the institution is to be trusted to put people through this program and therefore we will "credential" the people who come out, not individually but as they pass through a program. This would be a direction we might want to think about.

We might want to qualify a program, we might want to qualify a State, we might want to qualify institutions. Leave the followup to be as precise as necessary in terms of auditing the expenditure of the Federal dollar, but that we see this as a possible way of reducing this leadtime. It is the leadtime that bothers us more than anything else in working with Federal programs, working with Federal dollars.

Mr. QUIE. I might add to this, and I appreciate your clearing this up for me through this question of trust, that, from testimony before, the supervision given by the Department of Housing and Urban Development over academic facilities grants to construct buildings, it seems to me that is way out of line and I don't blame the institutions for being upset about that kind of constant duplication of supervision that is being given.

Mr. ERIC JOHNSON. If I could give just another example, there was a recent construction project which we didn't get cleared, and as I say we had a tremendous amount of cooperation both at the regional level and in Washington. But when we finally got geared on the project it had gone through every agency it could go through, and then it faced this final test of when it would be appropriate to bid it.

The waiting time on whether or not the word would come from Washington on whether this was appropriate to bid, and it had to do

with the general inflationary tendencies around the country, happened to occur in these prime construction months of September, October, and November, when we sat and we lost the little leadtime that we had all been able to resurrect from our project.

Dr. MOUSOLITE. Mr. Chairman, may I just interject here that this very same problem is now being worked on in Washington and a member of my staff, Miss Marion Proesel, has been in Washington a number of times to help work out these procedures and she is in the audience here. If it is the wish of the committee to listen to some of her remarks, I think it would help here.

Mr. ERIC JOHNSON. May I say—I don't want to take Marion Proesel's time—if it had not been for her we would be lots worse off than we were.

Mr. BRADEMAS. Do you have any comments?

Miss PROESEL. I am Marion Proesel, U.S. Office of Education.

I think it would be interesting for all these people present here to know that one of the biggest pitfalls that we had with the original regulations which were promulgated occurred at the time that the act was enacted in 1963. Now, because of the interest of the colleges and universities and their real opposition to this, I knew that these things were completely unworkable. Changes have been made. The new regulations, which I don't believe any of you have gotten attempt to overcome some of your objections. One of the big problems was that of the movable equipment, which had to be under contract. You had to have performance and payment bonds and there was a minimum of nothing to be approved under \$10. It was expendable. That has all gone by the board.

Now the regulation reads, and this was printed, it was approved on October 13 this year. It says that it is the same thing as title VI, that the movable equipment may be purchased economically the same way as under title VI but it is subject to the instructions which the Commissioner may from time to time prescribe. Well, these new instructions are about to come out to you people, and the sooner that they come out the better.

There is another area on this about the decentralization. Actually the facilities program has been decentralized as far as monitoring of construction from the beginning. As Mr. Quie mentioned, he thought it was a little bit unusual. I came from college housing and I thought it was very unusual to have an outside agency to actually be the only source at the time of contract. HUD has done a splendid job, but if we can get the personnel in decentralization, to have our own field staff in engineering and architecture, I think that is going to help the matter considerably.

Thank you.

Mr. BRADEMAS. Very good.

Mr. QUIE. Let me ask one more question of Dr. Umbeck.

In your first point you mentioned the suggestion of low interest in the college housing loan program. Now, until recently there was enough money to take care of the requests, and one of the big reasons there were many more requests than money available for the loans is the fact that we reduced the interest rate and made it a mandatory 3 percent.

Dr. UMBECK. Have you read Mr. Raffkind?

Mr. QUIE. No.

Dr. UMBECK. He points out that you need, apparently, approximately a billion dollars a year, that only \$300 million is being made available and the amount is not being increased because it is being treated in Government budgeting as an expenditure. Now if that is the limit of the expenditure, he points out that by making it an interest-free loan with the \$300 million being appropriated to pay the interest, that over a billion dollars a year could be made available for the next 10 years at less cost to the Government than the present system of a loan.

Now I am not supporting that, I am simply saying that if this is the only way a billion dollars a year can be made available, I think it ought to be considered. Am I making myself clear? He proposes \$300 million to a local bank and secondly that the loan be made interest-free so as to keep the cost to the student down and also to keep the cost down to the Federal budget because it is treated as an expenditure, not as a loan, in the budget.

Mr. QUIE. This is sort of budget gimmickry.

Dr. UMBECK. That is correct, but it is also budget gimmickry to treat it as an expenditure.

Mr. QUIE. This is all a problem in the budgeting. You can budget many ways in the Federal budget. I am not familiar with the U.S. Office of Education budget. I am familiar with the Department of Agriculture, and they budget seven different ways there, so you better designate which way you want the budget to come through to you.

Dr. UMBECK. I think there is a real bottleneck in the lack of availability of funds and that the demand is clearly of the stature of a billion dollars or more for the next decade.

Mr. QUIE. Let me add another point on the college student loan program. The guaranteed loan program was sold to the Congress that it would reduce the Federal Government's involvement but I think the most telling testimony we received in this subcommittee was the fact that over a period, I believe, of 8 years they have felt there would be a billion dollars made available for college student loans and under the guaranteed loan program it would cost \$55 million more for the Federal Government to use that device than the National Defense Student Loan Program which was so well accepted in the past. So we have to look at how we budget and the actual cost to the Federal Government.

Dr. UMBECK. I understand that, sir.

Mr. QUIE. That is all.

Mr. BRADEMAS. Before we adjourn I would like to call on Congressman Pucinski for any comment he may have.

Mr. PUCINSKI. Mr. Chairman, I would like to congratulate your subcommittee for this very salient set of hearings. There is no question that the Federal Government is now deeply involved in assisting the Nation's institutions of higher learning and I think that these hearings, gentlemen, have brought up many fine points. I am particularly interested in the lament regarding the tremendous amount of time consumed in reporting, and bookwork and bookkeeping.

We are getting the same complaints about the Elementary and Secondary Education Act. The educators, the superintendents, and

local principals are complaining that they are getting to a point now where they cannot even walk through their school any more because they are tied up in filling out reports and surveys. This is a serious problem and I think that our committee should look into this proliferation of reporting procedures.

I am encouraged by the report that we heard this morning but I am afraid that when this new concept comes into play Mr. Shabat is going to find this is just one more regulation he has to plough through and he will be back where he started from when it is through. I think that this is one of the big things your hearings will bring out. I am encouraged, though, to hear the good that is coming out of this program.

There are those who have criticized it this morning in the press in Chicago. We had a story from one of our colleges in Illinois, which ventured up to Chicago to warn how the Federal Government is moving in on all of these educational institutions. It is reassuring to hear these men who are on the firing line give us their view. As a matter of fact, I gather from their testimony that the Office of Education has been rather careful in staying away from changing the basic concepts in these educational institutions, and that is very encouraging to me.

I certainly want to encourage you in your hearings, Mr. Chairman. I want to welcome you to Chicago and extend our hospitality and I hope you have a good time.

Mr. BRADEMAS. Thank you.

It is true that none of our witnesses has, at least as I can recall, urged us to repeal any of these measures. [Laughter.]

Thank you very much, gentlemen, for your most informative testimony. We appreciate your statements and your comments and answers to our questions very much indeed.

Your prepared statements will appear in full in the record.

Thank you, gentlemen.

The subcommittee will meet informally at 2 o'clock, the public hearing to reconvene at 9 o'clock tomorrow morning.

(Whereupon, at 12:40 p.m., the subcommittee recessed, to reconvene in public hearing at 9 a.m. Thursday, December 8, 1966.)

U.S. OFFICE OF EDUCATION

THURSDAY, DECEMBER 8, 1966

HOUSE OF REPRESENTATIVES,
SPECIAL SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON EDUCATION AND LABOR,
Evanston, Ill.

The subcommittee met at 9 a.m., pursuant to recess, in Scott Hall, Northwestern University, Evanston, Ill., Hon. John Brademas presiding.

Present: Representatives Brademas and Quie.

Also present: Representative Donald Rumsfeld.

Also present: Charles W. Radcliffe, special education counsel for minority, and Mrs. Helen Phillipsborn, member of the subcommittee staff.

MR. BRADEMAs. The Special Subcommittee on Education will come to order.

For the benefit of those who may not have been present yesterday as we opened our hearings here in Evanston, the Special Subcommittee on Education of the House Committee on Education and Labor is engaged at the present time in a study of the operations of the U.S. Office of Education and of the several Federal programs in support of education that are administered through that Office.

The distinguished chairman of our subcommittee, Mrs. Edith Green of Oregon, has initiated this study and our subcommittee has engaged in conversations with people from the Office of Education in Washington, has undertaken to send a number of questionnaires to members of the educational community at every level throughout the country and is now engaged in the third stage of our study; namely, to move across the United States and have a number of hearings such as these in the field with, as it were, the consumer population, with those persons who have the responsibility for carrying out these Federal programs at the local level.

We had some very useful discussions yesterday and we have a number of witnesses today. Because we are operating under great pressure of time and we want to give everyone who has been scheduled an opportunity to be heard, and also because Congressman Quie and I would like to be able to direct some questions to the witnesses, the Chair is going to be moderately ruthless in imposing time limitations. So I will plead with you not to read your complete statements through, for that will just take up all our time. Because we are sure you are intimately familiar with everything you are about to say, summarize briefly the major policy points that you wish to bring to the attention of the subcommittee.

Because he must catch a plane, Mr. Trezza, of the American Library Association, has asked if he might be permitted to speak first and we are very pleased to hear from him.

STATEMENT OF ALPHONSE F. TREZZA, ASSOCIATE EXECUTIVE DIRECTOR, AMERICAN LIBRARY ASSOCIATION, EXECUTIVE SECRETARY OF THE LIBRARY ADMINISTRATION DIVISION, AMERICAN LIBRARY ASSOCIATION

(The prepared statement of Mr. Trezza follows:)

PREPARED STATEMENT OF ALPHONSE F. TREZZA, ASSOCIATE EXECUTIVE DIRECTOR, AMERICAN LIBRARY ASSOCIATION

I am Alphonse F. Trezza, Associate Executive Director of the American Library Association, and Executive Secretary of the Library Administration Division of the American Library Association.

This statement is presented on behalf of the American Library Association, a non-profit professional association of more than 31,000 members consisting of librarians, trustees, and laymen interested in the development, extension and improvement of libraries as essential factors in the education program of the nation.

I have been invited to appear here this morning to discuss what we see as the strengths and weaknesses of the Office of Education in administering programs, and to help identify areas of concern which we hope will provide a basis for recommendations which would be of benefit to the education community and to the Office itself.

My particular involvement with the U.S. Office of Education for the past six years has been in the area of library statistics. I have also been concerned with various aspects of the Library Services and Construction Act of 1965. Prior to the reorganization of the U.S. Office of Education in the spring of 1965, the LAD's relationships with the Library Services Division relative to matters of library statistics were generally fruitful. We worked well together on formulating common definitions of library terminology, in order to assure comparability in the collection of statistics. A Library Services Division representative helped us formulate a proposal for a statistical study which was funded by the Council on Library Resources, but the director of that project was a member of the staff of the U.S. Office of Education, who was given a leave of absence to work with us. As a result of that project a very important publication was issued by ALA, in the spring of 1966, entitled *Library Statistics: A Handbook of Concepts, Definitions and Terminology*. This publication served as a basic document for a National Conference on Library Statistics held in Chicago, June 6-8, 1966, co-sponsored by the National Center for Educational Statistics, USOE, and the Library Administration Division, ALA. You can see, therefore, evidence of close cooperation between the library profession and USOE.

The problem areas that we have had to a varying degree these past six years have had to do with the currency of these statistics. The need for valid, meaningful and recurring statistics for academic libraries, public libraries, and school libraries for measuring and comparing the development and growth of effective library service is so obvious that it hardly needs emphasizing. Up to date and comprehensive statistical surveys are needed if we are to measure the effectiveness of library legislation on the program of our nation's libraries these past ten years.

For a number of years the Association, with the support and cooperation of other library associations gathered and published academic library statistics. In 1959, by mutual consent, we ceased collecting these statistics, agreeing instead to cooperate with the Office of Education in their collecting and publishing academic library statistics. USOE had the responsibility for the collection of statistics for academic institutions and it seemed unnecessary to have a national group, such as ours, collecting similar statistics. It was agreed, however, that library statistics, if they were to be of any real value to academic institutions in their development of library programs and institutional budgets, had to be collected in the late summer and early fall, and published no later than the end of January. The 1962-63 and 1963-64 academic statistics were published by USOE in January of 1964 and 1965.

When the USOE was reorganized, with the responsibility for library statistics being moved from the Library Services Division to the National Center for Educational Statistics, I expressed the Association's concern that the reorganization might affect the collection and publication of the academic library statistics. We were assured that at least for the 1964-65 statistics there would be no change in the schedule of collection and that these statistics would be published in January, 1966. We are now in December of 1966 and the 1964-64 statistics have not as yet been published, nor will they be available for at least four months.

The reasons for the long delay of almost a year are many. When academic library statistics were part of the Library Services Division they were considered a major part of that Division's program and, therefore, received the kind of priority treatment that was necessary for their collection and publication. When academic library statistics became the responsibility of the National Center for Educational Statistics they were just one more statistical program in a Center that had responsibility for literally hundreds of statistical activities. In addition, the whole future of these particular library statistics has been affected with the Center's decision to collect total academic statistics on a new basis, the general information form.

Without going into the full background and details of what this implies, it affects library statistics to the extent that instead of the information being requested on a single form to the library it is now requested on at least four different forms, only one of which is filled out by the librarian. The return dates of the four forms are not the same. For the librarian's form (Part V) it is September 15th; for Parts II, III, November 1st; and for Part IV, November 30th. In the past September 15th was the deadline for the academic library statistical form. The four months between the time the form was due to be returned and the statistics were due to be published was, at best, a very tight schedule. With the new setup, the last part of the statistics will not be in USOE until November 30th. This means that at best the statistics will not be available until April. Unfortunately, however, the General Information Forms were mailed two months late.

In an effort to cooperate with the National Center for Educational Statistics and in assuring the continuation of a meaningful statistical program, the Association proposed that for this year alone a parallel statistical survey be carried out for academic libraries. If given a Small Contract Grant from USOE, the Association would undertake to collect the academic library statistics, using the method that USOE used these past three years, i.e., we would send out a single form containing the same basic questions that have always been asked, we would collect the data, and we would publish the information, and we would attempt to meet the end of January deadline. In the meantime the National Center would proceed with its general information forms, collect its statistics, and prepare to publish its figures as soon as its schedule permitted. A comparison of the results of the two surveys would then be undertaken and an evaluation, which we would hope would result in recommendation for future collection of academic library statistics. The Association's proposal for a Small Contract Grant was fully supported by Mr. Alexander Mood, the Assistant Commissioner for Educational Statistics, and was very efficiently expedited by Mr. Joseph A. Murnin, Education Research Advisor for Region V Office of the Department of Health, Education and Welfare here in Chicago.

Because of the time factors involved in getting a grant and in setting up the full machinery to undertake such a survey, however, it was not possible to begin the collection of the statistics early enough to meet an end of January deadline. However, the hope is that they will be available no later than the middle of March, only six weeks off the most desirable schedule.

I relate this one particular problem in detail to give you some idea of the complexity as well as the willingness of both the U.S. Office of Education and the American Library Association to work together in appropriate ways to try to resolve a common problem. I think it is obvious that the complications that have arisen because of the reorganization have not helped matters. For example, no new statistical surveys have been undertaken by USOE on school libraries. A "quickie" survey of public library statistics was undertaken this past spring, but these have not as yet been published. None of the previous statistical surveys which were under way these last few years have been published since the reorganization. I think the weakness in USOE at present, from the point of

view of libraries, is the fact that libraries have been subsumed in the total organization rather than having a single place in the USOE which has the total responsibility for library problems, whether they affect academic, public, or school libraries. As a total program it is an important package which can command a priority and result in effective work, not only in the implementation of the very important library legislation that has been passed these last four or five years relative to libraries, but in strengthening library service at all levels and for all citizens. Libraries do not get the same attention and priority when they become a small part of the various other bureaus in the USOE. The need for adequate staffing of the Library Services Division and for vigorous and effective leadership from that Division is essential. We cannot, I think, urge strongly enough that careful consideration be given to the advisability and feasibility of bringing together all matters relating to libraries under one head with total responsibility, and at a level in keeping with its importance.

Mr. TREZZA. Thank you, sir. I am the associate director of the American Library Association and the executive secretary and I have been working with the Office of Education on library matters for 7 years.

On the whole, I must say our relationship has been most cordial and most cooperative. Our main concern at the moment is the result of the reorganization of the U.S. Office of Education in the spring of 1965 at which time the various parts of the library function were assumed by other bureaus within the Office. Originally there was the Library Services Division of the Bureau and all library activities were in one area; now it is not so—most of it is, but not all. This has served to weaken the leadership role of that Division. It has also served to place the libraries program on a lower scale of priority.

In my written statement, which is lengthy and I will not read it, I use as an example statistics which is the area where we have had our closest work. As you know, the Office of Education has responsibility for collecting statistics on the national level for a variety of field libraries. I use university and college statistics as an example, because there is where the American Library Association for 15 years collected data and then in about 1959 by mutual agreement we gave them up and instead worked with the Office of Education in these collections.

The biggest problem is getting the statistics collected and published so that they can be of value and use to university officials in the preparation of their budgets, in the preparation of their library program. So the schedule has always been to have them collected in early fall and have them published by the end of January if they were to meet all the various budget deadlines.

The first 3 years, 4 years, this was done by the Office of Education and it worked out fine. In 1964 and 1965, in fact, it did come out on schedule. When they reorganized in 1965, we immediately raised a question about this and were told there would be no immediate change in the schedule for at least 1 year. They were due to be published in January 1966, and we are now in December of 1966, and they are still not out, and if they are lucky they will be out in 4 more months.

Then to further complicate matters during this past year they have decided in the future they are not going to collect them that way any more but they are going to use a "general information form" which is a large pack of materials that goes to the university president, made up of six, seven, eight parts. One part is library. However, they took out of the library part three different pieces and spread it through the other parts and every one goes back at a different time. The library

part goes as originally scheduled December 15 but of the remaining three parts, two are going December 1, one December 30. They have enough publictation in January when they get it back on December 15. ~~After much discussion it was agreed that for this year the association, if we could get a grant from the Office of Education, would carry on a parallel survey and Mr. Mood, the Assistant Commissioner of National Center of Educational Statistcis, supported our request for the grant in excess of \$9,500.~~

This grant was a good example of how the divisional office here in Chicago was able to expedite a proposal where time was of the essence and Mr. Murnin, who handled it for us, was able to expedite it in much less time. This still took a little longer than we hoped. It still means our schedule is not as good as it might be. However, we do have the grant. What we are going to do is conduct the total survey as has been done by the Office of Education, while they are conducting their survey of the new system. When it is all over, we hope to do a study of the two to discover the advantages and disadvantages and come up with a recommendation for the future.

This is an example of how we do cooperate when we have a problem that is of concern to both of us and we have had this cooperation. One of the biggest problems we have had there is not enough staff in the National Center of Educational Statistics. They had a library specialist who left and the position is still vacant and we have been trying to get it filled. They have difficulty because they can not offer enough of a salary to get the person who is right in the Office who would be ideal for the job. This is not true in the Center but it is true in the branch.

Mr. QUIE. What salary is being offered?

Mr. TREZZA. I think it is a grade something like a 13 and it should be a 14. If I remember rightly, it is a one-grade differential. The person that left had the higher grade but he had been moved over from the Library Service of the Division and apparently now they are placing it one grade lower so they are having trouble filling it. There is a person who would do the job and we recommended him for it.

Now the Library Services Branch itself had problems with servicing and staffing, and just filled the vacancy January 1 with Mr. Ray Fry right here from Chicago. So they have filled that one.

The weakness of the organization, as far as libraries are concerned, by pulling apart statistics this is given a much lower priority. The National Center after all does hundreds of surveys on statistics. The library one to them is just one small one. We have not had a single statistical survey published since the reorganization. We have no school library statistics. If we don't have these, how can we measure the effect of this if we have no figure to show where they were, how they are improving and where they are going. You need this information, the college universities and otherwise. Especially now with the new Higher Education Act—with the acquisition funds in it—if we don't have the figures, and we are still waiting to get last year's, the ones we are getting this year will give you a base before the Federal money impact, how can you really measure the effectiveness of this program? You can't.

Mr. BRADEMAS. Do you know when the National Center for Educational Statistics was founded and begun?

Mr. TREZZA. On the reorganization in the spring of 1965. That is when they reorganized the Office of Education.

Mr. BRADEMAs. You may not be the person to whom to put this question. Do you have any idea when they expect to be moving at full throttle?

My point, of course is, while understanding your very relevant criticisms, it may be that the Center is just not completely in business yet.

Mr. TREZZA. That is part of it except that the problem they have of course is the priority demands from programs were much larger grants always pushed the library one down. The total library program, if you take all the action together and lump it together, comes out to \$300 million, something like that. Well, compared to some of the other educational programs this is peanuts, yet this \$300 million impact on libraries is probably what all the library programs are matching. All the library programs are always said to be seed money. The Library Service Construction Act, which is 10 years old now, has done this job beautifully because it has had this effect of growing. So the amount of money itself is really not the fact of importance but in administering any office you tend to give priority to where the most money is. This is natural and we don't frown on it, it is the facts of life, but if we had all the library activity in one place—

Mr. BRADEMAs. I am trying to be the Devil's advocate here for the moment to see the other side of the coin and it might be that in the Office of Education they have said: "Well, our chief purpose is education; our chief mission is education, not libraries. Libraries are an integral part of the enterprise of education in the United States and we want to be sure that the tail is not wagging the dog, rather than the other way around." I say this because we are familiar on our committee with each particular interest group feeling that its interest ought to be at the top of the heap in terms of priority. I should have thought that there is at least one good reason for this change in the technique of collecting information that you suggest. Namely, instead of having separate library forms, you would have one educational form on which libraries and other things are included. This form would enable the Office of Education, for perhaps the first time, to see the entire picture and not to see only fragments of it as in the past.

Now as I say, I don't know that that is the explanation but that is one conceivable one.

Mr. TREZZA. That of course is a basis of explanation but the difficulty is that library statistics are such that you cannot use them. If you are going to use them, for two purposes, one is legislation but the other which is equally as important in the long run, is really why you have the legislation and that is the development of libraries—the development of the best library.

Research was another example. They didn't spread that, they put that up as a separate bureau of research. Now why didn't they spread that out? Why did they have a bureau of research with the pieces in it? Because this was the reasoning behind this where libraries are common to all. Elementary school is common to elementary and I can see elementary and secondary and higher education. However, libraries run across the entire gamut and then we keep talking about the absolute necessity of having real cooperation of kinds of libraries—

college, university, public school. You can't do this if you are fragmented.

Now, if it is together you can get seed money under title III of LSCA planning money, which is all they got this time trying to develop in early library cooperation between universities, school libraries, and public libraries. This is part of the reason.

Mr. BRADEMAS. I don't know if I quite understand that last point you made. It would seem to me, purely in commonsense terms, that it is less important—I am not trying to be combative, I am just trying to elicit some response—that it is less important for an elementary school library to compete with a graduate research library than it is for the people running that elementary school library to be working very closely with the people who are running the elementary school.

Mr. TREZZA. When you take the extreme this is true, but you remember this is a graduated business. We have to cooperate with the junior college library and public library.

Mr. BRADEMAS. You are going to have a hard time persuading me that junior high school libraries in southwestern Indiana have very much in common with the research library at Notre Dame.

Mr. TREZZA. No, but it has a lot in common with the elementary school. Take the public library. The public library has got to work with the grade school library because no grade school can really have a collection that is going to do a full job, it has to rely on the public library. If you take Harvard, which is probably the best university library in the world, it is self-sufficient. The Library of Congress will tell you the same thing.

Mr. BRADEMAS. That is reciting the obvious. The point I am getting at is you are arguing, as I understand it, that all the library functions of the Office of Education ought to be thrown into one shop because of the inner relationship that you are arguing is to be found among all libraries. I am suggesting, just speaking for myself, that I am profoundly skeptical of what you just said; that is, I don't think that it can be shown very accurately that aside from the fact that you have books and shelves and librarians that there is a great deal in common between the elementary and secondary school libraries in most schools in this country and college and university libraries.

Mr. TREZZA. No; but the point I make is if you take the two extremes of everything the distance is great but remember you have to take the gamut. You are thinking of the elementary, which is the lowest, to the university, which is the top of the educational ladder.

You need cooperation of all kinds together because there are several things which are accountable to all of us. The processing of books, this whole thing, it is the same whether it is done by a college or a grade school. Now there are many differences in degree, in depth, at the university which you never have at the elementary level, obviously.

Mr. QUIE. Let me interrupt. I see you two are never going to reach that point of agreement between junior high and high school. I think that you people in the library association are to blame here as well, because when you began inserting portions in legislation that was not primarily for libraries, you added some language which would give assistance to libraries. I asked Miss Krettek and others from my own State who represented the library association why they didn't

add this to the library construction services legislation, putting it all together so it would be administered together, because the reorganization after the spring report was that it would be patterned after the legislation that was passed. Now we have the Higher Education Act and we have the people administering that program with all its facets and the Elementary and Secondary School Act. Because your legislation was fragmented among a number of pieces of legislation, therefore, the administration became fragmented and the whole Office of Education now is administered in that way so that nobody can find identity in Washington.

Monday and Tuesday we had people with the junior college come down and say well, they cannot find that person who is identified as Mr. Junior College and the guidance counselor cannot find the people identified as Mr. Guidance Counselor, and so forth and so on. Then they saw what happened in legislation last year when through the pressure of groups interested in handicapped children they got another bureau established for them in legislation. This kind of gave a little assistance to your request that you have some recognition of libraries, even though nobody has come in and said they want a bureau for that separate identity.

I think as we go along some way or other this will have to be resolved or the result will be that there is no identity whatsoever and you are left out. Some way the recognition will have to come about. I am concerned about the lack of publication of statistics because this one at one time was the primary responsibility of the Office of Education and this responsibility was not removed from them by legislation.

Now we find that the National Education Association is accumulating statistics from the U.S. Office of Education. I am concerned that you would even get a grant to collect statistics for the library association because your organization should have some outside entity collecting this information for you because there is always a little bit of suspicion when the organization itself collects the statistics. You would expect that if there is any way of being able to jump one way or another you would be able to make the organization look a little bit better than it did. I am not accusing you of doing it, but there is always the suspicion that the human factor might come into play. I would hope that you will continue your pressure for the U.S. Office to provide all the statistics so that when you do your own independent statistical gathering it can be compared with the U.S. Office. I surely agree with you there.

Mr. TREZZA. We had a national conference on library statistics last spring when we discussed the whole matter of the problems of the Center, where it was going. At that stage someone suggested that, and the association said, "Heaven help us, no; the responsibility belongs with the Office of Education." Our job is to insist it is done and insist it is done well and see that it is done. It is our job to make sure there are universities and colleges, for example, really answer the survey. If they send out 2,000 questionnaires and they get back 40 percent, well, that is pretty bad and then it is our fault, then it is up to us to fight our universities and colleges and say, "You scream about the importance of it, give us results. Give us 80 percent, 90 percent return."

Now the parallel study is a research attempt to try to establish whether their new idea of how to do it is better than the old idea. We are using the same questionnaire they used before, so we have not changed the questions, you see. We are trying to make it a controlled study and from that point of view this is a cooperative venture. If we can possibly help it, we will not get into gathering library statistics when we don't think it is our job. I agree with you it is the job of the Office of Education; it is one of the reasons my written statement centers specifically on statistics. I have to use the one example to show what happened. We will continue the pressure, I can assure you.

Mr. BRADEMAS. I just have one quick question, Mr. Trezza. What about title II of the Elementary and Secondary Act? Have you had any problems with respect to the church-state matter?

Mr. TREZZA. We have not had any. I have not actively engaged in that in Illinois. I have worked very closely with the department of public instruction. In fact, I am a Catholic, so I have been working with the parochial schools. I am in a position to be aware of it. I say at least in Illinois we have had no trouble whatsoever, it has worked out fairly well like all new accounts with the guidelines on time, but on the whole we have done fairly well and we are kind of pleased with the way it is going. It needs a lot more work and we are struggling to make it better.

Mr. BRADEMAS. Thank you, Mr. Trezza. Very stimulating testimony. I appreciate it and so does Mr. Quie.

Mr. Wright of the National Congress of Parents and Teachers.

Mr. Wright is not here.

Dr. Joseph Ackerman, president of the National School Boards Association.

Would you go ahead, Dr. Ackerman.

STATEMENT OF JOSEPH ACKERMAN, MEMBER OF THE ELMHURST, ILL., BOARD OF EDUCATION, AND PRESIDENT OF THE NATIONAL SCHOOL BOARDS ASSOCIATION

(The statement of Mr. Ackerman follows:)

STATEMENT PRESENTED BY DR. JOSEPH ACKERMAN, PRESIDENT, NATIONAL SCHOOL BOARDS ASSOCIATION

I am Dr. Joseph Ackerman, Member of the Elmhurst, Illinois, Board of Education and President of the National School Boards Association. It is in the latter capacity that I am appearing before this committee today.

The National School Boards Association is a non-profit federation of the state school board associations of the fifty states, the District of Columbia and the Virgin Islands. This association, through its member school boards association, represents approximately 15,000 local school boards of districts in which over 95% of the public elementary and secondary school students are enrolled. The primary objective of the association is to work for the improvement of public education. This includes a concern that local citizen involvement in education policy making be preserved.

In this objective, the association strives constantly to expand its services and functions to better assist state school boards associations and local school board members in their respective tasks. Our schools began as local institutions responsive to the people which support them. More than 130,000 citizens serve voluntarily on the school boards of the country, usually without pay. In many cases this amounts to a part time job with virtually full time responsibility.

We should always keep well in mind that school board members represent the public which owns and supports the schools. School boards spend taxpayers' money, and they are responsible to the citizens for their actions.

The NSBA is the only national organization representing school boards throughout the United States and is recognized as one of the nation's major education associations. On several occasions during the past two years the National School Boards Association has testified before the Congress concerning its philosophy and policies and its position on proposed legislation. In the fall of 1965 the National School Boards Association sponsored five area conferences involving a broad representation of those interested in education around the country; the main topic of discussion at these conferences concerned the roles of the national, state and local levels of government in education.

The National School Boards Association welcomes the opportunity to appear today before this sub-committee studying the United States Office of Education and related matters. The NSBA is aware of the importance of representatives of local and state educational agencies being involved in policy making for legislation at the national level. It is also interested and concerned about the operation of the United States Office of Education and how it affects state and local education. Cognizant of the fact that educational activities of the federal government are not limited to those programs conducted by the United States Office of Education, the NSBA also has interest in the programs of other governmental agencies involved in education.

We might summarize the concerns of the NSBA about the involvement of federal governmental agencies in education programs under five headings:

The *first* of these regards the fragmentation of educational programs among many governmental agencies. The 1966 Delegate Assembly, NSBA's governing body which represents its member states at the Association's Annual Convention, passed a resolution concerning this scattering of educational programs. The resolution states:

"The NSBA Delegate Assembly urged that federal education programs affecting elementary and secondary education be administered at the federal level through the United States Office of Education; at the state level by state departments of education; and at the local level by public school boards."

The NSBA endorses federal aid to education but will continue to concern itself with the effect this aid may have upon local and state responsibility for the public schools. NSBA has reservations about the implementation of educational programs which are not channeled through the proper educational authorities and which are not under the control of the local board of education. Such a program is illustrated by project "Head Start" which is conducted in some communities by non-public school agencies. The National School Boards Association believes that educational programs supported by public funds should be administered by the public school agencies so that the total educational program will not be fragmented. This coordinated approach is necessary if the best educational program is to be developed.

The *second* concern about the educational operations of the federal government relates to the guidelines or regulations which are issued by the various agencies responsible for these programs. The NSBA recognizes that it is necessary for the federal government to set up certain broad guidelines for the conduct of the programs which it administers. However, if these regulations or guidelines are so rigid that local initiative and local interpretation are stifled, then the NSBA must raise questions about them. It is obvious that problems have arisen in large cities and small towns throughout the nation concerning the implementation of federal government educational programs. It has been reported that some local school districts, for example, have failed to qualify in time for funds to which they are entitled because of seemingly excessive delay in the approval of their plans. NSBA believes that the local boards of education and the state departments of education, because they are close to the problem, are familiar with local conditions and, because of this fact, are better able to adapt programs to the specific needs of students to be educated. The NSBA is interested in helping develop the best educational program at the local level and feels that local and state agencies should be consulted early and often in the development of federal guidelines.

Thirdly, the proposed decentralization of the United States Office of Education policy making powers to its regional offices raises the following questions:

Will these offices simply be another layer in a bureaucratic structure through which requests for assistance from the United States Office of Education must be

made—with the ultimate decisions still made at the national level? Or, will these regional offices truly eliminate red tape by being given decisionmaking power?

What effect will the proposed extension of decisionmaking power to regional offices have on state departments of education? Will this increased authority of regional offices mean ultimately that federal education programs may be administered directly to the local district, thus bypassing state departments of education? If this is possible, then the NSBA would be in opposition to such extension of authority to regional offices. The 1966 Delegate Assembly reaffirmed its position on governmental participation in education as reflected in the following statement:

American Education—a local function, a state responsibility, and a federal concern.

The NSBA believes that all money which comes from the federal government to the local level should be channeled through the state department of education. The state department of education will be weakened and cease to have a viable function in regard to many of the programs for local school districts unless this procedure is continued.

A *fourth* matter of interest to the NSBA is the role the United States Office of Education may have in promoting plans for nationwide testing, such as the proposed National Assessment Program presently sponsored by the Carnegie Foundation and others. The implications of such testing programs are serious and require thoughtful study by all those who will be affected—school boards, administrators, teachers. While there is no appropriation in the educational legislation passed during the last session of the 89th Congress for assessment purposes, this is no guarantee that appropriations previously asked for in the budget will not be requested to be reinstated in the future. While it is true that representatives of educational groups have been invited to meetings on the national assessment issue, NSBA believes that any possible national testing programs must have the whole hearted active support of groups professionally and legally responsible for public education.

As a *fifth* point, NSBA has an interest in the role of the United States Office of Education in relationship to the development of curriculum materials. If the United States Office of Education has a role in this area then the people who are working in the field of education should be consulted about developing plans. Private interests which are not directly responsible for education should have an incidental role in the development of such materials. For example, legitimate questions are being raised concerning governmental subsidization of the development of curriculum materials by profit-making organizations.

The National School Boards Association, as the representative of local boards and state association, has a continuing interest in the development of federal education legislation. During the past two years the National School Boards Association has testified on the Elementary and Secondary Education Act of 1965, the National Teacher Corps Bill enacted in 1965 and the Judicial Review Bill proposed in 1966. Over a period of years NSBA has developed a set of policies concerning the beliefs of the Association about the principles underlying federal aid to education. For years the NSBA has supported certain kinds of categorical grants in which the federal government seeks to promote special programs in local school systems. NSBA recognizes that there are certain education issues that transcend state boundaries and that the federal government has a legitimate interest in developing programs to meet the needs of national defense and the special needs of groups of citizens. At the same time, however, the NSBA has some concerns about the impact of too many categorical aid programs upon school systems. It is possible that, if these kinds of aids are continued without additional unearmarked aid being given, the curriculum may be unbalanced in support of special programs to the neglect of the general program. Therefore, at the 1966 Delegate Assembly of the National School Boards Association, a policy in regard to general aid to education from the federal government was adopted. This statement reads as follows:

"The federal funds appropriated for public educational purposes should include funds in the form of general aid administered without federal control through the United States Office of Education and the appropriate state agency in accordance with state policy."

A general aid program would provide the maximum kind of flexibility through which state and local school systems can meet the needs of particular localities. In addition to support for certain categorical aids as well as general aid, NSBA

for several years has been in favor of financial aid to school districts in which federal government installations affect population and revenue.

Another concern that the National School Boards Association has about federal educational legislation is that oftentimes programs are adopted and funded for too short a period of time. Recognizing the legal restrictions upon appropriating money ahead of time of use, the National School Boards Association feels that steps should be taken to insure that the need for long range appropriations might be met. One of these would be careful consultation with the Bureau of the Budget about future financial needs of federal education programs which have been inaugurated. The NSBA feels that the involvement of local and state policy making groups in the gathering of the necessary information to be presented to the Bureau of the Budget and to the Congress would do much to overcome the problems of short range appropriations. Otherwise, programs instituted one year sometimes have to be curtailed the next year for lack of funds. In addition, there actually have been instances where programs authorized have not been funded in time for them to be put into effect by local school systems. Schools plan programs and adopt budgets before July 1. Yet, in some instances, federal programs are not funded until after the school years begins.

One of the more serious concerns that the NSBA has about educational legislation which has been passed by the Congress during the 89th session is that many programs were implemented too rapidly. Inadequate planning time for local school systems to prepare to put the programs into effect has caused many problems, including inability to adequately staff the programs. These problems at the local level have increased our attention to the role of the federal government in education.

There also has been a failure to consider state and local administrative costs in the funding of programs. While it is true that some effort has been made during the past year to include these costs in funding, a serious situation still remains. Certainly, consultation with local and state educational agencies would have helped avoid some of these problems.

The *final* concern which I will mention here today which has serious implications for federal legislation is the provision of financial assistance directly or indirectly to non-public schools. Such assistance violates, in the view of NSBA, the principle of church-state separation. This assistance to non-public schools is a matter of practical concern as well, because public schools will surely be weakened if multiple tax supported school systems are permitted or encouraged to develop. The NSBA, in its testimony before the Senate Judiciary Committee on March 10, 1966, emphasized these points. The NSBA firmly believes that some provision must be made for the church-state question to be resolved by the Supreme Court of the United States so that the Congress may be guided in passing future educational legislation.

The National School Boards Association has worked for many years with other national organizations and with the United States Office of Education on educational matters. NSBA feels strongly that established organizations and school boards must be consulted constantly about pending proposals for all educational legislation. Bypassing or failing to consult fully with these groups will result in a lack of understanding and support for educational proposals. NSBA particularly hopes that the lay point of view, as represented by the school boards of America, will be solicited and utilized because school boards are close to the educational needs of the community. We stand ready to assist in providing representation on advisory committees and other planning bodies.

The public school boards of America, united in the several state associations and federated into the National School Boards Association believe "Education is the Bulwark of Freedom." They believe our universal system of free public education is literally the nation's first line of defense and the greatest constructive force in the position of the American people for the preservation of their freedoms and for advancement of the democratic way of life. They hold that public schools will keep America strong and free if America's public will keep the schools free and strong. And firm in this conviction, the NSBA works constantly to strengthen local boards of education and supports the strengthening of state departments of education so they may carry out effectively the functions which are reserved to them by the United States Constitution. The NSBA firmly believes that it is better for local citizens to control the educational program than it is for a remote bureaucracy. In this way the needs of the local community can be better met and the schools will remain flexible in their approach to educational problems.

Mr. ACKERMAN. I am Joe Ackerman, a member of the Elmhurst, Ill., Board of Education, and president of National School Boards Association and it is really in this capacity that I am here before you today.

Just a little background on the National School Boards Association. It is a nonprofit federation of State school board associations. We have approximately 15,000 local school boards or districts in which over 95 percent of the elementary and secondary school students are enrolled.

I would say that the objective of our association is primarily to work for the improvement of public education and as such we try to expand our services to better assist our State associations to do a better job.

Our schools in general began as local institutions and our association has been set up to support them. We have over 137,000 citizens that serve on school boards, most of them without pay. For many of them this is a part-time job actually with full-time responsibility. I would say that the NSBA is the only national organization representing school boards throughout the United States, and as such it is recognized as one of the Nation's major education associations. We did sponsor a series of meetings a year ago, five area conferences involving a broad representation of those interested in education around the country. The main topic of those conferences was concerned with the role of the National, the State, and the local level of government and education.

We really welcome this opportunity to appear before this subcommittee today studying the Office of Education and related matters.

I think what I would like to do is to present our concerns under five major headings, the first of which regards the fragmentation of educational programs among governmental agencies. Our own association in its 1966 meeting stated that—

The NSBA Delegate Assembly urges that Federal education programs affecting elementary and secondary education be administered at the Federal level through the United States Office of Education, at the State level by State departments of education; and at the local level by public school boards.

The NSBA endorses Federal aid to education, but we will continue to concern ourselves with the effect of this aid upon the local and the State responsibility for the public schools.

Mr. BRADEMAS. Did the NSBA enforce the Elementary and Secondary Education Act?

Mr. ACKERMAN. Well, for years NSBA was anti-Federal aid. Then 2 years ago, being somewhat realistic and also the fact that a good many of the larger cities particularly were having difficulty financing, they passed a resolution that though they have been—and this I will bring out a little bit later—have been opposed to it categorically, they have always been for the general aid to education.

I would say the one thing that we have been concerned with all along has been the channeling of the educational programs through the proper educational authorities in order to preserve, let's say, State and local initiative and involvement in such programs.

We think that these necessary educational programs that are supported by public funds should be administered by the public school agency so that the total educational programs will not be fragmented,

and that we think that this coordinated approach is necessary if we are to develop the best education program.

Now the second concern that we have is about the education operation of the Federal Government relating to the guidance or regulations which are issued by the various agencies responsible for these programs. Now we recognize that it is necessary for the Federal Government to set up certain broad guidelines for the conduct of the program which it administers. However, if these guidelines and regulations are so rigid that you take away logical initiative and logical interpretation, then we have certain serious questions about them. It is obvious that problems have arisen in large cities and small towns throughout the country concerning the implementation of Federal Government educational programs. It has been reported at some local districts that they will fail to qualify because of some seemingly excessive delay in the approval of their plan and NSBA believes that the local boards of education and the State departments of education, because they are close to the problem, are familiar with the local condition and because of this fact, are better able to adapt the programs to the specific needs of the students to be educated.

So NSBA is interested in helping to develop the best educational program at the local level and feels that the local and the State agencies should be consulted early and often in the development of any Federal guidelines.

Mr. QUIE. Were you consulted at all by the National School Board Association?

Mr. ACKERMAN. I would have to refer this to you, Bob.

Mr. WILLMOT. To the best of my knowledge, NSBA was consulted in some capacity during certain stages of the development. You talk about elementary and secondary in particular. I believe this is true, but how extensive that involvement was my background does not permit me to say with authority.

Mr. BRADEMAs. Identify yourself for the record.

Mr. WILLMOT. I am Bob Willmot, director of information for the National School Boards Association. I have been with the association about a year.

Mr. ACKERMAN. I would have to say as I have gone to the State meeting and talked with them in the respective States about their particular problems, at least the impression that I got is they have not really had much voice in the preparation of the guidelines.

Now our third concern is in the proposed decentralization of the U.S. Office of Education policymaking powers to its regional offices. There we have a number of questions that we would like to raise. Will these offices simply be another layer in the bureaucratic structures through which requests for assistance from the U.S. Office of Education must be made—with the ultimate decision still to be made at the national level? Or will these regional offices truly eliminate some of the red tape by giving decisionmaking power?

What effect will be proposed extension of decisionmaking power to regional offices have on the State departments of education? Will this increased authority of regional offices mean ultimately that the Federal education programs may be administered directly to the local district, thus bypassing many State departments of education?

Again as I have heard people discuss this at the various State association meetings that I have attended, I think this is the one area where you have a great deal of concern among the State people that it may mean a bypass of education at the State level.

If this is possible, then our organization would be in opposition to such extension of authority to the regional offices. The 1966 delegate assembly reaffirmed its position on governmental participation in education as reflected in the following statement:

America's education—a local function, a State responsibility, and a Federal concern.

Certainly we believe that all moneys that come from the Federal Government to the local should be channeled through the State department of education, and that the State department of education will be weakened and cease to have a viable function in regard to many of the programs for the school districts unless we continue this procedure.

Now, the fourth matter of interest to NSBA is the role the U.S. Office of Education may have in promoting plans for nationwide testing such as the proposed national assessment program that is presently sponsored by the Carnegie Foundation and others.

The implication of such testing programs are serious and require thoughtful study by all those who will be affected—school boards, administrators, teachers, and others. While there is no appropriation at the present time in the educational legislation passed during the last session of the Congress, this is no guarantee that appropriations previously asked for in the budget will not be requested to be reinstated in the future.

I would say again as I have heard board people talk that the very State meeting in this area where they have a great deal of concern, certainly it is true that representatives of educational groups have been invited to the meetings of our national assessment issues.

We believe, however, that any such program ought to have a wholehearted active support of the groups that are professionally and legally responsible for public education.

Now, the fifth point, NSBA has an interest in the role of the U.S. Office of Education in relation to the development of curriculum materials. If the U.S. Office of Education has a role in this area, then the people who are working in the field of education ought to be consulted about developing plans, and private interests which are not directly responsible for education should have an incidental role in the development of such materials.

You have a lot of people raising questions concerning the governmental subsidization of the development of the curriculum materials by some of our major enterprises.

The National School Boards Association, as the representative of the local board and of the State association, has a continued interest in the development of Federal education legislation. During the past years we have testified on the Elementary and Secondary Education Act, on the National Teachers Corps, on judicial review.

We have developed a series of policies concerning the beliefs of the association about the principles underlying Federal aid to education. We have supported in the past certain kinds of categorical grants in which the Federal Government seeks to promote certain programs.

However, NSBA recognizes there are certain education issues that transcend State boundaries and that the Federal Government has a legitimate interest in developing programs to meet these needs of national defense and also the special needs of special groups.

At the same time we are really concerned about the impact of too many categorical aids upon the school system. It is possible that if these kinds of aids are continued without additional unearmarked aid being given, then you might develop an unbalanced curriculum and at the same time not give attention to some very important areas.

So here on this particular question again the delegate assembly said that the Federal funds appropriated for public education purposes should include funds in the form of general aid administered without Federal control to the U.S. Office of Education and the appropriate State agencies in accordance with State policy.

Now, a general aid program would provide the maximum kind of flexibility through which State and local school systems could meet the needs of their particular locality. In addition to support for certain categorical aids as well as general aid, NSBA has for several years been in favor of financial aid to school districts in which the Federal Government installations affect the population and also its revenue.

Another concern that we have is that oftentimes programs are adopted and funded for entirely too short a period of time. They can give you an opportunity to really plan and to make arrangements for the program itself.

Now, recognizing the legal restrictions upon appropriating money ahead of time of use, the NSBA does feel that steps should be taken to insure the need for long-range appropriations might be met.

One of these would be careful consultation with the Bureau of the Budget about future financial needs of Federal education programs which have been inaugurated. The NSBA feels that the involvement of local and State policymaking groups in the gathering of the necessary information to be presented to the Bureau of the Budget and to the Congress would do much to overcome the problems of short-range appropriations.

Otherwise, programs instituted one year sometimes have to be curtailed the next year because of lack of funds. In addition, there have actually been instances where the programs authorized have not been funded in time in order to be put into effect by the local school system.

One of the more serious concerns that NSBA has about educational legislation that has been passed through the 89th session is that many programs were implemented too rapidly and, therefore, you have had inadequate planning time for the local school systems to put the program into effect and consequently, many, many problems arose and in many instances it was inability to even staff the program.

Now, these problems at the local level have increased our attention to the role of Federal Government in education. Also there has been failure to consider the State and local administration cost. While it is true that the effort has been made to include these costs in funding, you still have a serious situation at hand. Certainly consultation with State and local agencies would have helped, I think, to have avoided a good many of these problems.

Mr. QUIE. Could you cite an example here when you say "Failure to consider State and local administration costs"?

Mr. ACKERMAN. Yes. The added cost is the planning and the administration of the operation of the fund itself within the State.

Mr. QUIE. Why isn't it good that the State at least do this much?

Mr. ACKERMAN. I think in many instances it is. But when you come and foist a big program upon the State when they have not been really prepared for it in some cases it does overload your administrative staff and you are not equipped administratively to handle it.

Mr. QUIE. I think in title I of the Elementary and Secondary Education Act, there was an amount set aside for administrative costs.

Mr. ACKERMAN. This year?

Mr. QUIE. Right from the very beginning. The problem that came up is that the State didn't receive its funds until they had approved projects and therefore, they didn't have any money in order to analyze whether they would approve them or not, so it came late. Yet they had the assurance of the money coming, so it is not that they would be out of it entirely.

The only criticism I have gotten so far was when we shifted adult education from OEO to the Office of Education. Prior to that the Office of Education was still administering it for the OEO and then they provided some money for the States to administer it.

Now, I understand no money was made available to the States for that purpose so I could see a valid criticism for the transition. Other than that I have always had a strong feeling that you would have more independent administration of this legislation if it is paid by the State for the most part. With Federal help you get it started.

In fact, I would like to see all administration money cease after the program gets going and have it all picked up by the State and local communities. Then nobody could claim they are being told how they can administrate their program.

Mr. BRADEMAS. It may be so I say to my friend from Minnesota it will be interesting to see to what extent the militant advocates of State and local control of education are willing to invest some State and local money in the administration of these programs once they have that opportunity.

Mr. ACKERMAN. I certainly feel there needs to be a great deal of involvement. In fact, as far as I am personally concerned I would like to see the State provide the majority of funds. I would like to see a minimum of Federal support. In many instances, it will require some State legislation, however, in order to change some of your revenue laws.

Well, the final concern that I would like to mention here today is this provision of financial assistance directly or indirectly to nonpublic schools. In the view of NSBA, such assistance violates the principle of church-state separation.

This assistance to nonpublic schools is a matter of practical concern as well because public schools will surely be weakened if multiple tax-supported school systems are permitted or encouraged to develop. In the testimony before the Senate Judiciary Committee on March 10, 1966, NSBA emphasized that some provision must be made for the church-state question to be resolved by the Supreme Court of the United States so that Congress may be guided in passing future education legislation.

Mr. QUIE. May I ask you a question about specific legislation now? In title I of the Elementary and Secondary Education Act, it provides that the funds be made available even if they attend parochial schools; however, any program is administered by the local public school.

The same way with title II. There are schoolbooks, mostly textbooks, and library materials available but in this case the property belongs to either the local public school or in at least one instance, the State department of education, which is a public entity.

Do you have any objection to that system of Federal assistance to the children of the private schools?

Mr. ACKERMAN. Of course, I think we need to support and supply education to all youngsters. On the other hand, I think one has to be very careful in this particular area.

Are you going to raise the question "Are you going to support public schools or are you going to support all private schools"? The minute you begin to proliferate your support and let it move in the direction of the other, I think you are going to weaken the public school system, and this is what concerns me.

It concerns me not only from what I hear in the United States but in the many opportunities I have had to visit schools in other areas, in other countries. Where you have the development of a strong private school system, you always find your public school system eventually being weakened.

Mr. BRADEMAS. I believe you just used the phrase "The minute you begin to move in the direction of providing assistance to private school children."

Mr. QUIE. I think you used the word "children."

Mr. BRADEMAS. You mean to say you would oppose school lunch, school milk programs for children in parochial schools, as an instance of moving in the direction you feel would be dangerous?

Mr. ACKERMAN. Well, the comment I made was that I think one needs to be very careful.

Mr. BRADEMAS. No question about that, but that is not my question. You see, we are engaged in making significant distinctions on this committee. We really do not survive by sort of cloudy generalizations. We have to decide what happens in the bill.

What do you say on that kind of a question?

Mr. ACKERMAN. The minute you begin moving in on one, where do you stop?

Mr. BRADEMAS. So you would oppose school lunch programs for children in parochial schools?

Mr. ACKERMAN. I would oppose using Federal funds for private schools.

Mr. BRADEMAS. Well, that is not my question. I myself do oppose Federal grants to parochial schools but that is not the question that Mr. Quie or I are putting to you.

Mr. QUIE. We oppose it and have the same concern you do, but in drafting the legislation we felt that we found a means where we could assist the children of the private schools, stay within the Constitution, leave the jurisdiction up to the public schools as you want, and try and find this common ground where both the private school people and the public school people could work together.

From what I have observed, these people have worked together better now than ever before in history. This has brought them into a dialog which to me should strengthen education. As I have observed, the big change which will be created by that legislation will not come in the public schools but in the private schools.

We are going to see a revolution of thinking in the private schools because of this legislation. If anybody ought to be concerned, it ought to be the private schools because they can't corrupt the education in this country, but the Government being involved in their activities could corrupt what they are doing.

I believe it was Monday of this week the papers carried an article of a new study just completed by the Catholic parochial schools.

Mr. ACKERMAN. I saw that.

Mr. QUIE. And the changes that have been wrought in those schools. If they are going to close down some of their colleges and contemplate the same with their secondary schools, just imagine what would happen if one of the public junior colleges in a particular community was closed down after that.

Mr. ACKERMAN. I think as far as I am concerned I covered most of the items I had in the formal report.

Mr. BRADEMAS. Doctor, thank you very much.

I notice we have with us George Tipler, the executive secretary of the Wisconsin Association of School Boards. I have just quickly looked at his statement and find that it is on all fours with yours.

I would suggest that Mr. Tipler come on up to the table and join Dr. Ackerman. If you don't mind, Mr. Tipler, we will put your statement in the record and we will ask questions.

(The statement follows:)

STATEMENT OF GEORGE TIPLER, EXECUTIVE SECRETARY, WISCONSIN ASSOCIATION OF SCHOOL BOARDS, INC.

The Wisconsin Association of School Boards is a voluntary statewide Association of 400 local public school boards representative of school districts educating over 95% of the children in Wisconsin public schools.

The Association policies are determined by the annual Delegate Assembly of official delegates of its member districts. Operating control is vested in an elected board of directors consisting of eleven persons who are local board members in districts representative of the membership.

The Association Secretary is the manager and is responsible for the program of services, information, and communications which involves the Association.

The Association conducts a full program of institutes, conferences, conventions, meetings, newsletters, and visitations. It is upon the basis of these contacts and activities that the Association respectfully submits this information for the Special Subcommittee on Education.

The Wisconsin Association of School Boards respectfully submits these issues on behalf of its officers and as a consensus expression from its membership among Special Sub-committee on Education.

I. REGIONAL SCHOOL BOARD MEETING OPINIONS¹

The Association recently completed a statewide series of regional drive-in meetings of local school board members and superintendents. The written reports from their small group discussions resulted in the summaries in the attached materials. School Board concerns were:

1. The voluminous paperwork in present federal programs is objectionable.
2. Identification of deprived youngsters. Schools aren't prepared or qualified to identify economically deprived youth.

¹ Attached statement of Association policies and summary of 1966 Regional School Board meeting discussions.

3. Time factors—employing a staff, deadlines for budget determination, future appropriations, etc.
4. Shortages of qualified personnel to meet program needs.
5. Delays on program information and USOE decisions.
6. Project development and approval frustrations.

II. FEDERAL STATE—LOCAL RELATIONSHIPS

The school boards of Wisconsin, individually on a widespread basis and collectively by majority decision, are concerned about and opposed to the extension of the U.S. Office of Education as it reaches down and out to the state and local educational provinces.

1. The local boards prefer to have their State Department of Public Instruction as the intermediary between local education and the federal government.

2. Local boards are disturbed by the ever extending local infringement by the U.S.O.E. Boards object to subjecting their decisions to non-school organization sanction as in the case of community action agencies. They are also disturbed by the siphoning off of public funds to support private or non-school organization program in competition with local public school programs.

3. Local Wisconsin boards have confidence that their State Education Agency can serve and administer the federal programs. We feel that the Congress could assign a greater State Agency role in the federal programs. If the states aren't capable of this assignment, then correct those deficiencies but not ignore the competent agencies.

4. Local school boards are convinced that the USOE programs and guidelines would be more easily implemented and understood if local board members and superintendents could have counseled during the development stages.

III. PUBLIC SCHOOL ADMINISTRATION FOR EDUCATION PROGRAMS

Wisconsin is somewhat unique with its historic dual (Public education and vocational education) system which does affect local public (grade 1-12) education. In our state the vocational system is now becoming a statewide post-high school system, but federal legislation has prevented some of the historic vocational programs from being relegated to the public schools (Smith Hughes, etc.).

Also, our boards are concerned about the trend toward a proliferation of jurisdictions in local education programs.

1. Local Wisconsin school boards want programs and funds for elementary and high school education programs to be allocated directly to and distributed by the State Superintendent.

2. Wisconsin boards want their State Superintendent to be recognized officially in the design and promulgation of any educational preparation or training for youth below grade 12.

3. Proposed guidelines for Title III (PL 89-10) contemplates grants for "dual enrollments", "studying ways to improve the legal and organizational structure for education", "Making available—educational equipment and especially qualified personnel—to public and other nonprofit schools", and "providing mobile educational services" and "proposals shall include evidence that representatives of appropriate culture and educational resources have participated in the planning and will participate in the operation." These broad references and provisions are further alarming when considered as being a direct independent local organization contract with the USOE and little State Superintendent involvement or correlation.

IV. PROGRAM ADMINISTRATION

Some Wisconsin school districts are becoming involved in more than one federal program and in some cases more than one under Title I of P.L. 89-10. The planning, drafting, administration, etc. is extensive and may involve, concurrently, services to more than one program by individual staff people.

1. Wisconsin boards are most anxious to have the law or guidelines modified to allow local board to allocate a fixed sum or percentage from each federal program to an administrative fund or pool from which to employ and pay for defined administrative services under these programs. This would avoid the arbitrary separation of administrative personnel service and charges among various programs with the resulting accounting and assignment complexities.

2. The Wisconsin professional school employe contract law requires that each employe be notified of renewal or non-renewal of his contract for the succeeding school year, on or before April 1.

Wisconsin school boards must have definite answers before that date regarding the status of their federal programs being financed on an annual basis. Local boards can't understand this "deferred decision making" practice and ask for revision to provide at least a one year advance assurance on each federal program—approval and funds.

3. Wisconsin school boards repeatedly complain, and their administrators complain, about the nebulous, inaccurate and discriminatory criteria of economic deprivation as a qualification for the Title I (PL 89-10) funds. Our people feel strongly that the educational deprivation criteria is more reasonable and equally justifiable for the presumed federal goals.

V. AID PROGRAMS

The history of the federal programs has been one of categorical aids. This is serving to fragment the educational program and, more particularly, the administration.

1. Wisconsin board members are becoming more concerned about adequate financing of present programs. We need property tax relief or funds for present programs as badly as new programs in the opinion of many Wisconsin board members.

2. Many new programs aren't a relief for our present tax load but, instead, extra burden. The local boards aren't in sympathy with additional categorical aids.

Wisconsin school boards repeatedly express concern over the growing supervision role of the USOE. They will prefer limitations on this role.

Our boards are concerned about revenue for educational programs benefiting all students. They don't like nor are they convinced about the singular merit of special programs for poor, gifted, handicapped, etc. when we can't assist average students equally.

The greatest relief to our members would be consolidation of programs, more authority in the State Education Agency and less administrative complications and fragmentation.

1966 REGIONAL MEETING DISCUSSIONS, WISCONSIN ASSOCIATION OF SCHOOL BOARDS, INC., WINNECONNE, WIS.

The Wisconsin Association of School Boards has recently concluded a series of 14 Regional Meetings, attended by 2,000 school board members, school administrators, other school administrative personnel and citizens. The schedule of meetings was:

Randolph, September 27
Dodgeville, September 28
Milton, September 29
Nekoosa, October 3
Westby, October 4
Amery, October 5
Neenah, October 6

Shawano, October 11
Two Rivers, October 12
Greenfield, October 13
Peshtigo, October 17
Tomahawk, October 18
Mellen, October 19
Stanley-Boyd, October 20

At each of the 14 regional meetings a representative from the Department of Public Instruction reviewed the impact of the federal aid to education programs on local districts in 1965-66. The WASB Executive Secretary also reported on current education issues in Wisconsin and issues which the State Legislature is likely to consider in 1967.

Following the presentations at each meeting, board members and administrators met in small discussion groups to discuss recent developments in education. A summary of the reactions of the discussion groups to key questions is presented below:

1. Major problems faced by districts in connection with use of Federal school aid in 1965-66.

The problems mentioned most often by the discussion groups at the 14 WASB Regional Meetings were:

1. Getting personnel to develop and submit project applications—extra load on administrator and clerical staff.
2. Shortage of teaching personnel to staff new programs.

3. Paperwork, research and evaluation—red tape.
4. Identification of deprived youngsters under present Federal criteria.
5. Uncertainty about future aids once programs started.
6. Time factor—money allotted too late in school year.
7. Schools weren't staffed and ready to develop programs.
8. Poor communication and interpretation guidelines for local districts.
9. Equipment shortage and delivery delayed—inability or delay in getting instructional materials.
10. Lack of information—delay and Federal indecision.
11. The reports are too technical.

II. What changes, revisions or new concepts would do the most to make Federal funds more useful for or more easily used by school districts?

The suggestions mentioned most often by the discussion groups at the 14 WASB Regional Meetings were:

1. Simplify reporting requirements—less red tape
2. More local-state discretion as to how funds should be used—general aids preferred rather than categorical aids
3. Change basis of appropriations—1960 census statistics out-dated.
4. Continuing program—not year to year. Allocations and appropriations might be determined 2 years in advance so plans could be made. More time for planning needed.
5. Funds needed for school construction and property tax relief
6. Need more assurance that funds will be available on a continuing basis.
7. Provide schools with funds to improve some of the present educational programs which the local districts feel are needed—general aids. Less restrictions as to how the funds are to be used—especially for rural school districts.

III. Which type of Federal school aids would be best—General aids or special program aids as are now being provided?

Delegates at the regional meetings in rural areas favored, for the most part, general federal aids allowing for more discretion by the local school district as to how the funds will be used. Several references were made about the need for general federal aids to education, with local and state determination of the deficiencies in the local district and how the funds should be used.

Delegates at the regional meetings in urban area (Greenfield particularly) seemed to be more in favor of categorical special aids because:

1. general aids invite control
2. there are too many abuses in the application of general aids.
3. special program aids are more efficient and guarantee, in part, that certain expectations will be met.

At the regional meetings in urban areas there was more divided opinion as to whether special program aids or general aids would be better.

IV. Should all high school level vocational education be operated and supervised by the public school system? Why?

Practically all of the discussion groups expressed concern that there be proper coordination and administration of the vocational education programs at the secondary school level; and that this coordination would best be met if the vocational education programs were supervised by the public school system. Many of the discussion groups favored the establishment of area vocational school districts on public school district lines rather than county lines. The groups mentioned that the Department of Public Instruction was the state agency best equipped to supervise the vocational education programs at the secondary school level.

V. What are the most important problems affecting public education which the legislature should consider in 1967?

The problems which were most frequently mentioned at the 14 WASB Regional Meetings were:

1. Property tax relief for education costs (highest)
2. Professional Staff issues: Supply, contract breaking, opposition to job tenure, and employment negotiations on wages, hours and employment conditions.
3. Increases in state aids for local public education
4. Boundaries of area vocational school districts
5. School district reorganization problems

6. Make teaching profession more attractive
7. Educational TV for Wisconsin
8. Rising costs of school construction
9. Vocational education training (secondary and post-high)

RESOLUTION POSITIONS ADOPTED BY WASB DELEGATE ASSEMBLIES

FEDERAL LEGISLATION AND REGULATIONS

School program

The WASB and its membership pledges to cooperate with other groups in promoting an "all out" effort to formulate programs which will serve all youth in preparation for their earning careers. The WASB will explore possible means for greater utilization of high school vocational facilities and personnel including sponsorship and development of programs outside of the regular school hours.

1/22/64

The WASB is on record in favor of maximizing consumption of dairy products, and especially butter, in our school lunch programs. The dairy products for school lunch and welfare programs should be purchased in the market to the extent they are not available from CCC stocks.

1/20/65

Taxation of trailer homes

The WASB shall invite other organizations concerned about the depletion of the local tax base to join us in an attempt to secure provision for funds to compensate for any state or federal property ownership or easement program which results in a loss of tax base or revenue to the school districts.

1/22/64

State aids

WASB asks the Legislature and the Legislative Council Biennial Aid Adjustment Committee to implement the provision for an annual guaranteed valuation figure in the state aid formula; continue to accentuate the integrated school program in the aid formula, resist any attempts to modify the present state aid concept and give favorable attention to an increase in financial support for schools from other than property tax sources.

1/24/62

National

The WASB is on record in opposition to the creation of a national board of education.

1/24/62

The U.S. Office of Education has been developed over a period of years as a coordinator of statistics; a coordinator of educational research; and the administrative agency for special national programs or projects. The WASB does oppose any extension of programs or authority of the U.S. Office of Education which may adversely affect the authority of local school boards and our historic concept of the organization of our system of education.

1/24/62

The WASB opposes any federal appropriations providing funds for the U.S. Office of Education which may allow extensions of present programs of federal aid or infringe upon the responsibilities and prerogatives of local school districts in determining their programs, when such programs meet state statute requirement. This position assumes that the state and local communities will design and implement tax and aid programs which will provide the funds necessary for our schools, while effecting local property tax relief.

1/24/62

The Association shall continue to investigate the local effect of programs before the Congress and communicate with the members of Congress regarding the policy of the Association toward the programs being considered.

1/20/65

The WASB requests that the State Superintendent have exclusive jurisdiction over all federal funds, programs and personnel involved in the public school operation and that existing legislation and policies be modified to provide this jurisdiction.

1/20/65

Whereas, the Association wants to correctly represent the opinions of its local member school boards in communications to Wisconsin Congressmen and for purposes of voting at the National Association Conventions, the Association resolves to poll its local member school boards on the questions of supporting or opposing the extension of federal aid programs.

1/20/65

American field service

The WASB endorses the American Field Service program to bring about a better understanding and spread goodwill between their countries and the United States of America through these students.

1/24/62

Compact for education

The Association urges Governor Knowles and the Legislature to join the COMPACT FOR EDUCATION and urges that provisions be made for representation of local school boards on the Wisconsin delegation. The WASB strongly urges that the Wisconsin Compact delegates insist on appropriate representation from, and attention upon, public elementary and secondary education and that the Compact Commission exert efforts to modify the present federal policy of categorical aids for education.

1/19/66

Other agencies

The WASB commends and continues to support the variety of research projects directed by the State University and other institutions or groups.

1/21/60

Department of public instruction

The WSAB recommends and will support action by the 1963 Legislature to initiate a constitutional amendment to provide for an elected state board of education with powers to establish policies and appoint a state superintendent. The Association further directs that the Association President reactivate the former WASB State Board of Education Committee.

1/16/63

Mr. BRADEMAS. I have a couple of questions. Dr. Ackerman, what percentage of school board members in the country are elected and appointed?

Mr. ACKERMAN. You know I can't really answer that but the majority of them are elected. I can't give you the exact figure. In fact I don't recall that I have seen that but the majority of them are elected.

Mr. BRADEMAS. I have three or four questions on some of the points you raised. As I understand it you would like to see the public school districts assume responsibility for Project Headstart programs. I personally am openminded on that although my bias leans against your proposal and I will tell you why. I will be a devil's advocate and you can respond.

Until the passage of the Economic Opportunity Act, we didn't really see much leadership or initiative on the part of the local public school systems in providing Headstart type programs. Now, we have a Headstart program going outside the school system and has generated very widespread support in the country.

It would seem that the public school systems, the public school districts, would now like to get on board the glory train and take it over. What do you say when that kind of a charge is leveled against you? In other words, where were you, why weren't you out there providing leadership?

Mr. ACKERMAN. I think this one I could answer because I can give you both sides and in fact, I have given both sides in various meetings that I have attended.

I think that quite often on some of these things we need some innovative types of programs. I would also say that there are lots of people at one time or another in the educational field that raise the question of where do you begin on this. Now, I think that the experiences definitely show that this is a good educational environment certainly for a segment of the population and it may be that it is good for the entire segment.

This we don't know. In other words, where should we begin our educational program with all our youth, not only with the culturally deprived. Certainly we have seen that from an educational point of view these youngsters do get something out of this.

Now, if it is education at that particular point, then it seems to me we ought to begin involving the educational agencies. Now, I do think this, however, because it was so uncertain and I think we would have to say that it was uncertain.

These types of things could best be done outside because after all, let's say they had completely failed.

Mr. BRADEMAS. You are not saying that you only want to get on board the successful ones?

Mr. ACKERMAN. No, no, no. Many innovative schemes ought to be tried outside first.

Mr. BRADEMAS. Mr. Tipler, you had a point you wanted to make.

Mr. TIPLER. In Wisconsin we had a Headstart; it was called 4-year-old kindergarten. We didn't know it was Headstart. We experimented with this for a number of years. In view of the tremendous impact after the war on our regular school program in order to prevent any part-time sessions and to meet our building programs we had to consolidate.

We kept our program going and concentrating on those years from the regular kindergarten through high school in my particular jurisdictions. However, if the Federal Government is in the position of having some funds to be made available after we have exhausted ours and we keep current with our primary responsibilities, we think that we are in the position—we have the know-how—to do this if we can just get the funds, that we shall provide.

Mr. QUIE. I feel so strongly about the transfer of Headstart from OEO to the Office of Education, that I don't want the record to be left vacant without me saying a word. The Opportunity Crusade Act, which I introduced last year for revamping of OEO, included this transfer and from all I have been able to observe in testimony and talking to people, I am even more convinced now that the Headstart program, in fact the education portions like Headstart program under OEO ought to be transferred over to the Office of Education.

I am glad that more and more people are coming to that opinion as well.

Mr. BRADEMAS. I wanted to use another example. We have not touched on this problem very much in our discussions and I think it is very relevant to the whole operation of the ESEA and the Office of Education.

I refer to the problem of de facto segregation in the schools. This is one of the reasons I asked you if most of your school board members

were elected or appointed, because that could have some impact on my question.

Running throughout the entire testimony of both you gentlemen is an apprehension about too much involvement of the Federal Government and about diminution of State and local responsibility, if that is a fair summary.

Would it not be fair to turn to this terribly complicated problem that we all know faces us, would it not be fair to suggest that one way to keep the nose of the Federal camel out of the tent would be for local public school districts and State departments of public instruction to take some initiative and some leadership in solving the problem of de facto segregation?

In that way, you could have a good posture from which to say that the Federal Government might not be the one to push so hard in this respect. The National Association of School Boards, what are your people doing in this respect? Are you facing up to this problem?

Are you trying to provide leadership through your local school boards to attack this problem?

Mr. ACKERMAN. Well, I would say that we have had the general policy all through the years that we needed to provide equal educational opportunities for all and that you had to have full access to educational responsibilities and this had to be done without respect to race, ethnic backgrounds, religion or even in your social-economic conditions, so this has been more or less the general policy.

Now, when you are operating as the national organization you can voice the overall general policies that there should be no barriers, and yet you can't go out and eliminate all of them.

Mr. BRADEMAS. I am deeply saddened by your response but not surprised. It is easy to enunciate policy but I would just say this: I don't think local school boards should complain if Uncle Sam begins to move in this field, if they are not doing anything at the local level aside from passing resolutions.

Mr. ACKERMAN. I think we have been doing more than just passing resolutions.

Mr. BRADEMAS. Tell me, what have you been doing?

Mr. ACKERMAN. When you hold a series of meetings on this question and you stress the importance of the elimination of these barriers and you stress the need of joining with all community leaders in eliminating all of these evils in these barriers, I think you are doing something.

I think you can only move so rapidly in a situation such as this and I, personally, feel that when you begin to utilize the schools as the means of bringing about some social legislation, you are making education suffer, you see. But I think at the same time you have got to move in this direction as rapidly as you can get people to move.

Mr. BRADEMAS. To somebody who has been in Congress for several years you have just uttered a very revealing sentence.

I would be very glad if you could give us a memorandum telling us in rather specific, concrete ways what the NSBA has been doing aside from passing resolutions and holding conferences to enable our country to attack what I think most of us would agree is perhaps the thorniest problem in American public education today.

What are the State departments doing in your judgment, Mr. Tipler?

Mr. TIPLER. I am glad you asked that, Congressman. I would hate to have the record have this void. In Wisconsin, we have had some studies on this. We are in support of legislation which would recommend that the State legislature appropriate money for these problems.

We are in support of this. Now, we cannot make the legislature appropriate money but our support is directly in this area. I think that our school boards in Wisconsin or the records of our school boards in Wisconsin are such that they bear anyone's examination.

I think, in their commitment to educational materials, to educational professional staff members, to facilities and so forth, they have tried to attack this problem in a realistic manner. They have gone just as far as local resources will allow, and they have committed resources above and beyond what the average is getting.

I think in this respect we do not hide anything. We are proud of our record and we would be willing to have our record examined. We did not, as might be the case in Minnesota, have a widespread problem here, but we have it in different areas involving different kinds of situations.

We have Indian boys and girls for whom there have to be different kinds of programs. So, in this respect, I think we have been moving, we have things to which we can point, we have not been waiting for the Federal Government.

Sure, if there are additional funds available, we could put more pressure on some of these problems and attack them to a greater extent with more resources.

I think the one thing we are concerned about, Congressman—two things—we have been trying to keep our overall commitment up to date and we think we have done a good job on a current basis. That is one.

The other, in our State we think we have a very competent superintendent—and they are, too, attacking and I believe our State superintendent's office is scheduled to report to you this morning and I think they can point to specific instances and I will defer to them.

But we would like to make this point, Congressman, that in our case, we think that we have a State department capable of implementing the guidelines or the direction set by Congress or by the U.S. Office.

We would like, then, and this is one of my points on pages 2 and 3, to have the legislation provide that in those cases where they do have competency, you be willing to accept that they be allowed more latitude. In those areas where you feel they have some deficiencies, that you allow the Education Office to beef up the department instead of bypassing the department to deal directly with the local boards.

In our humble opinion, this would be more fruitful. In the case of the people I represent, we could accomplish much more easily, your objectives along this avenue.

Mr. BRADEMAS. I find both of your points very encouraging. Let me say to make the record clear, the reason I made the statement as strongly as I have is just as one member of this committee I get very annoyed with people who say "We will keep the Federal Government out of this. We will do it at State and local level."

Then when one looks at the State and local level, they are not doing anything. The best way to keep Uncle Sam's nose out of these matters is to solve the problem at the State and local level, really to attack the problem at the State and local level and not approach them in a sort of papier mache way.

I just have one other question before I yield to Mr. Quie.

Mr. ACKERMAN, you commented on the whole business of assessment of how we are doing in our elementary and secondary schools which, of course, is important to us because if we are supposed to vote public moneys, we would like to know if we are getting our money's worth.

As I recall your statement, you did not object to assessment and evaluation as such, you wanted to be consulted. Would you have any objection to the kind of evaluation and assessment that we have been reading about in the papers if it were financed privately by nongovernmental funds?

Mr. ACKERMAN. You see, I have been in this research area all my life, particularly in the field of agriculture, as Mr. Quie knows, and consequently, I think I have a real appreciation of the difficulty of making an overall national assessment.

Now, school people themselves are always assessing and evaluating, and your State universities are also evaluating and so forth. I think your major fear and concern is not in this question of evaluating because we have been testing our youngsters on many, many different kinds of tests.

I think the real question is that these tests not be taken out of their contexts and used for purposes for which they were not designed. After you get a national test, it is quite frequently very easy to do that. If you take it out of its context and use it for something it is not designed for, it may not give the right decisionmaking answers. This is your major concern among your educational people and I think also the major concern of the School Board Association.

Mr. BRADEMAS. Mr. Quie.

Mr. QUIE. I would hope that since we are meeting in Evanston there will be somebody before the day is out who will tell us about what is being done about the integration of schools in Evanston. I read about this and heard about it on the radio when I was driving through Chicago a couple of weeks ago.

I was kind of impressed by the results of the survey that was made in the Evanston area and what is being attempted here. So I am still waiting patiently for this but I cannot ask anybody from Wisconsin.

Mr. ACKERMAN. Nor someone from Elmhurst.

Mr. MOUSELITE. You will be meeting with them at lunch today.

Mr. QUIE. Mr. Tipler, you said on the second page of your statement here in item No. 2 in your regional school board meeting opinions:

Identification of deprived youngsters. Schools aren't prepared or qualified to identify economically deprived youth.

Why do you say that?

Mr. TIPLER. I think if there is one thing that our regional meetings produced, Congressman, it was the fact that the school board members—and I believe this probably is in some measure true about superintendents—are confused about this.

There is identification of qualification based upon the economically deprived, and then when they get to the schools, they have not identified these people. They say if you have a concentration you have to design a program for this.

We have many medium- and small-sized school districts. Some have two centers. Trying to identify programs for one or other of these schools or maybe even three or four centers in our medium-sized school districts becomes very confusing.

These people say it is very easy for them to identify the children that have problems in learning or problems of educational deprivation. If they are to relate this to economic deprivation, they become confused and then we learn there is some correlation, and then they become more confused.

They say if you are going to allow us to design and bring boys and girls ahead in their economic achievement, we are equipped to do this, we can identify it, we can do it. But when you mix in this element of the unknown of economic deprivation with no identity and this kind of segregation, we are not as well equipped to handle this, and they really become confused.

If you want to get school board members pounding on tables, you get into a discussion of this. For whatever it is worth, this is their confusion and I would be remiss in not reporting this.

Mr. ACKERMAN. I could add to that because I have heard this question discussed in a number of State association meetings which I attended and they expressed exactly the same feeling. The minute you begin to break it down on the basis of economics, how are you going to determine that without asking some questions?

Parents don't like to have some of these personal questions asked.

Mr. QUIE. Then we find a dilemma where the Federal Government can determine from the census figures who are 7 years old now, which you can't do, but the Federal Government can't determine what an educationally deprived child is because neither in the first legislation nor when it was extended, did anyone write a definition of an educationally deprived child.

Nor could the Office of Education tell us who they were. Do you feel on the local level you can tell who the educationally deprived child is who needs help?

Mr. ACKERMAN. On the basis of test.

Mr. TIPLER. This is what our professional educators are trained to do. In our humble opinion, if I speak for my colleagues, we think that with the cooperation of our State department we can achieve that purpose or we can lean toward that goal in a realistic manner productively.

Mr. QUIE. Then another question. On page 3 of your statement, Mr. Tipler, on the bottom of the page you refer to title 3 of 89-10 and leave some questions on whether you approve of dual enrollments and inclusion of the other nonprivate schools.

You come to the end and say that it is further alarming when considered as being a direct independent local organization contract with the USOE and little State superintendent involvement or correlation.

Now, would you approve of this relationship which you find alarming if all of title III programs had to go through the State department of education for approval and even better a State plan devised for title III before the State could utilize that program?

Mr. TIPLER. Precisely, Congressman.

Mr. QUIE. You would not have any question with the relationship with private schools?

Mr. TIPLER. I am not prepared or authorized to respond to that kind of question, but the State plan idea and the State department involvement, this is something about which we are concerned and this is something we would like to support. We would hope that the Congress would see this as a possibility.

Mr. BRADEMAS. Just at that point, Mr. Quie, since it is an exception to my point a moment ago, I will have to take exception to his. Based at least on my conversations with local school superintendents, many of them do not want what they regard as unwarranted State interference and State intervention with their, as they regard it, sovereign local capacity to put together title III applications.

School superintendents not far removed from where we now sit have expressed to me real misgivings about the ability, to be very blunt about it, of State departments of public instruction to provide them with very imaginative or innovative leadership.

So I would have to disagree with Mr. Quie on that one.

Mr. QUIE. I am glad to report that the national organization does not agree with the local people in this area and I find that there is now developed a unanimity not only with the school association by NEA and the Association of Secondary School Principals and the Association of School Superintendents as well.

I think we are coming along.

Mr. TIPLER. I think you are entitled to a response to that, Congressman. I think this focused more directly my original contention that maybe upgrading some of the competencies in the State departments would be the answer. I don't believe in our State that we would have the consensus that you are expressing.

I think that we have a most excellent rapport with the superintendents in the department of public instruction and I don't believe they would take exceptions.

Mr. QUIE. Dr. Ackerman, you indicated general support for general education. Now has your association prepared any suggested formula that should be used?

Mr. ACKERMAN. No.

Mr. QUIE. Are you going to be doing that?

Mr. ACKERMAN. We think it ought to be on some formula basis and I say we certainly would give some attention to that.

Mr. QUIE. I hope that some specific recommendations will be forthcoming.

Also you say you testified on the National Teacher Corps. Now that you have observed it operate for a short period of time, have you any comments about support or lack of support?

Mr. ACKERMAN. That question I could not answer because I was not the one that testified on it and I have had an opportunity of sitting in

on some State extension service meetings where we discussed that. I would say that on the basis of some of the discussions that I have heard that I think probably—Mr. Tipler might be able to be a bit more specific because I have not had any direct contact, but I have not had any real criticism.

Mr. QUIE. Do you have any knowledge of it?

Mr. TIPLER. I am not prepared to reply, Congressman. I am sorry.

Mr. BRADEMAS. Thank you very much, gentlemen. It has been very useful and helpful testimony.

Can we now hear from Mr. Archie Buchmiller? I notice you have an extremely long and I am sure very thoughtful statement. Do you think you can summarize it for us pretty quickly so we can ask you some questions, because we have a number of other witnesses.

STATEMENT OF ARCHIE A. BUCHMILLER, DEPUTY STATE SUPERINTENDENT OF PUBLIC INSTRUCTION, STATE OF WISCONSIN

(Prepared statement of Archie A. Buchmiller follows:)

PREPARED STATEMENT OF ARCHIE A. BUCHMILLER, DEPUTY STATE SUPERINTENDENT OF PUBLIC INSTRUCTION, STATE OF WISCONSIN

Madam Chairman, members of the committee, it is a privilege for me to appear before your committee. My name is Archie A. Buchmiller, and I hold the position of Deputy State Superintendent of Public Instruction. It is a pleasure for me to represent Mr. William C. Kahl, State Superintendent, and the Wisconsin Department of Public Instruction, the educational agency responsible for public elementary and secondary education in Wisconsin. Our agency does not serve higher education nor post-high school vocational, technical and adult education programs in the state of Wisconsin. These programs are the responsibilities of other state boards or agencies in Wisconsin. Thus, of necessity, my remarks to you must bear only on federal programs affecting public elementary and secondary education.

The Wisconsin Department of Public Instruction has approximately 450 employees of about which 150 are at the Schools for the Blind and the Deaf. We are the administering agency for the National Defense Education Act, the Elementary and Secondary Education Act, Public Law 874 and 815, Title XIX of Public Law 89-97, the in-high school phase of the Vocational Act of 1963, Menominee County aids, school lunch and milk program, surplus property and a member of the Governor's Task Force for implementing the Economic Opportunity Act. Federal programs administered by this Department involved over \$30 million in fiscal 1966. Wisconsin has a school enrollment in 1966-67 of 890,000 pupils in the public schools, 264,000 in private schools and approximately 42,000 professional staff in our public elementary and secondary school system.

It is not my intent or desire to take a negative position with respect to federal aid to public elementary and secondary schools or to arbitrarily criticize the operations of the U.S. Office of Education. Rather, I hope my comments may provide you with some of our viewpoints and concerns.

It is our firm conviction that the educational well-being of each state and of the nation as a whole can be best assured over the course of time by strong leadership on the part of state departments of education; by effective performance on the part of local school districts (which in the end must carry out any educational program, be stimulated and administered by federal or state agencies); and by a supportive federal role which insures that the federal interest is recognized and that the primary objective of equitable distribution of the national wealth to the states is fulfilled. In our opinion, the best role of the federal interest is one which enhances the state and local agencies. States and communities, like individuals, are different, and each must ultimately develop its own operational education programs. We do not believe that the local school district has the right to be ineffective, but we do support the position over the above certain minimums, each local community has the right to develop as good educational programs as it desires.

Wisconsin school districts spent approximately \$460.00 per public elementary and secondary school pupil during 1965-66. Of this figure approximately \$196.00 is state support and \$264.00 is local support. To maintain this level of per-pupil expenditure, the local school district must rely on local property taxes for 60-70% of its revenue. Educational improvement and expansion at the local level must be supported by state and federal sources of income, for only in this way can the local district obtain the necessary capital without establishing oppressive levels of property taxation. This year the state of Wisconsin will approach the 30% level of financial support for the operation of local district educational programs. \$303,354,000 is being requested by the Department in its 1967-69 biennial budget for state aids to Wisconsin school districts.

In the long run, significant improvement in education cannot be effected without financial assistance from the federal government. Redistribution of a part of the national wealth to each state is essential for long-range educational well-being. Thus, the issue for us is not whether we should or should not have federal aid; rather the critical issue, in our opinion, is what type of categorical aid, prescriptive control, and administrative processes should accompany federal legislation. We are concerned that the 89th Congress, though providing increased amounts of federal support to education, bound that support by greater specificity, increased administrative control, and many more requests for information and statistics. This increased specificity taxes the local school district and the state agency and necessitates the development locally of greater administrative capacity in order to prepare applications, operate programs, gather data, and comply with reporting requirements. We understand that such specificity, in many cases, stems from the natural concern of Congress about legislative programs and the needs of the U.S. Office of Education in reporting to Congress about programs it administers.

We hope that the Congress will, to a great extent, look to each state and its educational agency or agencies for assurance that the intent of Congress is being fulfilled. We believe it desirable that each state educational agency be designated as the agency responsible for administering federal aid programs in the state according to the appropriate legal structure and administrative procedures of the programs.

Each state has its problems in administering federal education programs. Federal definitions for categorical aids often differ from those used by the state (for example, the term equipment as versus that of supplies). The development of a regional depository plan for Title II library resources runs counter to the Wisconsin philosophy of developing strong libraries in each school.

The direct federal-to-local district relationship provided for in Title III is detrimental to the development of a purpose and direction in supplementary centers and services funded by federal and state programs. Incompatibility as manifested in the above examples makes it difficult for federal and state programs to be mutually supportive and complementary. A major consequence of this incompatibility is the increasing tendency of local school districts to set aside or ignore state goals, objectives, and administrative procedures in order to qualify for federal aid.

I recognize that the committee is pressed for time. Rather than give a detailed report at the present, I invite you to request any information from the Wisconsin Department of Public Instruction that will prove useful to the committee. With your consent I would like to conclude my presentation by discussing several concerns of the agency I represent.

1. The Wisconsin Department of Public Instruction would prefer that a general distribution of federal funds earmarked for education be made to the state for priorities determined by the state. If general aid is not expedient or feasible in the near future, then we emphatically endorse federal programs utilizing the state-plan method of operation, such as the National Defense Education Act, the Vocational Act of 1963, and Title VI of the Elementary and Secondary Education Act, rather than programs requiring detailed state applications and federal guidelines, as in Title I of the Elementary and Secondary Education Act. We believe that we can effectively assure fulfillment of the intent of Congress for Title I by means of the state plan procedure which has been the pattern of the National Defense Education Act and the Vocational Act of 1963.

2. We hope that, rather than proliferate individual programs of federal aid, the Congress will consider the utilization of general categorical plans, each of

which could carry numerous aid channels. In this way, existing programs could be consolidated under the most effective existing channels with a minimum of change and organization.

3. We strongly urge you to give serious consideration to the principle whereby all federal educational programs available to the states would be administered by a single federal agency rather than multiple federal agencies and whereby an educational agency or agencies in each state would be designated as the administering agency for these programs. Examples of programs for which this principle would be applicable are the pre-school program and the adult basic education program under the Office of Economic Opportunity.

4. Our school year starts with an upswing in September and ends with a downswing in June. Educational planning for this period must be done at least three to six months in advance. This lead time is necessary not only for recruitment of personnel, but also for action to be taken on educational programs by local school boards and school electors during the annual school meetings in July. Crash programs initiated after the beginning of the school year and late appropriations cause problems.

For what are probably good and valid reasons, guidelines from the Office of Education are usually not developed and finalized until after the authorization and appropriation of funds by the Congress. As I am sure you are aware, this practice causes additional time lags and sometimes results in the hasty development of administrative guidelines prior to consultation with state and local agencies. Moreover, the prescriptive guidelines and administrative controls of the Office of Education oftentimes tend to over-reach what seems, upon intensive reading, to be the intent of legislation.

Programs and administrative guidelines developed under the press of time sometimes require precipitous changes at the federal level. Although such changes can be made quickly and effectively at the federal level, follow-up at the state and local levels cannot be accomplished so expeditiously. Commitments already incurred by contractual relationships and programs already initiated are not so easily or quickly altered.

5. Many local districts are already over-taxed. In fact, the poorer ones that need federal assistance the most can become over-burdened with the dollar-matching requirements of federal aid programs. Dollar matching strips such local districts of the fiscal ability of adapting their educational programs to local needs. Carried to an extreme, state and local agencies may well become follow-up agencies for federal programs rather than agencies with the goal of closing educational gaps at the local level. We must encourage and maintain local responsibility and initiative and enhance the quality and quantity of the whole educational endeavor at the local level, rather than therapeutically treat only the most serious symptoms of our educational deficiencies.

6. We support the conversion of Title III of the Elementary and Secondary Education Act to a state-plan operation which will permit each state to administer its plan of supplementary services and centers. We maintain that the primary responsibility of providing general services to local districts should rest with the state agency and the local school district.

The only reference to the state role in the proposed guidelines for Title III is the following:

"118.49 *State educational agency review and recommendations.*

"In order to afford state educational agencies a reasonable opportunity to review and recommend project proposals submitted within a State, the Commissioner will not take final action with regard to any project proposal, nor will the Advisory Committee on Supplementary Educational Centers and Services make its final review of any project proposal, until 30 days after the applicable deadline date established by the Commissioner for the filing of project proposals by local educational agencies."

The direct federal-to-local administration of the existing Title III program bypasses fundamental state responsibility and thereby sets a questionable precedent. If, in fact, the federal interest in the stimulation of *exemplary demonstration programs* should be maintained as part of the Title III package administered by the U.S. Office of Education, the relationship of Title III and Title IV which now finances regional laboratories, and research and demonstration centers must be explored.

7. It is our conviction that Title V of the Elementary and Secondary Education Act carries with it the fewest number of undesirable side effects. We would support the elimination of the existing 10 per cent line item budget controls. We acknowledge that Title V support at fiscal 1968 levels or above will materially assist the state educational agency in becoming one kind of educational leadership force needed within each state. Title V will develop state agencies to the point where they will provide a far more effective administrative performance than is now possible.

8. We believe that the educational research information centers developed under Title IV of the Elementary and Secondary Education Act should serve as clearinghouses of information for state educational agencies which, in turn, should be charged with the responsibility of disseminating information to local school districts within each state. One advantage of this approach is that communication channels from state agency to local district already exist.

9. In view of the increased demands for basic educational data and statistics by the U.S. Office of Education and by the Congress, we would endorse an intensive effort under Title X of the National Defense Education Act to develop, as rapidly as possible, a comprehensive and uniform educational data system for elementary and secondary schools. The development of such a system would insure the transmission of compatible and comparable educational data by state educational agencies to the U.S. Office of Education.

10. The federal government seems to be bending toward even greater specificity and administrative control in its educational aid programs. Prescriptive detail narrows the options available to state agencies and local school districts.

For example, guidelines for Title II programs during fiscal 1967 suggest that the state consider establishing geographic area depositories for library resource materials acquired under Title II. Further details spell out such aspects as annual catalogue lists, circulation, recall inventory, and redistribution regarding the depositories. Preliminary estimates from some of our districts indicate that costs of administering such depositories would consume from 20 to 25% of the district's allocation. This type of program and its underlying philosophy run counter to our state goals of building strong school libraries where students have daily access to these resources.

Another example of such prescriptive detail is found in the proposed guidelines for Title I.

"(g) Each application by or through a State educational agency shall contain an assurance that the State educational agency will make such other reports to the Commissioner as he may reasonably require from time to time to enable him to perform his duties under Title I of the Act. Such reports shall include a disclosure of any allegations which may be made by local educational agencies or private individuals or organizations of actions by State or local educational agencies contrary to the provisions of Title II of the Act or the regulations in this part, a summary of the result of any investigations made or hearings held with respect to those allegations, and a statement of the disposition by the State educational agency of those allegations. It is recognized that the responsibility with respect to the resolution of such matters rests, in the first instance, in the State educational agency."

Having explored various implications of the federal, state and local partnership, we propose that the role of the federal interest should be to stimulate and encourage the development of strong, effective state and local partners. As we recast the traditional roles of the three above-named agencies, we will need to be reminded that strengthening any one of the partners at the expense of either or both of the others will not, in the long run, serve the best interests of education.

In conclusion, we respectfully urge that the Congress consider supplying needed federal resources and funds to the state with a minimum of prescriptive detail and administrative control; that it consider charging the states with the major responsibility of complying with the intent of Congress; and that it consider encouraging the most effective mix of local, state and national resources in order to carry out the interest of all three.

Thank you for offering me the opportunity of presenting these remarks to you. I will try to answer any questions that you may have as well as I can.

[APPENDIX A]

ADMINISTRATIVE RELATIONSHIPS AND CONCERNS

1. The relationship and responsibility between regional offices and the Washington office are not clear; as a result, most of the state agency's contacts are with the Washington Office of Education.

2. Administrative procedures and guidelines may, from time to time, be hastily conceived. For example, Title I guidelines were revised two or three times while the program was being initiated. It is also apparent that fiscal 1967 guidelines will not be finalized until December or January. We recognize that late Congressional action may have an effect on the development of guidelines. While difficult to achieve, we would hope for maximum participation of state agency staff in the development of guidelines and mandatory administrative procedures.

3. Administrative procedures in federal guidelines often seem to place high priority on compatibility with federal procedures without needed flexibility for state and local administration (i.e. letter of credit freeze requesting program balance in middle of a month rather than end of month or quarter).

4. Peak loads of state and federal reporting occurs at the beginning and end of the school and fiscal year. Increased program reports at these times taxes the performance of local and state agencies. The incidence of late or delinquent reporting has increased significantly the past two years.

5. Approval of fiscal operations by the U.S. Office of Education, such as intra-state re-allocation, ratable reductions, ratable increases, should be left in the hands of state agencies in order to avoid time lags and to expeditiously make funds available for program operations.

6. Technical assistance from the U.S. Office of Education depends upon personnel from the Office of Education thoroughly understanding the legal and administering operations of each state. For numerous reasons, personnel from the U.S. Office of Education are not always familiar, nor possibly can they be with impact at the state level. For this reason greater reliance should be placed on the state to administer within the intent of Congress and within existing state channels.

7. Communication is one of our most critical problems. Various sources many times provide a series of conflicting interpretations. We believe there is a great need for the U.S. Office of Education to provide prompt, comprehensive, official communications on program changes, authorization, entitlement, etc. Up-to-date official information is essential for common understanding.

8. Upon occasion we find gaps in policy and administrative action. Probably this cannot ever be totally overcome, it should be minimized to the greatest degree possible.

9. Whether fact or fiction, there seems to be some inclination to believe regulations and guidelines are developed to secure compliance with the intent of Congress based upon performance compliance from the agencies least able to perform. Individualized *general state plan* procedures can be developed to meet unique and individual state abilities. *State plan* procedures are preferred by us to federal administrative guidelines.

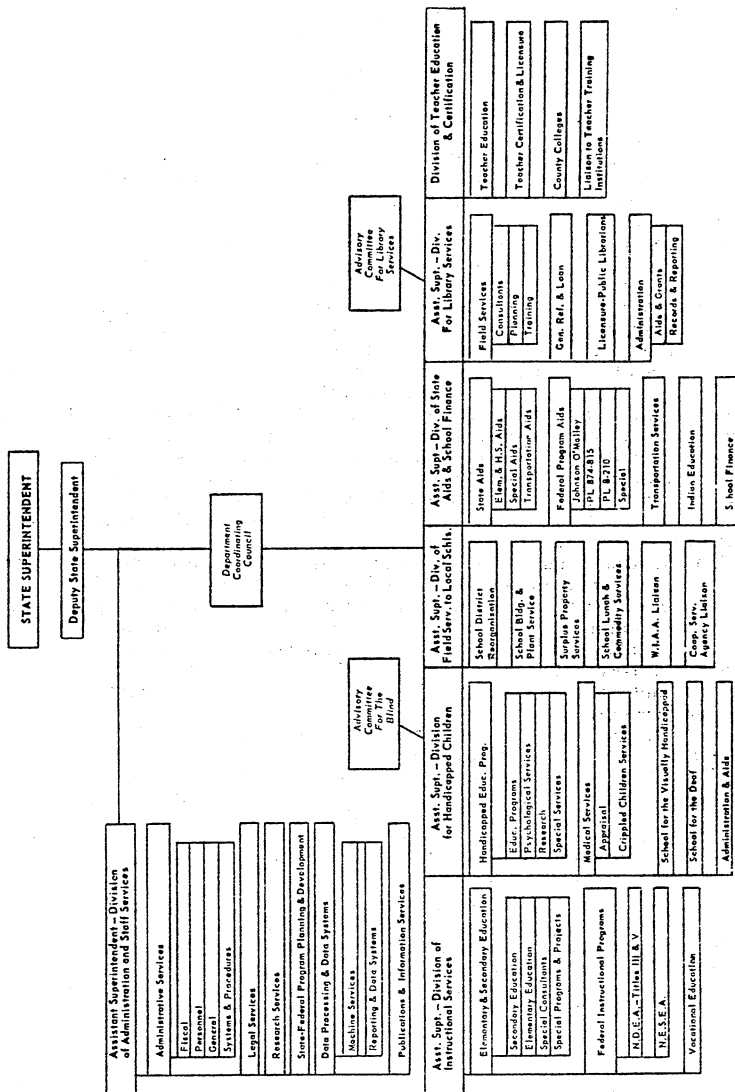
10. One of our most formidable problems in the State educational agency is responding to requests for information. Not only do we have definition problems, multiple collection of same information (dates and data conflict can cause the collection of the same information within 15 to 30 days). While it would be a great asset to know everything, increasingly it is apparent this is not possible. Our problem, state and federal, is to collect data which is significant and meaningful within a total system approach with maximum compatibility between state and federal systems.

11. Education program efforts are rapidly expanding. It is, and promises to become, a large effort. We believe serious policy decisions need to be made as to responsibility for given areas of our total effort, if duplication of effort is to be avoided and maximum compatibility between local, state and federal efforts are to be achieved.

APPENDIX B

LINE AND STAFF ORGANIZATION

August 1, 1965



APPENDIX C Expenditures and budget for 1965-67 and 1967-69 bienniums

	Expenditures, 1965-66	Estimate, 1966-67	Total, 1965-67	Request, 1967-68	Request, 1968-69	Total, 1967-69	Biennial In- crease or decrease	Percent biennial increase or decrease
LOCAL ASSISTANCE AND SCHOLARSHIPS								
Elementary and secondary school aids.....	\$96,110,718	\$115,276,500	\$211,378,218	\$122,836,500	\$129,906,700	\$252,743,200	\$41,355,982	20
General transportation.....	8,171,815	8,952,000	17,123,815	9,230,500	9,730,400	18,960,900	1,837,085	11
Foster home tuition.....	343,420	1,188,000	1,531,420	1,338,900	1,528,000	2,864,900	1,333,480	87
Tuition of certain children.....	31,728	35,200	66,928	86,900	96,000	182,900	115,972	173
County teacher college aids.....	661,179	690,000	1,351,179	744,100	623,000	1,367,100	15,921	1
Cooperative service agency aids.....	551,000	551,000	1,102,000	551,000	551,000	1,102,000	0	0
Menominee County aids.....	44,000	44,000	88,000	44,000	44,000	88,000	0	-100
Indian scholarships and aids.....	130,019	178,550	308,569	195,250	209,300	404,550	95,981	31
School library aids.....	970,210	880,000	1,850,210	920,000	960,000	1,880,000	29,790	2
Driver education.....	766,875	991,700	1,758,575	1,116,700	1,241,700	2,358,400	599,825	34
County supervisor teacher aids.....	373,702	373,702	747,404	373,702	373,702	747,404	0	-100
County superintendent aids.....	86,358	86,358	172,716	86,358	86,358	172,716	0	-100
National defense education.....	2,482,969	1,756,917	4,239,886	1,748,526	1,746,528	3,495,054	-744,832	-18
School lunch aids.....	2,072,945	2,210,000	4,282,945	2,370,000	2,530,000	4,900,000	617,055	14
School milk aids.....	2,068,023	2,660,000	4,728,023	2,710,000	2,760,000	5,470,000	201,977	4
Vocational education.....	232,623	1,089,215	1,321,838	1,074,551	1,070,771	2,145,322	823,484	62
ESEA education of disadvantaged children.....	10,360,015	17,820,015	28,180,015	17,820,015	17,820,000	35,640,000	7,459,985	25
Handicapped children, aids and transportation.....	6,966,949	8,145,026	15,111,975	9,136,805	10,099,355	19,236,160	4,124,185	27
Library services aids.....	355,884	376,035	731,919	376,035	376,035	752,070	20,151	3
Library construction aids.....	303,599	640,403	944,002	640,403	640,403	1,280,806	336,804	36
ESEA school library and instruction materials.....	3,531	2,206,365	2,210,196	2,206,365	2,206,365	4,412,730	2,206,565	100
Library scholarships.....	13,438	11,750	25,188	11,750	11,750	23,500	-1,688	-7
Total.....	133,646,300	165,658,961	299,304,961	175,114,285	184,105,307	359,219,592	59,914,631	20
SOURCE OF REVENUE								
Segregated revenue.....	1,737,085	1,871,700	3,608,785	2,036,700	2,201,700	4,238,400	629,615	17
Program revenue.....	18,863,329	29,220,985	48,084,314	29,445,885	29,658,407	59,104,292	11,019,978	23
General purpose revenue.....	113,045,886	134,565,976	247,611,862	143,631,700	152,245,209	295,876,900	48,265,038	19

APPENDIX D

Cost of administration of Federal aids to localities programs, fiscal year 1966-67

	Federal	State	Total
NDEA III, V, NFAH.....	\$105,823	\$92,484	\$198,307
Lunch milk and commodity distribution.....		189,151	189,151
Vocational education: Matched by State funds in department of vocational and adult education.....	80,785	80,785	161,570
ESEA: Title I.....	180,000		180,000
ESEA: Title II.....	72,462		72,462
Indian education including Public Laws 874 and 815.....	23,449		23,449
Crippled children funds A and B.....	290,000	(1)	290,000
Library Services and Construction Act.....	140,995	140,995	281,990
Administrative and staff services: Portion of State expenditures superintendent, business office, etc., which applies to the Federal aid programs above—			
Estimated \$29,220,985			
\$165,658,661 = 17.6% × \$204,984 =		36,077	36,077
Total.....	893,514	539,492	1,433,006

¹ All crippled children administration is paid by CC Federal funds. Federal amount includes everything in the way of consulting and supervising services it should plus some it shouldn't—only possible exception is L. Block, H. Donahue, and Secretary, but then there would have to be changes. The reverse of this of some of the Secretaries' time.

NOTE.—The following programs not counted: ESEA—title V—apps. 151, 451, and 851. Federal English language arts program. Surplus property charges. Lunch program handling charges. NDEA—title X.

Mr. BUCHMILLER. I believe I can summarize my statement, because many of the salient points have already been covered.

I might say it is a pleasure to be here. As you know I am the deputy State superintendent of public instruction and I speak for William C. Kahl who is the State superintendent in Wisconsin, Department of Public Instruction.

I want to emphasize that we are the agency for public elementary and secondary education in Wisconsin but do not represent the higher education or post-high-school vocational, technical, and adult education programs. Thus, my comments will have to be on the programs that relate to elementary and secondary and not the other areas. Also, I do not feel I am here to criticize either the Federal aid programs nor to arbitrarily take a negative position with respect to the U.S. Office of Education. Rather I hope that my comments might be reflective of some of our concerns, and that is about as far as I would like to go.

I would like to also emphasize the fact I have only been a State employee for 3 years and a superintendent of schools for 17, so, necessarily, some of my bias from my former employment will probably wash over.

Now, we are firmly convinced that the educational well-being of each State in the Nation as a whole can best be assured by strong departments of public instruction, by strong leadership, and by stimulation by the Federal Government in the development of comprehensive programs and that the primary interest of the Government ought to be the stimulation and development of programs, and not the operation and sustaining of those programs.

Now, also it seems to us that in the long run, significant improvement to education cannot be effective without financial assistance from the Federal Government, and it is necessary that there be some redistribution of some of the wealth to the States for educational well-being.

Thus, the issue for us is not whether we should or should not have Federal aid; rather the critical issue, in our opinion, is what type of categorical aid, prescriptive control, and administrative processes should accompany Federal legislation.

Our issue, then, becomes with the administering process of that Federal aid or grants, and in the controls that sometimes we feel coming along with that prescription administrative progress.

I think that the increasing demand of Public Law 89-10 with the detailed application procedures tends to tax the ability of the local administrative agency.

I just would like to emphasize a couple of points and let you interject as you would. We hope that the Congress will look to each State with increasing assurance that the education agency in that State can become a viable agency and fulfill the intent of Congress rather than substitute separate administrative paths, and I will deal with that a little later.

Each of our States has unique problems and sometimes the prescriptive administrative detail seems to cause certain problems. I would like to bring a couple of those out. For example, in title II, there is strong tendency to write in the current guidelines that will probably become effective in January of this year, a depository system.

This kind of a system would run counter to our State philosophy of developing strong school libraries for use to issue materials to children in the school, of being an on-site kind of thing.

Also, I allude to the direct locale to distribute relationships provided for in title III as really being detrimental to the integration of State, local, and Federal courses of funding.

There are some kinds of incompatibility with that. We need to find a way to make those multiple rather than separate.

Now, of course, we in the department of public instruction, I think, in the State would prefer a general aid of some type or another rather than the categorical paths. We recognize that this is perhaps an evolutionary process and not one for immediate implementation.

Therefore, we would urge you to consider the development of categorical paths, general ones, broad-band channels, if you please, which would carry a number of programs under similar administrative processes. This would simplify our procedure.

We urge you to give serious consideration to the principle whereby all Federal educational programs available to States would be administered by a single Federal agency. Again, I allude to Headstart as an example out of OEO, or the Neighborhood Youth Corps under the Labor Department, and so forth.

In the appropriation structure, I think you are well aware of the fact that schools start in September and end in June and very often significant leadtime needs to be available for planning, for staffing, for approval by the constituents of those districts, the electors who authorized programs.

Now, with respect to guidelines, I think for good and valid reasons guidelines are issued late, they are not developed or finalized until after the appropriation.

I think sometimes this causes some guidelines to be developed in some haste, because of the timelag. Sometimes within those guidelines changes have to be made which I would almost call precipitous.

In other words, the administrative decision to follow up on this change at a local and State level requires additional time. I have a couple of examples, letter of credit, and a few other things.

In dollar matching, we feel many districts are already overtaxed. When we put dollar matching on categorical paths, we begin to tax the local agencies, and it strips them of fiscal ability to fulfill educational needs at the local level. In a sense we become kind of a followup to a Federal program. If we carry this to the extreme of the categorical paths, I think we are going to become followup agencies rather than meeting the needs you indicate we should.

We would support the conversion of title III to State plan operation and if you want to question our attitudes on this, I will define them for you.

I would like to emphasize two things in title III. One is the fact that it is concerned with supplementary centers and services, and lists such things as physical education, academic programs, sciences. We maintain that these kinds of services ought to be the responsibility of the local State agencies to fulfill.

Now, the second aspect is a secondary and exemplary program. I think the emphasis has been heavily on the innovation aspects. I suspect there is a stronger relationship to that focus or that thrust than to title IV through the demonstration programs there to the regional labs and so forth than there is to the previous concept of supplementary services that are needed by the children in the district.

It is an area where we feel strongly we would like to have a stronger involvement in the administration.

Now, as far as ERIC is concerned in title IV, ERIC is developing, there are some subcenters funded and so forth. We would believe in the dissemination of research information; there is a vast need, as we see it.

The State educational agency has the liaison and the light now and somewhere in this network, this hookup, the State educational role ought to have a function within ERIC.

Also—and the last point I would like to make, I am going through these hurriedly so you can react with me if you wish—with regard to the guidelines in this prescription, I would like to cite the one thing I enumerated. The current guidelines will have it in some addition to the guidelines of last year, and some things like this give us concern.

In item G of title I, let me quote: "Such reports shall include a disclosure of any allegations which may be made by local educational agencies or private individuals or organizations of actions by State or local educational agencies contrary to the provisions of title II of the act or the regulations in this part, a summary of the result of any investigations made or hearings held with respect to those allegations and a statement of the disposition by the State educational agency of those allegations," et cetera.

I think we have some concerns about the kind of statement in guidelines like this. What does this mean? Our house counsel tells us that an allegation is otherwise "hearsay." It leads us to feel that we are being used almost in a sense of enforcement concerning some kinds of problems that might develop concerning guidelines which could cause us some problems.

The rest of the appendix A and B material you have in front of you.

I just would like to call your attention to appendix D, which gives a breakdown of administrative expenses coming with the administration of Federal programs. We have in the department of public instruction this fiscal year some \$1,433,000 of administrative effort. This carries with it about \$893 of Federal support but it does mandate about a half million dollars in State support to that effort.

Irrespective of the Federal program, the State must make some effective effort.

The rest of my being here would be at your pleasure, sir.

Mr. BRADEMAS. Thank you very much, Mr. Buchmiller, for a very useful statement.

The Chair would like to note the presence of our distinguished colleague Donald Mumsfeld, of Illinois. Though we don't have a very wide platform up here, Don, if you want to come join us, we would be glad to have you.

Mr. RUMSFELD. This is fine.

Mr. BRADEMAS. Just a couple of questions before I yield to Mr. Quie. Mr. Buchmiller, first of all I am glad to hear you say what you just observed; namely, that the State of Wisconsin is itself making an effort to give some support to the effective operation of these Federal aid to education programs.

I am a strong supporter of title V, in fact I am the one on our committee who offered the amendment that was adopted to double the administration recommendation for that title. I did so because I feel so very strongly about having strong State departments of public instruction.

In that connection, I call your attention to page 4 where you remark on the increasing tendency to set aside or ignore State goals in order to qualify for State aid. It may be that the Federal programs themselves are one of the reasons but I suggest at least for your consideration that in other States, outside Wisconsin, of course, one of the reasons is inadequate help from State departments of public instruction. To be very blunt about it, local districts don't get adequate support from the State legislatures. Consequently, a hard burden has compelled local school districts to look to where they can to get some help.

Once again I come back to the same observation I made a moment ago to Dr. Ackerman, if we got more support for local education from the States, then you would not need to turn as often to the Federal Government.

Mr. BUCHMILLER. Congressman, I think we would acknowledge that most State departments of education have been created as a weak administrating agency. It was expedient to keep those weak, and maybe in the 19th century, this was a good philosophy.

I think today we are changing this philosophy. I would acquiesce that title V is the real hope of really getting real leadership in the State departments.

Mr. BRADEMAS. You remarked on the difficulty that the Federal dollar matching requirement imposes on poor school districts. Rather than relax the matching requirements for such districts, I have a revolutionary suggestion. Why don't the State legislatures supply additional State moneys to those poorer school districts within their States to enable them to meet the matching requirements?'

Is it outrageous to suggest some modest State responsibility in these matters?

MR. BUCHMILLER. I think it is appropriate. I believe we are unique in the national picture that we have an equalizing State aid formula which recognizes wealth, the local effort and the number of pupils. For example some of our districts will get 25 percent aided by State aid, other States will get up to 70 percent.

Now, if you will turn to appendix C, the next biennium we are asking from the State legislature, the people of the State of Wisconsin, \$41 million more in State aid for such districts which they can use if we were to use State funds against Federal expenditures in any of their programs.

MR. BRADEMAS. I applaud that very warmly. That is a State responsibility that I would hope would be emulated elsewhere, but I am skeptical.

I have one other question. Can you give us any comment on any problems that your office has encountered in the operation of titles I, II, and III of the Elementary and Secondary Education Act in respect of the church-state relationship?

MR. BUCHMILLER. First, let me speak of title I. As you are probably aware, we have about one-fourth of our total school population in Wisconsin in private schools, and we have some history of slowly evolving a relationship from private schools to public schools in shared time, due to enrollment.

Now, that has been slowly developing. We do not really have any serious problems in the administration of title I, although there are those who would read into it that when you say "mobile equipment" when you say "equipment on loan," that those services and things ought to be more firmly on the site of private school than participating in the school in a public program. It is a growing understanding that needs to be developed. It is not really a problem.

In title II I believe we avoided a problem whereby we had a separate plan and path by making resources available under two basic plans, one a distribution of funds to the local school or public school district, secondly by designating our State lending library as a depository for lending to private school children.

If we take the guidelines seriously with the regional depository plan which would designate depositories outside libraries to circulate all materials outside title II to all children between private and public, then I think we could start running into some trouble with that distribution.

MR. BRADEMAS. Thank you.

MR. QUIE.

MR. QUIE. I want to compliment you on an excellent statement. I think this is the kind of material that we need in order to make the proper decisions and amendments to the legislation this coming year.

I have a few questions I want to ask you. You speak of the great help that title V gives the State departments of education and because of some problem in beginning the State matching that great day was delayed.

What do you think about State matching in the future?

MR. BUCHMILLER. I think we would like to avoid State matching for this purpose if possible. If that were not possible, then we would hope

that some kind of in-kind matching rather than cash matching of the dollars would be possible, and we would see the latter alternative as a workable one.

In other words, we have many State dollars that we would lay aside just as we do in the Vocational Act of 1963 for salaries of teachers in institutions of higher learning. We could match that State expenditure against eligibility for vocational education money.

If we could get this in title V we would work it out. For example, in fiscal 1968 in education if you should follow appropriation with authorization in the amount of \$845,000 and if the matching requirement should be written in on a 50-50 basis and we had to then present the legislature with a half-million-dollar matching bill at one time, I just suspect we would have some problems.

Mr. QUIE. If we don't provide matching but provide 100 percent Federal money, won't we see an expansion of a concept that I look on as dangerous—that of the employees who are hired with these Federal funds being looked on as Federal employees even though they are operating under the State laws?

When there is a question of whether the full amount or only a portion of Federal money would be forthcoming because of the lateness of the appropriation, then these "Federal employees" are the ones who are standing around wondering whether their jobs will continue or not.

If this concept is expanded and there ends up to be a large percentage of federally paid employees in the State office, don't you end up with a grave danger of the State department of education probably being an arm of the Federal Government eventually?

Mr. BUCHMILLER. I think the danger exists of the controls coming with the granting of those funds to the State department which are negligible so that the State can put its priority to work.

At least in our State the same set of civil service rules regulate both. On a per pupil cost for Wisconsin we get about \$5.66 per pupil for the administration of our department. Of that, \$3.06 comes from Federal money right now, and two dollars and some cents from State.

Mr. QUIE. But that comes along with the Federal money?

Mr. BUCHMILLER. Yes, title I, title III, and so forth.

Mr. QUIE. Do we include title V in that?

Mr. BUCHMILLER. Yes. I don't believe we would feel a danger to becoming an arm of the Federal bureau for the administration of Federal Government.

If this were a grant-in-aid to the State department to exercise its own priorities to fund within State philosophy, I don't see this as a problem.

Mr. QUIE. Not if it were granted to be commingled with State funds.

I think you would have less of a danger if it were commingled. The employees would feel that at least a portion of their salary still would come from the State and they would not be out in the cold if no Federal money was forthcoming.

Mr. BUCHMILLER. We had a ruling from the Attorney General when the moneys were received in the State. They were then treated in the same manner as State funds, and subject to the same control.

Mr. QUIE. Being treated in the same manner but not commingled, some people are employed with Federal money. If that Federal money

would not have been forthcoming, it would not have been a reduction in money for all people, but some would have been without a job.

Mr. BUCHMILLER. No; let me cite an example. In title V the people we hired were initially 281,000 in fiscal 1967. The State of Wisconsin has picked up the differential between appropriating at the level so that actually about out of each quarter, 1 month of each quarter, the State of Wisconsin was carrying the salary with State money until such time as our allocation came through, which to this date it has not.

Mr. QUIE. So you have been carrying them along on State money?

Mr. BUCHMILLER. Yes.

Mr. QUIE. Then Wisconsin is unique in this regard compared to some Northern States that we have talked to so far in our investigation?

Mr. BUCHMILLER. Might I cite another example, that when we have employed personnel with Federal funds totally and those funds diminish or dry up, such as they did in mental health, we have no compunction in transferring those functions over to State, and they have gone along with us. In other words, it does not eliminate the person *per se*.

Mr. QUIE. Now, in the item on page 6 where you mention that some school districts can't afford to match like some other school districts can, do you have any suggestion on the operation of Federal programs like title I on the allocation of money within the State?

Now, there is an entitlement to each school district and if they can devise a program which someone in your department decides actually helps children, they will be able to receive that entitlement. You have no voice on whether more of the funds ought to go to some problem area in the center of Madison or up in the northern end or anything of that nature.

Do you think that more jurisdiction in this regard ought to be given to the State department of education when it is a categorical aid program for deprived children?

Mr. BUCHMILLER. Yes.

Incidentally, our State superintendent is also on record as saying that we would see that the problems of the disadvantaged in some of our metropolitan centers should permit a categorical increase in State support to supplement and enhance title I funds for the education of those children.

Mr. QUIE. The other question I have in that regard, you heard the conversation with Mr. Tipler that the local school could figure out who the educationally deprived children were in a school, but they could not and did not want to determine who was poor.

On the Federal level, the money is based on who is poor because there is no definition as to what is "an educationally deprived child." We have a dilemma and you are halfway between the local school district and Federal Government.

Could you suggest any way you would be able to bring these two ideas together because as we all know an educationally deprived child may or may not be a poor child.

Mr. BUCHMILLER. Yes. I think of the total population that there is perhaps 70, 80 percent correlation between educationally disadvantaged and economic and social deprivation.

The incidence is very high; if you find one of the factors you would find the other. I think the point in the previous discussions that some-

times is missed and I think needs to be mentioned here is that the eligibility for funds under title I came from the 1966 census tract on economic aid to dependent children, but once the eligibility for money was established, you didn't have to use that population as the determiners or who you ran the program for. You, by your own criteria, determined what then was the socially and economically disadvantaged population which currently existed. Sometimes we kind of swept across that pretty rapidly. I would say that if the State could establish certain standards or criteria recommendations for the identification of economic deprivation which had carried with it factors of social, economic, and so forth, it would be pretty easy.

Mr. BRADEMAS. Not for education?

Mr. BUCHMILLER. Educational deprivation which had with it an incidence of other factors. We can identify the centers in the city of Milwaukee. For example, we can lay out 26 schools and say these are the schools we are talking about on the factors of economic deprivation. When you go up north which is a homogeneous, fixed center, try to go out there and lay your hands on it. Now you might do it by housing or welfare rolls, but we have to remember that the local superintendent and local board out there know their population well enough to be pretty aware of who these people are. But you ask a prideful family, "Are you economically deprived" and he is a pretty honest individual if he would say, "Yes, I am."

Mr. QUE. I ran into the problem in some of the rural school districts where they had a poor crop year so most of the children are economically deprived but since that time crops have been much better and there have even been better prices, and by no standard could they be called economically deprived now.

Also, in center city, when the census was taken in 1960, they didn't have anywhere near as severe a problem as they have now, and there is no way the State can make adjustments because of it.

That is all I have. I appreciate your statement.

Mr. BRADEMAS. Thank you for an extremely valuable statement.

Could we hear from Mr. Ernest Brown?

Would you identify yourself, please, sir?

**STATEMENT OF ERNEST BROWN, SENIOR PROGRAM OFFICER,
CHICAGO REGIONAL OFFICE**

Mr. BROWN. Yes. I am Ernest Brown, senior program officer in the Chicago regional office representing title I of the Elementary and Secondary Education Act.

I believe my testimony might be a little bit more valuable if I could give just a little bit of background.

I have served in both private and public schools. I have been a teacher, principal, curriculum coordinator, superintendent. I worked at an intermediate district level; I worked for a State department of education in New York State and I have been with the Office of Education for a little over 3 years. During that time, most of my time has been working out of the Washington office.

I worked on such programs as NDEA titles III, and V and have worked with various ones of the Elementary and Secondary Education Act, although not title IV.

I have been interested in the testimony and I wonder if I could adjust a little bit about how we see title I for example, from our regional office. I believe I am speaking for all of us when I say that our position or mission in this region is to serve the States and the local school districts and to represent them in Washington. It is to assist making their views known, so that they can be considered in the development of policy. Furthermore, we bring back the policies and so forth from Washington and explain their purpose and help the States and through them, the local schools.

This would be the broad statement.

Specifically on title I, I have made a number of talks in this region and the adjacent one working out of Kansas City, in which I have taken certain liberties with the congressional intent as given in the policy of Congress for title I. I have done this to help to explain to our consumers what we believe is the intent of Congress. In the intent of Congress they mention that the moneys in title I are to be used to meet the special educational needs of educationally deprived children in areas of economic deprivation.

I have taken the liberty in this way: I have stated it as "to meet the greatest educational needs of the most educationally deprived children in the areas of highest economic deprivation." In other words, I believe this is the intent of Congress; I believe this was very helpful to States and locales in focusing on the children that are really under consideration. The States and locales have had various reservations, as have been mentioned here.

I would like to follow up just a little bit on one of them, wherein it was said that they felt the schools were not equipped and should not be equipped to determine economic deprivation. Education, yes; economic, no.

Very recently in attempting to represent these consumers, constituents of ours, to the U.S. Office I wrote a memo in which I pointed out that the Welfare Administration nationally is furnishing data so that we can administer the initial allocation to counties throughout the country.

It would be helpful if Welfare, in securing these data would do just one thing more—and we have found that generally in States they can do this—if they would, in making their surveys, find out the school district and they tell us that these data then fed through the U.S. Office, through the States back so that they can be used for subcounty allocations would furnish two things which would be very helpful.

One, it would provide a basis with ADC figures for the determination of subcounty allocations. This is money to the specific school districts. It would furnish this, provided the State in its wisdom felt that this followed the intent of Congress and the legislation is there already.

Furthermore, it would provide the local school district with a guide to just which were the areas of highest economic deprivation within that school district. It would provide this by school attendance areas.

Mr. QUIE. Only to the extent of ADC children.

Mr. BROWN. In this relation, it seems to be the intent of Congress to lean more heavily on that because it is so much more recent.

Mr. QUIE. What about the proposed increase to \$3,000 to show some kind of intent in the other direction at the same time, not that Congress has never before had two intents at the same time.

Mr. BROWN. This I see is no problem because this is a guideline to the local school district. I do not see a mandate here for the local school district to say if when we take the top two, the top three, whatever it is, the top so many, these attendance areas are the ones which we will have our projects.

If this is not realistic, the regulations allow the use of other data. What I am saying is this is a way in which the locale can, provided this is reasonable, remove all the worries they have about trying to make a survey, trying to spot individual families and find out about their earnings.

Mr. QUIE. In other words, let me understand what you are saying. That the school district receives its entitlement based upon both the ADC children and the low-income children?

Mr. BROWN. Basically, yes.

Mr. QUIE. But after they receive that entitlement and then in their determination of which schools they will use the program, then they would follow the intent of Congress that they use only the ADC information.

Mr. BROWN. Provided this meets a realistic appraisal of where the economic deprivation is, yes, and as an initial guess, it seems to be the intent that this is the best single factor.

If I might, I would like to make one or two other comments. I noticed something was said about letting all State administrative funds be furnished by the State. This has in some cases been extremely difficult.

One State near here just happens to be just east of Illinois. I met with the school board there at one time on title III of the National Defense Education Act. I talked with them on the use of—these were matching now—funds for State supervision and administration.

I talked with them specifically on this because those funds, particularly the supervision part, multiplied tremendously the value of the much larger funds available for equipment, and the State board was vitally interested. They thought this was tremendous. They thought this was one in which they should take advantage of every penny for State supervision and administration.

However, the State legislature is the final determining factor and I would say that this would enhance the position of those States which feel that if matching is not required at that level, those States are going to move much faster in education.

I could list several other States where the same situation exists.

Mr. BRADEMAS. I just have a couple of quick questions. Do you find in your area of responsibility that appeals come to your shop on programs that involve public and private school children?

Mr. BROWN. In the short time I have been there, no.

Mr. BRADEMAS. How long have you been there?

Mr. BROWN. Three months.

Mr. BRADEMAS. Are you aware whether or not since the law was enacted there have been troubles that have reached the regional level?

Mr. BROWN. I know in our region we have had a suit in title II for example. Actually appeals coming to my attention, if you say

complaints, yes. We have had complaints. We have gone out and worked with the parties involved and tried to find a common meeting ground.

I believe that we have been moderately successful and I believe we will be more so as we become increasingly familiar with our clientele.

Mr. BRADEMAS. That is very encouraging to me to hear, I must say.

Mr. QUIE. You say somebody brought suit on title II?

Mr. BROWN. Yes; that is my understanding.

Mr. QUIE. That indicates some kind of a breakdown in communication at that level or it could indicate that. Is that what happened or did somebody just precipitously bring suit against someone?

Mr. BROWN. As I understand this was in Dayton, Ohio, and this was an organization which objected to the aid to private schools, public schools, and so forth. There are more of those in the country.

Mr. QUIE. I know there are.

Mr. BROWN. Part of it is just natural development of our democratic process. They say, "This is something that should be tried through the courts and let's find out what the courts say."

Mr. QUIE. This is what the situation was, an organization that decided to try the courts.

Mr. BROWN. Yes.

Mr. BRADEMAS. In your region of responsibility, what have you experienced as far as title I is concerned?

Mr. BROWN. As far as title I is concerned, I have not really run across the title at all.

Mr. QUIE. Do you have any involvement with the Evanston effort?

Mr. BROWN. I read it in the paper. I understand this is something which has been developing over a period of several years and again my understanding is they feel this a major factor in its success.

Mr. BRADEMAS. Are there any particular problem areas in the operation of title I that you have seen that you would like to tell us about.

Mr. BROWN. I think the biggest complaint, and representing now I believe the local schools in the States, the biggest complaint was their inability to plan ahead because of late funding. This has been serious and frankly, we sympathize with it.

Mr. BRADEMAS. Thank you very much, Mr. Brown. It has been very helpful.

Mr. BRADEMAS. Is Mr. Winger here?

A VOICE. Mr. Winger is State Vocational Director of Michigan and he sent word he could not come.

Mr. BRADEMAS. Is Mr. Dake here?

Mr. Riley is not here. I think I do not see him.

We will hear from Francis X. Bradley, of the University of Notre Dame.

Mr. Bradley, do you have a prepared statement?

Mr. BRADLEY. Yes. There are five copies there.

Mr. BRADEMAS. If you would identify yourself, Mr. Bradley, and proceed.

Mr. BRADLEY. Do you want me to read the formal statement?

Mr. BRADEMAS. Your own statement is only two pages long. Why don't you go ahead and read it?

**STATEMENT OF FRANCIS X. BRADLEY, JR., ASSISTANT DEAN OF
THE GRADUATE SCHOOL AND RESEARCH ADMINISTRATOR FOR
THE UNIVERSITY, UNIVERSITY OF NOTRE DAME**

Mr. BRADLEY. Honorable members of this distinguished subcommittee, I am Francis C. Bradley, Jr., assistant dean of the graduate school and research administrator for the university of the University of Notre Dame. You have heard from others during these hearings about the size and character of the University of Notre Dame. I would like to comment on my experience gained over the past 10 years in coordinating with the executive agencies of the Federal government the research and educational programs supported by them at my university.

I consider Notre Dame as the prototype among Catholic colleges and universities of an institution that has, through the inspired leadership of its president in the development of its intellectual and administrative resources, responded generously to the national interest through effective participation in Federal programs. In fiscal year 1966, Notre Dame expended \$5,680,102 of Federal funds in 248 grants and contracts. For the period 1959-67, the university has been awarded \$3,260,011 in support of programs administered by the U.S. Office of Education. Also, during 1967-68, we are requesting or will request approximately \$1,467,000 from the U.S. Office of Education for continued support of programs already established or for the initiation of new programs. I have appended to this statement a detailed list of these programs.

Mr. C. F. Lennon, my associate, and I maintain close liaison with the dedicated staff and program directors in the U.S. Office of Education. We have come to appreciate the onerous responsibility thrust upon them through the belated and concentrated enactment of legislation in support of the Nation's educational establishment. We find that the program staff of the U.S. Office of Education is readily accessible to all and is determined to develop reasonable and equitable policies, rules, and procedures. These public servants seem as effective as any could be within the bureaucratic turmoil created by the delegation to them of operational responsibility for a plethora of diversely formulated laws.

We find it easier to participate in those programs which under the pertinent legislation are administered directly by the U.S. Office of Education. Those programs administered by a State-appointed commission create special difficulties for a private institution. We are at a disadvantage in competing with State institutions for funds allocated to the State.

For instance, because the State Legislature of Indiana, which must appropriate matching funds for certain Federal education programs, meets only biennially, the Governor did not designate a State agent for title I of the Higher Education Act. Consequently, neither private nor public schools received anything from that title in its first 2 years of effectiveness.

We see also the possibility that in some States, including ours, the church-state issue may be successfully raised to preclude inclusion of church-related schools in the State administered plan. We consider the likelihood of this issue affecting the direct Federal grants as remote.

From my vantage point, I see the federally sponsored higher education programs brought into being by recent legislation inspired by your subcommittee as essential both to the achievement of pressing national goals and to the expanded opportunity for participation by our citizens in education of every increasing quality. I share your demonstrated concern, however, that the legislated terms and conditions under which private colleges and universities are invited to serve these laudable goals may prove to be self-defeating. They should, therefore, be subject to the kind of continuing evaluation you are now giving them. I would be happy to answer your questions.

MR. BRADEMAS. Thank you very much, Mr. Bradley. Could you give us a little further comment on one of the problems you alluded to in your statement; namely, the question of Federal grants to church-related institutions? You are aware of the *Maryland* case and any comments you may have in that respect from your perspective is somewhat identified with the major church-related institution and would be helpful.

MR. BRADLEY. I might also add that I am a constitutional lawyer and have followed the church-state problem very intimately. I am personally convinced, and I think this conviction is shared by many people, that a succession of tests of the Federal people are sooner or later going to place the courts in the position of making I think progressively unfavorable rulings with respect to the constitutionality of the use of Federal funds in the support of some types of programs that are currently supported through these programs and church-related schools.

I would think that in the long run, and it may go far beyond the scope of the effectiveness of this committee, that we are probably going to need a Federal constitutional amendment. But even with the Federal constitutional amendment, with the diverse constitutional provisions of the States, we would continue to run hazards of having those provisions raised legally as belong to participation of the university and Federal programs.

I am convinced these legal prohibitions could disable the State agencies from taking any public public action with respect to the transfer of public funds from whatever source to church-related schools.

I think it is an issue that has to be faced squarely and I think it is up to the scores of citizens of our country to face this in whatever way it can be brought to them for decision and that ultimately it is going to have to be reflected in our laws.

MR. QUITE. Is my understanding correct that as a constitutional lawyer, you feel when the cases are brought to the Supreme Court, they will rule that the Federal aid now being made available to church-related institutions would be declared unconstitutional?

MR. BRADLEY. In many instances, I think this is true. I think there is a strongly argued tendency away from the use of the public purpose argument as the basis for sustaining the constitutionality of grants to church-related schools, and a trend toward the adoption of the argument that was used in the *Maryland* cases in which this argument was not given weight.

The real effect of the contribution of Federal funds or State funds, public funds, to a church-related school with respect to the development of those schools, I think, became the key issue in those cases.

Mr. BRADEMAS. By school, you mean colleges or universities?

Mr. BRADLEY. Yes.

Mr. QUIE. Why is it that in the Higher Education Facilities Act we have not run into problems in any State of them establishing a State commission which would provide funds for the private as well as the public institutions?

Mr. BRADLEY. I think that is just a matter of time. I anticipate we will run into such problems.

Mr. BRADEMAS. Why would you think that the outlook is so bleak, and I say that from the point of view of how one supports the present arrangement?

Why would the courts move in that direction in view of these facts: following the election returns, as Mr. Dooley says, we see the increasing influence of the ecumenical movement; in Florida this last week the National Council of Churches invited participation of the Roman Catholic Church in this country in their deliberations; almost every major movement is going in the other direction within American society. Why then would the courts, which have not historically moved against trends in our country, move in the other direction?

I don't know if that is a fair question to put to you or not. It is nothing that one can prove, but have you any comment on that observation?

Mr. BRADLEY. Well, I think we have some countervailing forces at work within our society. Certainly what you have described is a potent force in favor of continuation of the kinds of programs that the Federal Government has been supporting in the church-related colleges and universities.

On the other hand, I believe that because this support is becoming massive in many respects that we get into the political problem of competition for funds between the various kinds of institutions within our society, and as this competition for the funds becomes exacerbated, I think you will find that the social, economic, and the strictly local political aspects will override these very broad human conditions you brought up. This is certainly a personal opinion that would have to be weighed.

Mr. BRADEMAS. If the assistance to be provided by the Federal Government becomes larger and larger, as you suggested, would it not follow that if the courts were to rule against the granting of such funds to church-related institutions that this could mean economic disaster for many private colleges and universities in this country within the foreseeable future?

Mr. BRADLEY. I believe—again speaking from the legal standpoint—that this very fact may influence the court to throw the question back into the political arena. I think there is certainly strong feeling in legal circles that this is a political question, it ought to be resolved through the due process of law that is provided by the Constitution of the United States that does in fact, permit its citizens to amend it through legal procedures.

My own feeling is that the question is getting more political all the time and as such becomes less amenable to solution by court cases and by appeals to the judicial side of our Government.

Mr. BRADEMAS. Didn't we used to be taught in constitutional law courses that the tough political problems were ultimately resolved by the Supreme Court, like school desegregation?

Mr. BRADLEY. Yes, I guess that is right.

Mr. BRADEMAs. I have one more question if you have any question on church and state of any other questions ahead.

Mr. QUIE. In this one sentence of yours, third from the last sentence, you said, "I share your demonstrated concern, however, that the legislated terms and conditions under which private colleges and universities are invited to serve these laudable goals may prove to be self-defeating."

Now, why are the legislated terms and conditions self-defeating? You seem to have a self-defeating frame of mind about what the courts will do.

Mr. BRADLEY. The private institutions, of course, have no source of funds comparable to the State institutions to go in for the matching fund requirements.

I know you probably heard much about matching funds but from the private standpoint, I have already described the increasingly massive and rapidly growing support. At my institution our success for competing for these funds, and then being able to carry out the programs of national and public interest under the terms of this legislation can, in fact, bankrupt us.

We feel that there is a point beyond which we cannot continue to match 50-50 on facilities grants; we cannot continue to match 70-30 on demonstration funds. We cannot do this because we do not have this massive sort of funds for matching.

We would have to restrict our programs to that extent and count up increased amounts which come available for these purposes. This money would then go to the institutions that would be in the best position to match, and these are certainly going to be the State institutions which can go to their legislatures to recapture the taxpayer's dollar to get back to the local by taking appropriate provisions for matching.

I think we had an example of this in the national highway program. Over a period of 15 years, we committed ourselves to spend \$15 billion for the State highway. Even that would tax the resources of the State. We put 90-10 on that program realizing that something more traditional, for instance, than the State highway—which was on a 50-50 basis—was not thought of for the Interstate System.

I think this business of bankrupting the private institution is as good as the possibility of bankrupting the State in terms of the Interstate Highway System, so we have this problem.

Mr. QUIE. Well, in the Interstate System, there was a national defense concept that got into that and I guess we looked at it differently.

In the Academic Facilities Act it was that the colleges would have the desire and feel their own responsibility to provide facilities for the growing enrollment. Heretofore, that had been done mostly without Federal help and this time the Federal Government decided to step in and help them with a job they would probably do anyway.

So I could see some reason for putting in 50 percent for some institutions for some States. I guess we just look at it from a different frame of reference than you do, because it surely can't be called strictly a national defense effort to construct all these institutions of higher learning.

Mr. BRADLEY. Our only reply would be that in our search for this in the 10 years that I have been directly involved in this, the University of Notre Dame has gone from the point where they were

involved in six different types of supported programs, six different agencies, up to where I think my last count was that we are involved in 42 programs, 33 Federal agencies.

This is in 10 years. This is calling on us in a way to be a different kind of institution. If we wanted to be rather parochial, middle-class or upper-class boarding school, which we were up to about 15 years ago, we could continue to do this with our own resources, generating our usual alumni and other support and perhaps, build all our buildings without Federal support.

Does the Nation want our institution to be that kind of a place or use our capabilities and leadership in order to perform a broader and a wider range of useful functions for our society or do they want us to be this bigger thing?

They are going to have to help us with the resources because we just can't command them ourselves.

Mr. QUIE. Is there any limit to which the Federal Government assists where you kind of lose some of the basic integrity and control of the operation that you wanted?

In fact some administrators come to me now and say that the Federal tail is kind of wagging the dog because of research grants going to individuals. They would like to see more go to individuals. They have more control over it.

Mr. BRADLEY. I would say we agree with the position that this creates a very difficult, sensitive problem for all of us in higher education, especially those of us who are deeply involved in the research programs and educational programs.

Here again what we are really saying is that the institutions themselves have to organize to conduct these kind of activities, effectively to continue to exercise control over their own activities, and I believe it can be accomplished.

I think we are in a trying time now. I think we are gaining experience. We are learning new ways of handling situations. With some little stress and strain, I think we can and will be capable of becoming a new kind of institution to carry on all of these national purpose programs.

Mr. QUIE. The last question I have relates to the Higher Education facilities Act. Has there been any discrimination against private institutions in Indiana?

Mr. BRADLEY. I am sorry, I just can't answer that question. I do know that, and this is second hand, it comes from our vice president for business affairs who has represented our institution in all of our dealings with the State commission.

I think I reflect his opinion carefully when I would say the decision with respect to internal allocation within the State was done somewhat arbitrarily because at the time it was done the State commission was lacking significant guides or a well-developed rationale for making the decision.

Now, I have it that at their very first meeting for instance, they decided to split the State allocation 50-50 between the private schools and the public schools, and the private institutions in Indiana, I think, number something like 32 or 33.

I am not sure of this figure. I would have to check it, but the public institutions are much fewer in number, but, of course, enroll a significantly larger number of students because of their size and facilities. So, I don't think there is any question of discrimination.

Let's say that there have been nonsubstantive political considerations involved in the determination of the allocation of the funds.

Mr. BRADEMAs. Mr. Bradley, you also have for the record a statement by Dean Thomas P. Bergin of your Center for Continuing Education. Dean Bergin makes one point in his statement, perhaps you can summarize it and make any comment you have on it.

Mr. BRADLEY. I made reference to it in my statement, too, because it was an example of the difficulty we have with the State commission. The Higher Education Act in the State of Indiana, for apparently internal legal reasons, was unable to take the necessary action to participate effectively in title I because the State legislature, according to the letter from the Governor, had to convene and make the necessary authorizations for the State institutions to participate.

So we private institutions are sitting around waiting for the legislature to convene and do those things which it must do before we can participate. So we are really the tail that is tied to the State dog in this respect.

Mr. BRADEMAs. I am always grateful to state that all of our troubles in these matters are not the monopoly of the Federal Government.

Thank you very much indeed, Mr. Bradley. We appreciate your testimony. Very helpful.

Mr. BRADLEY. Thank you.

Mr. BRADEMAs. Dean Bergin's statement will be put in the record at this point.

(The statement follows:)

PREPARED STATEMENT OF DR. THOMAS P. BERGIN, DEAN OF CONTINUING EDUCATION,
UNIVERSITY OF NOTRE DAME, NOTRE DAME, IND.

Upon accepting the responsibilities as Dean of Continuing Education, I contacted the Office of Education to explore the possibilities of the University presenting a proposal under Title I of the Higher Education Act.

The response, interest and spirit of cooperation on the part of Dr. Jules Pagano and Dr. Eugene Welden of the Division of Adult Education Programs was most encouraging.

In spite of the interest at the federal level and our enthusiasm for presenting an imaginative program under Title I, it has been impossible to carry out negotiations any further because the State of Indiana has not yet designated its state agency to administer Title I of the Higher Education Act.

In April of 1966, Dr. Pagano, Director of the Division of Adult Education Programs, wrote me and stated:

"The State of Indiana has not established an organizational structure for Title I. We hope that something can be worked out in the months to come. We have just recently written to the Governor again with additional suggestions for implementing Title I *now*, but we have not yet received a reply. The Governor's office has the information and you should, perhaps, review what has been done to date."

In July of 1966, I wrote to Governor Roger D. Branigin requesting that a state agency be designated so that we might initiate a program in which the University might participate under Title I of the Higher Education Act. His reply was as follows:

"No state agency has been designated for the Title I program of the Higher Education Act because of a requirement that the State provide matching funds which had not been appropriated for this purpose.

"Provision of such funds will be considered by the General Assembly next January.

"It is regretted that there is no certain legal means by which the State could act on this program earlier. Besides the matter of funds, the General Assembly should have an opportunity to pass upon new programs of services involving State institutions."

With this letter there seemed to be little the Center for Continuing Education could do until such time as the legislature would convene.

In October of 1966, following a conference of the Deans of Continuing Education at Purdue University, we requested that the Indiana Conference on Higher Education petition the Governor to act on this important matter.

The resolution which was submitted and approved on November 4, 1966, read as follows:

A RESOLUTION CONCERNING TITLE I OF THE HIGHER EDUCATION ACT OF 1965

Whereas the Indiana Conference on Higher Education in session at the University of Notre Dame in November, 1966, recognizes its responsibility as the most representative body of higher education in the State of Indiana and,

Whereas the Conference is aware of the action taken by the Congress of the United States by its passage and funding of the Higher Education Act of 1965 and,

Whereas the Conference has had ample opportunity to observe that the State of Indiana has not initiated action to take advantage of Title I of the Act related to college and university assistance in the areas of community service and continuing education and,

Whereas this delay places in jeopardy acquisition of a new allocation of \$219,000 for fiscal year 1967, which it is believed can have an important impact on initiating assistance to communities of Indiana in seeking solutions to their problems: It is therefore

Resolved, That the Indiana Conference on Higher Education favors the provisions of Title I of the Higher Education Act of 1965 and strongly recommends that the General Assembly of Indiana in session beginning January, 1967, take immediate positive action to assure the State of Indiana and her people of a rightful share of the total funds appropriated by the Congress of the United States for the funding of proposals related to Title I of the Higher Education Act; and that it is further

Resolved, That members of the Conference stand ready to assist the Legislature in deliberations pertinent to the establishment of an agency or the naming of an existing agency to carry out administrative matters connected with (1) seeking proposals from institutions of higher education within the State, (2) the development of the State plan as required by the Act and, (3) the administration of the State plan after approval has been received from the funding agency in Washington, D.C.; furthermore be it

Resolved, That the Conference believes the only action required by the General Assembly of 1967 in connection with this Act will be to adopt a resolution informing the Governor of the State of Indiana early in 1967 of (1) the desire of the Legislature to have Indiana participate in this program of college and university assistance to communities of the State in the identification and solution of their problems and, (2) the need to immediately designate an agency to carry out the required provisions of Title I of the Higher Education Act of 1965.

My experience to date would lead me to believe that the Division of Adult Education Programs of the Office of Education would be most cooperative and effective in processing a proposal if the State would participate in the program.

When in Washington, D.C., this November, I visited with Dr. Joseph Coleman and Mr. Otto Schaler, of the Office of the Assistant Secretary of Education, concerning the possibilities of the University of Notre Dame participating in a program to help implement the International Education Act of 1966.

Here again, the department representatives were most cordial and cooperative. No definitive action can be taken, however, until such time as the Congress votes the appropriation.

Mr. BRADEMAS. The Chair thinks he is right in saying, but stands subject to correction, that there is but one other witness who requested to testify this morning. There are others who were scheduled but who were not here.

That would be Mr. Hosch.

Is there any other witness who had asked to be heard before I call on Mr. Hosch?

I want to be sure we have not omitted anyone.

In that event, Mr. Hosch, won't you please come forward? We were pleased to have heard from you yesterday, but for the record, would you be kind enough to identify yourself once again and make any statement you wish to make?

Mr. HOSCH. Yes.

**STATEMENT OF MELVILLE H. HOSCH, REGIONAL DIRECTOR OF
REGION V, DEPARTMENT OF HEW**

Mr. Hosch. I think, perhaps, I ought to start by saying I am probably the most biased of any of the witnesses you had these 2 days, and I think I almost have to be, based upon the degree of conviction that I have managed to accumulate over 15 years in the regional office.

I find it very difficult to describe the sum total of that experience to you. I would strongly urge, if it is at all possible in your schedule, that you spend a day in a regional office, any one of them, of HEW, because I think the opportunity to see the process of professional coordination in practice is one of the best ways to understand the degree of enthusiasm that I have about it.

As I understand, one of the basic purposes of the committee hearings is to determine whether or not there should be more decentralization of the Office of Education activities to the regional offices.

If I may be quite dogmatic, and I know you will challenge me if you disagree, I don't think it is a question of choice. I think it has to be done. I don't say it has to be done in all programs or that it has to be done immediately, but if we are to meet what John Macy called on September 19 the crisis in public administration, I think there has to be more attention to the processes of coordination at the local level, where programs and people meet.

Now, my personal conviction is that this can be done. This can be accomplished better by the coordinated activity of professional people across the board in HEW in regional offices by virtue of their more intimate knowledge of what goes on at the State and local level and their ability to communicate more easily and effectively with each other which I happen to believe is not possible to do in Washington.

I worked in Washington for 6 or 7 years, and I know the distinction in, shall we say, the atmosphere and the ease with which communications and convictions are shared. I happen to believe that this process of better "coordination," whatever that word means, at the local level is the heart of the enterprise of Health, Education, and Welfare, and I can see standing behind me here Secretary Gardner and the other eight regional directors looking over my shoulder in a sense to see if I am reflecting their views.

I think Secretary Gardner has made his testimony quite clear in August, testimony before your committee, and in many of his writings that the process of coordination, where programs and people meet at the local level, is necessary if we are going to get the job done. This, incidentally, has been done to a much greater extent in the Public Health Service.

It is now being very seriously considered in the Food and Drug Administration. It has already been done to a considerable extent in the Welfare Administration and in the Social Security Administration.

I took the advantage of the time earlier this morning to make a few notes. I have listed a few examples of what I believe are advantages of decentralized operation of the Office of Education in regional offices.

I have had this on my mind for a good many years as the most effective use of consultants who have national and international reputations. I don't mean to be unduly critical here, but I think sometimes people at the State and local level take a selfish view of the availability of top level consultants, real experts at the central office level.

Now, the reason I say that is this: To the extent that a consultant is able to help with developing problems anywhere in the country, he is only one man to cover 50 States. The practice in the other operating agencies, and I think this could be equally true in the Office of Education, is for the top level consultant in Washington to engage in a teaching and learning experience with the regional staff in relation to any problems that need his help at the State and local level.

When the consultant comes out, he comes with the knowledge of the relationship of that particular problem to other problems that exist in that particular agency, be it a State or local.

When he visits to work with them for 2 or 3 days in the other operating agencies, and I think it could be true of the Office of Education, he goes with a person on the regional staff who has some interest or background in that particular problem.

In other words, there is a teaching and learning experience here which enables the regional staff member when a similar problem comes up in another State or locality, to have the advantage of the additional information, and understanding which the central office consultant has been able to give him on a prior occasion.

I think this is a method of spreading the values and the contributions to the consultants that is much superior to the one relationship that the consultant may have either personally or by correspondence with the people in the States and localities.

Another area is the area of Health, Education, and Consumer Education. I mentioned this to you earlier, Mr. Quie, in private conversation. Our Department has a great many activities which a consultant in adult education at the local level, could help us with.

As I mentioned, six of the best sellers of the Government Printing Office are children's publications. There is a vast responsibility vested, for example, in the bureau of family services and social security association for informing a great many people about the content of their programs and the kinds of advantages they can take of those programs.

The Secretary is, as I understand it, currently in the process of delegating to regional offices another position, that of a regional information officer. Now, this person will, obviously, need a great deal of help, and the presence of our staff of experts in as many areas as possible of the Office of Education will be able to provide such help to the public information officer.

We produced, for example, in our Office approximately 8 months ago these three charts and I would be happy to furnish copies of these to you if you wish. They are related to health, education and welfare.

The chart on education took us approximately 2 weeks because what we tried to do was to boil down the content of the program into one sentence, and to get a professional person to agree to describe this program in one sentence, I assure you, is a very difficult matter.

But we did it and we could not have done it without the help of the Office of Education people. We distributed approximately 10,000 copies of this on request. Normally, this takes a book about 2 inches thick. We have done it in three pages.

This is the kind of information we think is of use to people at State and local level.

Mr. BRADEMAS. Without objection, that document will be inserted at this point in the record.

(The document follows.)

Higher Education Act, Public Law 89-329.	Funds for improving higher education, assist colleges and universities to— 1. Strengthen community services: Aid communities on urban, suburban problems. 2. Improve libraries, training of librarians. 3. Raise academic standards, particularly of new institutions.	.do. .do. .do.	.do. None. Department of public instruction administers same program.	Do. Do. Do.
	4. Provide grants to qualified students with exceptional need, high ability. 5. Encourage low-interest insured student loans for median income families. 6. Establish National Teachers Corps: Improve quality of college training. Vocational student loan program—encourages low-interest loans—for medium income families. Vocational and technical education programs—for youths and adults—including the disadvantaged: 1. Help States implement vocational education program, numerous vocational courses.	.do. .do. .do. .do.	.do. do. State scholarship commission. Board of vocational education; department of public instruction. do. do.	Do. Banks. Boards of education and universities. Banks, etc.
Public Law 89-287.		.do.	Board of vocational education; department of public instruction.	Local public schools.
Smith-Hughes Act, George Barden Act and Vocational Education Act, Public Law 88-210.	2. Research and Pilot Programs: Improve vocational and technical education and expand vocational counseling. 3. Work-study program: Paid work for vocational education students only (like Economic Opportunity Act, title I-B). 4. Co-op education program: Vocational training including planned work experience in industry. 5. Vocational school construction and curriculum expansion program. 6. Preemployment and extension vocational education courses for youths and adults. Manpower development and training program—full-time vocational training—youths and adults: 1. Train unemployed out-of-school youths and adults for nonprofessional jobs.	.do. do. do. do. do.	do. do. do. do. do.	
Manpower Development and Training Act of 1965, Public Law 89-13.	2. Experimental and demonstration projects to improve methods of teaching. 3. Extend 1962 MDTA program through fiscal year 1969, vocational training for youths and adults. 4. More liberal training allowances and more flexible qualifications for enrollment.	Office of Education plus Labor Department, USES-BES. do. do. do.	Board of vocational education; department of public instruction plus State employment security agency. do. do. do.	Public and private schools. Do. State employment service office. Do.

**"SERVICES TO PEOPLE," DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE PROGRAMS, ADMINISTERED IN COOPERATION WITH
APPROPRIATE STATE AND LOCAL AGENCIES—Continued**

Welfare

Legislation	Programs—Purposes or provisions—Special features	Federal agency	State agency	Local agency
Social Security Act of 1935, as amended, titles II and XVIII.	Social security—Old-age survivors, disability, and health insurance programs: 1. Old-age insurance; workers retirement plan; financial protection for old age. a. Benefits for retired workers, 65 and over; reduced benefits if at age 62. b. Benefits for retired workers families; wife and/or dependent children. c. Benefits for uninsured workers and others 72 and over. 2. Survivors insurance protects families against total loss of income if wage earner dies: a. Benefits for widows or dependent widowers of beneficiaries. b. Benefits for dependent children of beneficiaries. c. Benefits for dependent parents of beneficiaries. 3. Disability insurance protects disabled workers and families (not workmen's compensation). 4. Health insurance; medicare program; pays for medical care, those 65 and over: a. Hospital insurance; pays hospital bills primarily, some related expenses. b. Medical insurance; voluntary \$3 monthly premium plan, primarily for doctor bills.	Social Security Administration.	None; entirely federally administered; Social Security Administration contracts with some State agencies for some services.	District social security office.
Federal Credit Union Act of 1934, as amended.	Credit union program: Federal staff provides advice and technical assistance to groups that wish to organize a credit union; also performs supervisory examinations (annual audits); provides instructional materials and advice to credit union staffs and committees.	do.....	None.....	None.

Social Security Act of 1935, as amended, titles I, IV, X, XIV, XVI, and XIX; Economic Opportunity Act, Public Law 88-452, title V.	Public assistance programs—provide for general welfare of specific groups of needy persons: 1. Grants for aid to aged, blind or disabled; financial aid and social services to persons 65 and over; the blind (all ages) and disabled over 18 years of age. 2. Medical assistance program provides medical care for public assistance recipients and for medically indigent persons who can provide their own maintenance. 3. Aid to families of dependent children; financial aid and social services for needy mothers and children, because of death, desertion, or unemployment of wage earner. 4. Work experience and training program; trains unemployed ADC parents and others (including potential indigents) to be employable; job training and education (3 R's). Programs for the aged and aging—provide grants and technical assistance to States, public and private nonprofit agencies and groups to develop services for the elderly and train personnel for such work. Child welfare programs—following services plus case finding, referral, followup, and other care: 1. Day care centers for pre-school children of working mothers and others. 2. Special programs providing services to children and mothers, including: a. Foster care; placement of children in private homes or institutions. b. Protective services for abused or neglected children, includes legal. c. Services for unmarried mothers; counseling, medical, financial, other. d. Licensing of all child care facilities includes day care centers, foster homes, etc. e. Adoption information service; actual placement for adoption by department, of welfare. Vocational rehabilitation program; helps handicapped persons to become employable: 1. Provides all services necessary to help disabled become employable, diagnosis to treatment. 2. Authorizes research demonstration projects and training for careers in rehabilitation. 3. Cooperates with Social Security Administration in disability determination program.	Welfare Administration; Bureau of Family Services.	State department of welfare.	County department of welfare.
Older Americans Act, Public Law 89-73.	Administration on Aging--	As designated by Governor.	Various public and private agencies.	Various public and private agencies.
Social Security Act of 1935, as amended, title V.	Welfare Administration; Children's Bureau.	State department of welfare.	Local department of public welfare.	Local department of public welfare.
Vocational Rehabilitation Act, Public Law 83-565; Public Law 80-333.	Vocational Rehabilitation Administration.	Vocational rehabilitation agencies.	Vocational rehabilitation office.	Vocational rehabilitation office.

**"SERVICES TO PEOPLE," DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE PROGRAMS, ADMINISTERED IN COOPERATION WITH
APPROPRIATE STATE AND LOCAL AGENCIES—Continued**

Health

Legislation	Programs—Purposes or provisions—Special features	Federal agency	State agency	Local agency
Public Health Service Act of 1944, as amended.	Public health grants to help State health departments provide services and conduct programs for: 1. Cancer education, screening exams, testing, referral, followup 2. Chronic illness and aging; preventive examination and referral; detection of diabetes and glaucoma; home services for ill and aging; teams of doctor, nurse, and social worker. 3. General health, laboratory tests, sanitation, milk and food inspection, health education, etc. 4. Heart disease control, prevention, and early detection; rheumatic fever registry, free medicine and referral and treatment for coronary disease. 5. Radiological health, registration and inspection of radiation sites, check hazards, etc. 6. TB control, testing, early detection, referral, registry, followup, surveillance. 7. Dental health; improve dental health, laboratory services, screening. Out of hospital health services for the chronically ill and the aging, special projects such as: 1. Improve nursing home services; team of nurse, O.T., P.T.; teach staff better procedures. 2. Expand home care program; visiting nurse, homemaker, physician, therapists (O.T.-P.T.-Speech). 3. Home dental care; senior students provide services using portable equipment. 4. Meals on wheels; private agencies provide hot meals to homebound elderly at low cost. 5. Provide artificial kidneys and transplants to those who would otherwise die. Community heart disease control programs combined demonstration and service projects such as: 1. Home nursing care, additional nurses to care for cardiac patients at home. 2. Rheumatic fever prevention; dentists take throat cultures and provide dental services. 3. Treatment and rehabilitation of stroke victims; help communities "strike back at stroke".	Public Health Service, Bureau of State Services.	State department of health.	County department of health.
Community Health Services and Facilities Act of 1961, Public Law 87-395.		Public Health Service, Division of Chronic Disease.	do	County or city health department, welfare council, universities, or hospitals, etc.
National Heart Act, Public Law 80-655.		do	do	County or city health department.

National Cancer Act, Public Law 87-290.	Reduction of illness and death from cancer; special projects and demonstrations such as: 1. Public health visiting nursing care for cancer patients at home. 2. Detection of cancer and training of physicians and technologists in use of new techniques. 3. Screening for cervical cancer and testing of new "do-it-yourself" exam methods. 4. Other special projects; early detection and treatment, services plus training. Communicable disease control programs; immunizations, VD-TB-control measures to: 1. Eradicate syphilis; case finding, testing, treatment, followup, doctors' reports, education. 2. Reduce new cases of tuberculosis by early detection, treatment, and followup. 3. Immunize against polio, tetanus, diphtheria, measles, etc.; preschool children. Mental health programs; assist States to develop, provide, and improve services: 1. Grants for prevention, care, treatment, and rehabilitation of mentally ill; includes out-patient clinics and community programs; grants for initial staffing in some cases. 2. Grants for construction of facilities for mentally ill and retarded; specific conditions. Maternal and child health programs to provide and improve services to mothers and children: 1. Prevent or reduce sickness and death of mothers and children; includes diagnosis and treatment. 2. Provide health care to mothers and infants with complicating health conditions, low income. 3. Improve health of preschool and school age youth in low income areas; includes treatment. 4. Provide special medical and other care to crippled and other handicapped children.	do.	do.	County or city health department, universities, voluntary agencies.
PHS Act, as amended, Public Laws 78-410; 87-808; 89-109.		Public Health Service, Communicable Disease Center.	do.	Local health departments.
National Mental Health Act, Public Laws 79-487 and 88-164.		PHS, National Institute of Mental Health.	State department mental health.	Board of health, mental health division.
Title V, Social Security Act and 1965 amend- ments, Public Laws 89-97 and 88-156.		Welfare Administration, Children's Bureau.	State department of health.	Local health department and university hospitals.

Mr. HOSCH. In the Medicare program, and I don't want to go into that because I realize it is a little bit to the side, I think we sometimes conceive of this as a direct Federal operation without full cognizance of the Welfare Administration and the Public Health Service in terms of working with the State agencies, the relationship to the title XIX medical program, et cetera.

In all of those activities, we find that the most common and persistent problem is the one that I know you are fully familiar with, and that is the scarcity of both professional and subprofessional levels. I believe at the regional level, it would be possible to gain more accurate information about training needs at the State and local level.

You are familiar with the general thrust of the Muskie bill which attempts to identify and do something about the more difficult personnel shortages and the shortages in training.

Also, as I understand it, the Appropriations Committee has directed there be a study of the training grants that are made available to State and local agencies and institutions through our department to see if some greater degree of uniformity in the stipends, the length of the training, the conditions of the training—whether this might be possible.

I think in the course of time that this could be carried out, whatever the results are of this study in terms of revised methods, I think these could be carried out far better at the regional office level than they could be in Washington.

In fact, I believe also that if you consider that training also includes staff development or inservice training, I think a consultant who is responsible to it could work with all of our professional people in beefing up, creating a better understanding of the need for staff development, and so on.

I think this could be a marvelous contribution. I have to serve as representing the Department of HEW on a number of inter-Federal agency committees such as the Federal Executive Board, Critical Urban Problems Committee.

We have tried to work with the President's Committee on Manpower and all of this kind of committee work, the input, the availability of information, of skills in the area of education which is indispensable.

If I don't have somebody on the staff that does know this, I cannot fulfill my function of making maximum use of the HEW input as far as the work of other Federal agencies.

Another area I would like to mention is that of civil rights coordination. We don't want to go into this in terms of national disagreements and de facto and de jure and so forth and so on.

However, my personal convictions—and I think this is in the statement of the Secretary—we need far more emphasis on positive compliance work on a communitywide basis. I don't think we can do this with hospitals, nursing homes, welfare departments, and the housing and construction fields unless we also consider the many kinds of problems that exist North and South in the area of civil rights as it affects the entire educational community.

So I think we need again to be decentralized to the local level, someone thoroughly familiar and expert in the area of civil rights compliance.

Am I taking too long?

In the title I area, I think other witnesses have indicated the many, many difficult points of contact between the title I Elementary and Secondary Act program and the other health and welfare programs.

It is of great value, I think, and I believe Dr. Brown and Miss Ritter would support me in this, to have immediately available at the regional office level regional levels of the Bureau of Family Services, the Public Service, the Children's Bureau, the Vocational Rehabilitation, and so on. These are all people with intimate knowledge and many years of association in region V. They know the capacity, the interest, the limitations, and the potential contributions of the State and local, both public and voluntary agencies, because this is their business.

Mr. Brown and Miss Ritter, at any time they need help in any particular community or any State department of public education that has problems, that has difficulty in revising or increasing the impact of the title I program—not all but almost all of the professional people in the regional office have had long years of working with the disadvantaged who know the kinds of help that they can get from State and local, public and voluntary, health and welfare agencies.

I think this is the source of assistance that is available on 5 minutes' notice practically; you don't have to write or make a visit to Washington in order to get it.

Now, these examples I put down primarily from the standpoint of buttressing what I hope is my not too offbeat suggestion that decentralization is essential rather than desirable, because I don't think some of these things that I mentioned can be done by the central office of the Office of Education.

I think they have to be done at the regional level. The degree, the accuracy, the sensitivity of the feedback from State and local agencies—and as you know organizations die if they don't have adequate feedback. This is true, I believe, in all the other operating agencies of our Department and I think it is equally true in the Office of Education.

Mr. BRADEMAS. Thank you very much, Mr. Hosch. That is an extremely thoughtful and interesting suggestion that you have put forth and we will examine it with even greater care once we return to Washington.

Mr. Quie.

Mr. QUIE. I have no questions.

Mr. BRADEMAS. Thank you again, sir.

Thank you once again for all your help in making the arrangements here today.

Mr. HOSCH. It has not been only our duty but our pleasure, sir.

Mr. BRADEMAS. The Chair observed that the last two witnesses have come into the room and wants to be sure to call on them, first, because they are able and intelligent, and second, because they are the Chair's constituents.

I would like first to call on Donald Dake, the assistant superintendent of schools from the South Bend Community School Corp.

Mr. Dake, we are glad to have you with us, now. Please proceed in any way you like, sir. We have a copy of your review here of Federal programs in South Bend. Perhaps, you would like to make a comment on it. Make any statement you would like to make.

**STATEMENT OF DONALD DAKE, ASSISTANT SUPERINTENDENT OF
SCHOOLS, SOUTH BEND COMMUNITY SCHOOL CORPORATION**

Mr. DAKE. I would say that the South Bend Community School Corporation is engaging in every kind of Federal aid program related to public school education that we can involve ourselves in.

We have applications for others that we have not been fortunate enough to receive as yet but we are hopeful.

Mr. QUIE. Have you been turned down on title III?

Mr. DAKE. We have been turned down on title III but that has not deterred us, we are preparing two other title III proposals at the moment. Apparently our first title III proposal either did not meet the specifications desired or there were others much better than ours.

To date, we are involved in six general areas of Federal aid to education. First, I would like to say that the funds that have been available to our corporation from Federal sources have made it possible to provide a type of education that would not have been possible without these extra funds.

We are most appreciative of them and feel that boys and girls in our community are finding a better type of education than they could have under entirely local and State support.

I would commend all the programs that we are now involved in and I presume that is not all you want to hear. You would like to know how they can likewise be helped to some extent. I think one area that we are most concerned with is in the National Defense Education Act.

We are involved in so much paperwork and so much administrative detail that in some instances, it might deter our use of this area in the future as much as we would like to use it.

I have one recommendation at least that you might consider. At the present time, we prepare an order under NDEA, a project for material primarily. That order then must go to the State level, that order then must be approved, it must come back to us, we must then rewrite it, then we must receive the materials, then we must turn this information and all the paperwork on the order back to the State again and then receive one-half of the total order back and then reimburse.

We certainly think that in line with some of the other Federal programs, it might be possible to eliminate a lot of this activity and actually make grants the same as they are done in some of the other aid programs.

In other words, after we prepared an NDEA order that we send it to our State and it is either approved or rejected and then half of the order is returned in the grant form. This would eliminate tremendous hours of red tape and administrative detail.

Mr. BRADEMAS. Would you comment, Mr. Dake, on your observation that you would like to see matching grants for NDEA projects, that you would like to see title III NDEA money used for teachers' salaries?

Mr. DAKE. Yes. I stated on this "dopesheet" that I have given you that some of these grants or some of this money in NDEA might be used for teachers' salaries or teachers' programs on a grant basis and not on a reimbursable basis.

I think that would be very helpful. I can't praise too much the significant contributions that I feel our corporation is making under title I of the Elementary and Secondary Education Act.

If we have a problem in there it is only that the schools in which we are operating under the Elementary and Secondary Act are becoming the schools that other principals would like to administer and other kids would like to go to school too simply because the funds that are becoming available for the activity in these disadvantaged schools in many cases are providing the kinds of programs that should go in many other schools, not necessarily disadvantaged.

Mr. BRADEMAS. Is that observation you have just made not one, I don't say the only, of the answers to the problem of de facto segregation?

Mr. DAKE. Correct. That is one.

Mr. BRADEMAS. If you so greatly insure excellence of instruction in a given school which may be attended by many Negro youngsters, you create a great inducement for white children to come to that school because the teaching is so good.

Mr. DAKE. That is correct. Every school program I presume is somewhat unique but in our case, we have provided what we call an instructional resource staff in these schools, a group of people who do nothing but try to improve the instruction in that school and are not handicapped in carrying this out by having a group of children to instruct every day. They can devote their full attention to working with other teachers, with materials and staff in producing the highest quality of education that we can provide.

Mr. QUIE. How many private and how many public?

Mr. DAKE. We have in our whole corporation 49 public schools. I cannot give you the exact figure on the number of parochial schools in our district. I presume there are probably around 20.

In the title I program, of course, we are working as you note here with eight, these are all parochial schools.

Mr. BRADEMAS. Do you get along all right with them?

Mr. DAKE. Very well.

There is one comment I would make in reference to title II under the act. There has been some discussion relative to a central depository for title II materials. We think that this would be a most difficult thing to administer and a real handicap to the use of materials if all materials had to be sent in and out of a central depository and on a short-loan basis.

As it is in our local community, all of the title II materials that are being used in parochial schools are all inventoried and all cataloged and are all on loan from a public school to a parochial school for a certain length of time, so we know where every piece of material is and we know for how long it is going to be used in a parochial situation.

Mr. QUIE. When you say for a certain length of time, say a year, they don't have to bring it back at the end of the year?

Mr. DAKE. We ask them to bring it back at the end of the year. In essence, I suppose we have a central depository for every one of the 12 schools that are in the corporation and the parochial schools. This functions because it is not so big and burdensome, but to put all this in a central center we feel this would be just a little bit more than we could adequately handle and manage under the present setup.

There is another comment that I would like to make that is of quite a bit of concern to us under our manpower training program, which is an excellent one; when these various programs run out, we have

difficulty in retaining a skilled staff, which is very difficult to secure at the moment.

If we have a good training program going and we are not sure that we are going to be funded for another go-around in that same area, we have no way of holding onto the staff. They come and go from us pretty rapidly.

This may be a problem that cannot be alleviated but it is a problem in carrying out a good instructional program.

Mr. QUITE. It is a severe problem and especially in the programs which are of short duration, it must be even more severe, like those that only run 15 weeks or so.

Mr. DAKE. That is true. When you have some of the skill areas to develop to retain the staff over a year's period it is quite some concern.

Mr. BRADEMAS. Mr. Dake, could you make a comment on the kinds of relationships you have had with respect to regional Office of Education and the State department of public instruction in Indiana, particularly in respect to ESEA funds—but also any other Federal-aid programs?

Mr. DAKE. We have had an excellent relationship with the State department in Indiana. I feel that we know as soon as they know what the problem is. Within our corporation we have a man assigned to just State and Federal projects.

He keeps very close to all of these programs and to these various offices. We, I suppose, are closer to the State office and the staff there and the friendly give-and-take relationship keeps us informed about what is going on.

In the regional office we are not as close to that situation, and the staff changes rapidly in those offices so we don't develop the rapport as much as we do with our State offices.

However, I find we have had nothing but good workable relationships.

Mr. QUITE. In your efforts to fund the program under title III, how do you view the future of this program where the funds are not tied to the number of economically or educationally deprived children, but just to improve the excellence of education?

What kind of use would you like to see made of this in the future? We have had a suggestion that the vast expansion transfers the emphasis to this.

Mr. DAKE. Well, I think that title III of course has been referred to as "the golden title," the title in which you can dream and education can be upgraded or uplifted with creative and innovative projects.

I certainly think there is a need for this, providing we can spread whatever is exciting and successful in other areas to the rest of our cities, and I believe there must be an opportunity for this to take place.

I think adequate funds going into the every day on-going programs of the schools are essential. Certainly title II, library books, is a tremendous asset to school corporations. If we poured more money into title III, I think you would have to take it out of title II or out of title I, and here the on-going every day program that is getting a great deal of impetus at the moment out of title I and title II might have to be reduced.

Title III funds, I think, should be kept. I am not so sure there are tremendous sums of money unless it might be in the form of school-house construction.

Mr. QUIE. In the form of what?

Mr. DAKE. Schoolhouse construction.

Mr. QUIE. I see.

Mr. DAKE. Where novel ideas and new concepts are developed and ideas are to be implemented, you have to have certain kinds of structures to do it, and we have the feeling that money could be tight under title III for schoolhouse construction.

Mr. QUIE. At least there was a liberalization of title III to permit the construction this time as they inventoried the suburb.

Mr. DAKE. We are also extremely interested in the same moment at the area under the demonstration cities project hopefully that there might be funds for schoolhouse construction.

Mr. QUIE. Have you any comments on the way the programs run through the State departments of education title I, title II, and title III?

As you know in title III, it only permits the State to make some recommendations. What do you think of it; of the idea of requiring State approval or else each State devising a State plan, as some people have suggested?

Mr. DAKE. At our level, I am really not too disturbed over the fact that title III may go directly to the Federal Government. Where we are doing a lot of per capita basis in title I, title II, and so on, I think this works very well as far as the State is concerned.

I don't see any necessity to change that program.

Mr. BRADEMAs. I want the record to show I have not discussed that issue with Mr. Dake prior to the discussion with Mr. Quie.

Mr. QUIE. That is all the questions I have.

Mr. BRADEMAs. I have just one more question, Mr. Dake. What about the issue of Federal control? Your middle-sized American city is involved now in a variety of these programs. Has this been a problem for you?

Mr. DAKE. We don't sense any direct Federal control in that there is a dogmatic direction or a dogmatic direction as to exactly what will happen to the instructional program.

Mr. BRADEMAs. That is what I am talking about.

Mr. DAKE. Today we have had complete freedom to do what we wanted in this title I program, the kinds of materials that we have purchased, and they have been numerous, and have had no direction or no curtailment as far as Federal funds are concerned.

If the program were to continue in the same fashion that we are now operating on, I would have no great concern over Federal involvement.

Mr. BRADEMAs. Mr. Dake, I found your statement very helpful and I want to congratulate you on this extremely useful chart that you have put together on Federal programs. I dare say this is the kind of thing that would be helpful to Members of Congress in every district in the country, and I don't say so because you come from my city. I am proud of the kind of leadership that is being given in the public schools of my own home city of South Bend, and I hope you will communicate that observation to our school superintendent, Dr. Holt.

I would be grateful, Mr. Dake, if you would just retain your seat there while we bring up the last witness this morning because you may have comments on what he talks about.

(The following table was submitted by Mr. Dake:)

South Bend's Federal programs

Legislation	Amount of funding	Programs supported	South Bend's use of funds	Problems we see
VOCATIONAL EDUCATION ACTS Matching funds for vocational programs that prepare students for gainful employment not requiring a college degree.	Fiscal year 1966, \$54,662; fiscal year 1967, \$70,000.¹	Adult education; distributive education; diversified cooperative education; trade and industrial education; practical nurse education; home economics education; and apprenticeship programs.	Vocational high school programs in distributive, and diversified cooperative education. Vocational home economics at Clay and North Liberty. Will operate a vocational business education program under provisions of 1963 act in 7 high schools this year. Adult education, practical nurse education, trade and industrial apprenticeship, and home economics in evening school program.	Same funding problems as in NDEA present. Legislation funds vocational programs on a reimbursable basis. We would like to see matching grants for approved vocational programs rather than after-the-fact reimbursables. Qualified vocational teachers are very hard to find. Legislation to give scholarships to qualified apprentices might encourage qualified apprentices to go into vocational teaching.
NATIONAL DEFENSE EDUCATION ACT Title III materials and equipment for critical subjects.	Fiscal year 1966, \$161,531; fiscal year 1967, \$54,000.²	Equipment and materials for science, math, reading, English, history, civics, government, geography, and modern foreign language.	Equipment for science, language and reading labs at John Adams, Jackson, Riley, and LaSalle; science labs at Coquillard, Hamilton, and Eggleson. Numerous materials in all critical subjects.	Present legislation funds NDEA projects on a matching, reimbursable basis. Reimbursables create much additional book-keeping procedures at the local level. Grants could accomplish the same purpose and cut down administrative time and paperwork. We would like to see matching grants for NDEA projects especially in title III, or title III money for teacher's salaries.
Title V, guidance and testing . . .	Fiscal year 1966, \$44,204; fiscal year 1967, \$29,819.	Guidance, counseling, and testing programs at all grade levels.	Assistance for counselor's salaries in grades 7-12. Assistance for salaries and materials for the pilot elementary guidance program. Special dropout followup studies.	Do.

MANPOWER DEVELOPMENT AND TRAINING

Title II, training and skill development programs.

To date, \$2,441,765.

Institutional and on-the-job training for unemployed persons who need training or retraining to prepare for jobs available in the local economy.

2,700 persons have been enrolled as follows: 1964, 1100 (Studebaker closing); 1965, 900; 1966, 400; and 1967, 300 (estimate).
Classes offered: Machine trades; auto mechanic; auto body repair; drafting; heating service; air conditioning; service; TV and radio repair; furniture building; mannequins and bakers; building maintenance; nurses aides, clerk-stenographers; clerk-typists; and data processing programmers.

ECONOMIC OPPORTUNITY ACT

Title I, Neighborhood Youth Corps.

To date, \$805,915.

Neighborhood Youth Corps.

Work experience program for disadvantaged youth ages 16 through 21. Project SNEP. Financial assistance to encourage these youth to (1) stay in school; (2) return to school; (3) become employable; and (4) acquire self-dignity.
Work in private and nonprofit agencies. Do not compete with private business. To date, 1,902 applications with 1,083 youth enrolled. Program operates in St. Joseph County.

Difficult to operate sound educational programs because of idle time during which causes lack of continuity in program and planning with consultant staff, administrative, and enrollment problems. For example, we need highly skilled instructors. If you cannot offer an instructor some continuity in his job, you cannot hold him or employ him. When Studebaker closed there was a surplus of skilled tradesmen but now they are in demand and we must offer some continuity in employment for a qualified instructor. We lose staff between projects because of delays in approval. Too much "crash" programming.

More coordination between MDTA and Neighborhood Youth Corps so that enrollees can receive training and retraining as well as just work experience.
Annual appropriations and contracts make it difficult to plan for program continuity in renewal of annual contracts. Annual appropriations also result in "crash" programs. For example, 1 of our contracts expires in 1 week and we do not know the status of our new contract yet.

At the present time, personnel changes in regional office result in different interpretations of guidelines governing operation of programs.

See footnotes at end of table.

South Bend's Federal programs—Continued

Legislation	Amount of funding	Programs supported	South Bend's use of funds	Problems we see
ECONOMIC OPPORTUNITY ACT— continued Title II, Project Headstart -----	Fiscal year 1965, \$13,000; fiscal year 1966, \$55,000.	Preschool programs for disadvantaged children.	Two summer Headstart programs: 1965, 90 children; 1966, 475 children. Programs provided following services: 1. Preschool education. 2. Morning snack, noon meal. 3. Social services. 4. Medical services. (a) Physical exams. (b) Eye and hearing. (c) Speech. (d) Psychological. (e) Immunizations. (f) Followup. Program housed in public school buildings. 1966 program served South Bend, Penn., and Mishawaka children.	More time for planning and organizing programs. Too much indefiniteness and "crash" programming involved for good management. We need definite funding and program commitments early for sound educational planning.

ELEMENTARY AND SECONDARY
EDUCATION ACTTitle I, educational programs
for disadvantaged children.Fiscal year 1966, \$500,961;
fiscal year 1967, \$417,716.¹

Special educational program and services for children from low-income areas. Programs operate in target public and private schools where there are high concentrations of disadvantaged children.

A program of compensatory education that is an integral part of the regular school program providing such services as: 13 instructional resource teachers; 13 instructional aids; 4 elementary counselors; 5 adult community leaders; 1 psychologist; 1 testing specialist; 6 nurses; 6 fine arts teachers; 1 special education teachers; 1 speech therapist; and 1 librarian. In addition to the personal services, there are instructional materials and equipment for total curriculum enrichment. 13 public and 8 private schools participate in this program.

Title II, library and instructional materials.

Fiscal year 1966, \$67,900;
fiscal year 1967, \$59,651.¹

Purchase of library, audiovisual, and instructional materials for all children and teachers.

Strengthening libraries in public schools with books, periodicals, and audiovisual materials. Making similar materials available to children and teachers in private schools.

Need for planning grants and planning time to develop good, sound educational programs. Rapid influx of Federal money causes rapid expansion at the local level with resultant administrative, staffing, management, and morale problems.

Inadequate staff experience behind new ideas. Adequate time and money to support planning so that all phases of these programs can be thoroughly thought out and planned before money is "dumped" on school districts.

Need more autonomy for budget reprogramming at the local level, particularly with new programs.

No funds provided for administration of this title at the local level. Administrative funds are needed. Amounts of funds provided for processing of materials are not sufficient to get the job done efficiently and effectively.

Idea of central depositories for making materials available to children and teachers in private schools is an administrative headache. We would like to see the loan basis for private schools continued.

¹ Estimate.

* 50 percent of total.

* 83 percent of total.

Mr. BRADEMAS. Could we now hear from Robert Riley, the dean of the Vocational Technical College of Indianapolis?

Will you come forward, please? I may say that Mr. Riley was in charge of adult and vocational education in South Bend for a number of years and I had the good fortune of working with him in the period following the shutdown in 1963 of the Studebaker plant when we had about 8,000 people out of work in South Bend.

The fact we were able to provide some rapidly effective manpower training programs is due in large measure to Mr. Riley's very able leadership.

We are glad to have you here. Perhaps you will tell us your new position and tell us any comments.

STATEMENT OF ROBERT RILEY, DEAN OF THE VOCATIONAL TECHNICAL COLLEGE, INDIANAPOLIS

Mr. RILEY. Thank you for the comments. It is nice to see you, Congressman.

I have no copies. I was not informed of this until a late date.

I would like to impress upon this committee that, in our opinion, there is a new educational spectrum arriving in the United States that is post-high-school, adult education. I hope this committee realizes that out of every 100 students entering high school, 30 drop out during their high school career.

That leaves 70 at graduation and if you use the percentage going on to baccalaureate degree, 53.6 percent flunk out of the baccalaureate degrees in the first year.

So you end up basically, in the United States, with 14 to 15 students who enter college receiving a baccalaureate degree. The training and retraining of adults is of tremendous importance. It is estimated adults will have to retrain three to four times during their lifetime to maintain occupational competence during this age.

Now, of the 95 percent of those entering the ninth grade we must provide the higher type of education strictly oriented to occupational training. I would like now to speak specifically to the Federal legislation concerning the Vocational Act of 1963.

I have several points. First, I would like to say that the Federal officials within the Department of Health, Education, and Welfare are most helpful and we see no Federal control at all from this level. In regard to the cooperative education phase of the 1963 act, this is the phase that provides funds to pay salaries of youngsters who may be working in nonprofit organizations, we see this as a duplication of effort with the OEO Neighborhood Youth Corps.

I know in Indiana we have had to return all funds allocated for that under the 1963 act because the Neighborhood Youth Corps picked up all the April earnings that were needed in the various governmental and not-for-profit agencies.

I believe that more emphasis in the vocational legislation should be for the construction of facilities. It is our understanding that Federal funds are to stimulate the States to provide the type of education that I have spoken about.

I feel that the construction of facilities is the long-term stimulation to keep things operating. It has been noted throughout the United

States that if you have facilities then funds come from the State or local level regardless of whether you have Federal funds available.

The next item that I would like to present for your consideration is that we would hope that the Department of Health, Education, and Welfare could consolidate all of the Federal acts into laymen's language so that people in the State would know what is available.

I have here a document we had to hire a law firm to tell us just what was available for us to apply for and work with.

Mr. QUIE. That is why they call some of these acts the attorney's retirement program.

Mr. RILEY. Number 4 has to do with communication. Under the line staff organization the Federal officials communicate usually with one individual in a State and it is rather difficult for local educational institutions of both secondary and higher education to communicate except there may be one named individual.

Now, this may be good for management. However, it would seem to me that at times surveys or questionnaires could be made available to the local educational agencies to see if their thoughts and their communications are getting through, you see.

We in Indiana in the field of post high school and higher education encourage Federal Government to pursue further legislation in the area of post high school and to provide more and more funds for this type of education.

As we all know, our population is increasing, our industries are changing rapidly to keep up with the economy. To keep well-trained people available, we feel that more and more legislation and more funds should be returned to the States to keep a stimulus going so that our economy can forge ahead.

Item No. 6 is a repeat of the other but I cannot emphasize the tremendous need in Indiana, and I would assume throughout the Nation, for education which we call post high school and the post-high-school area for those people who have completed secondary education whether they have graduated or not and we also feel for college dropouts.

We encourage job training and encourage institutions to keep training programs job oriented. We have many facilities for baccalaureate degrees and there are systems of junior colleges, junior colleges that do an excellent job. We hope that the junior colleges and senior colleges will keep their training job oriented to fill the needs of business and industry.

As Indiana business and industry grow, the need for trained men and women will become more acute. Thousands of Hoosier men and women have capabilities but lack the skills to hold responsible positions. Job opportunities in business and industry are great today and will be greater in the years ahead. Indiana's business, labor and governmental leaders are dedicated to this end.

I would imagine the committee would be interested to hear that Indiana dedicated to the proposition of developing 13 regional technical institutions. We are dedicated to providing post-high-school technical vocational education completely job oriented within the State of Indiana.

Mr. QUIE. How many of those are operating now?

Mr. RILEY. Four now.

Mr. QUIE. Then, what is the time schedule to get to the 13th one?

Mr. RILEY. Four additional ones in 2 years and then in the other areas, we will operate through a system of contracting with existing educational agencies.

Mr. QUIE. These are called colleges. Is it right that you are called "educational college"?

Mr. RILEY. Yes.

Mr. QUIE. That is different from the area of vocational schools you are talking about?

Mr. RILEY. Some areas call them area vocational technical schools and some are operated under the State departments of public instruction. In Indiana ours is devised to operate as the fifth State college and we feel that this is the best approach because the operating expense of this college will come from the general assembly or State funds.

I think the big problem in our State is the tremendous increasing of local property tax. Post-high-school education is operating on a local property tax basis, this drains funds from the secondary and elementary educational program.

So we have chosen the route as a State institution.

Mr. QUIE. What liaison and what duplication of program is there between the vocational and technical school in the region in which Indianapolis exists and your vocational technical college?

Mr. RILEY. Nowhere in the State of Indiana does there exist an institution dedicated strictly to post-high-school vocational technical education. Local school systems for years have been operating programs of this nature but they are all part-time programs 2 or 3 hours a night, 1 night a week.

Mr. QUIE. You say there are now four vocational technical schools?

Mr. RILEY. Our technical institutes at the present time.

Mr. QUIE. That is different from the college you are talking about, or are they the same?

Mr. RILEY. Excuse me. This is somewhat unique. The Indiana Vocational Technical College is the State college.

Mr. QUIE. But those 13 are different than State colleges?

Mr. RILEY. The way we have organized this is to divide the State into 13 regions and we will put a college, or we call them institutes, in each region.

Mr. BRADEMAS. It is a branch, then, of the central college?

Mr. RILEY. That is right.

Mr. BRADEMAS. And the fifth college is not a teaching facility but rather is the name of the organization?

Mr. RILEY. That is correct.

Mr. BRADEMAS. Of which these are the creatures?

Mr. RILEY. The college per se is the administrative organization which sets the guidelines and standards and provides the funds for our 13 institutes.

Mr. BRADEMAS. And it is not a college in the sense of being an institution of higher education on a level with a degree-granting college or university. Is that correct?

Mr. RILEY. No, sir; it is not of a baccalaureate nature. It is less than baccalaureate.

Mr. QUIE. Is there any vocational, technical training and Federal money going into an institution of higher learning or is all of it going into your college and the institutes that they will be operating?

Mr. RILEY. Federal funds are being channeled into the vocational technical college which are used to——

Mr. QUIE. But not any of the higher education institutions?

Mr. RILEY. Purdue University and Indiana University receive Federal funds for those programs that qualify.

Mr. BRADEMAs. By those programs that qualify which Purdue and Indiana receive funds for, do you refer to moneys under the Vocational Education Act of 1963 and/or the 22 percent set-aside in title I of the Higher Education Act of 1963 which is aimed at college level, semiprofessional technical education?

Mr. RILEY. My information is that those two universities qualify for both acts inasmuch as under the Vocational Acts it can be made available.

Mr. BRADEMAs. In the Indiana Technical Vocational College you would not qualify under the act for technical education as distinguished from vocational education moneys. Is that correct?

Mr. RILEY. That is correct.

Mr. QUIE. Who makes the determination in the State of the amount of Federal vocational money that goes to the high schools on either a part-time basis for adults or for the secondary school level?

How much goes into your operation with the institution connected with the college and how much goes into the Purdue operation?

Mr. RILEY. We have in Indiana State a board of vocational and technical training whose sole and only responsibility is to make that judgment. It has now been organized in such a manner that the Indiana Vocational Technical College receives all of the funds that they wish to provide for all post-high-school and adult education, and then we make those funds available to Purdue, Indiana, Indiana State, Ball State, and to the local school systems in that area.

We have broken this down so there are only two agencies. One, the department of public instruction receives its funds for secondary education and Indiana receives the balance of the funds for this type of education, post high school, and then we make available to all of the institutions.

Mr. QUIE. Very good.

Mr. BRADEMAs. You are making available funds, are you not, for the construction of area vocational schools?

Mr. RILEY. Yes, we are. Sir, I detect we have received a \$1.2 million last fiscal which we have allocated to South Bend, Ind., for the St. Joseph Valley Technical Institute.

Mr. BRADEMAs. Will you be drawing on the same construction money for the same institutions around the State or will you be using existing institutions to house these facilities where you can?

Mr. RILEY. We will be using existing facilities where they are available to us and where we need to build new facilities, we will be drawing under the area school concept.

Mr. BRADEMAs. Mr. Dake observed that he felt we needed more vocational teachers. Have you any comment on that observation?

Mr. RILEY. Yes. In Indiana, and I would once again assume throughout the Nation, there is a dire shortage of highly skilled vocational teachers.

Mr. BRADEMAS. What do we need to do to get more? This is a matter that may be discussed by our committee very soon.

Mr. RILEY. As I have always pointed out, you can generally train an individual in teacher training techniques, but it is very difficult to train him to become skilled in the occupation.

And the solution to that is to attract highly qualified individuals who are working into some type of a teacher training program of a shorter duration than 4 years so that he or she may become available to fill these vocational education teaching spots throughout the country.

Mr. QUIE. How many have you lost to say the Job Corps?

Mr. RILEY. Normally the public schools have lost very few because the Job Corps is not tied to certain policies of 4-year degree and vocational training. They can hire vocationally competent people and put them in as competent.

A few we have lost.

Mr. BRADEMAS. Mr. Dake, does this structure of which Mr. Riley was speaking in the field of vocational education pose any problems for you in the public school systems?

Mr. DAKE. I was going to make one comment about staff where I think we have to keep quite a bit of balance in mind. The shortage of vocational teachers—we were using teachers who do not necessarily have public school degrees.

We ought to keep in mind that in our high schools, we are offering the undergraduate training to vocational education and that is the industrial arts program and all of our schools are well equipped with this facility and with these teachers.

We have to watch this balance or we are going to lose the secondary art teacher into these various vocational schools. Even though they may not require the amount of training, the salaries that they would pay, the 12-month assignment and so on will have a great deal of effect on the retention of industrial arts people who are in a sense vocational people in schools starting at the seventh grade.

And so we have been trying to keep that balance in our own local community but with a great shortage of not only vocational partly trained teachers in comparison to the regular teachers, we also are not training enough teachers in various institutions to do the industrial arts job either.

So we are really in a bind any way you look at it.

Mr. BRADEMAS. Thank you very much, Mr. Riley and Mr. Dake.

Let me observe by way of conclusion that Mr. Quie and I have found our 2-day meeting here in Evanston on the campus of Northwestern University extremely helpful and we want to express once more our appreciation to the president, Roscoe Miller of Northwestern, to Mr. Hosch, Mr. Mousolite, Miss Proesel, Mr. Chipman, and indeed, to everyone who has testified and who has made our visit here a fruitful one.

Thank you very much indeed.

We are adjourned.

(Whereupon, at 12:20 p.m., the Special Subcommittee on Education adjourned.)