

Dr. Marland, I am sure, can speak further to this point.

Dr. MARLAND. It has been pretty well covered. One other location would be that these people would be taken off by universities and colleges.

Mr. QUIE. That is serving quite a worthwhile purpose; isn't it?

Dr. MARLAND. It is a worthwhile purpose, but the competition is still very keen. We are concerned with title I and we are losing people to other institutions.

Mr. GOODELL. Will the gentleman yield?

Mr. ERLBORN. I will be glad to.

Mr. GOODELL. For the record, I think it is important that you have funding as early as you possibly can. We are well aware of the apprehension at local levels about this. But we didn't authorize in 1966 in the House until in September. You, in Pittsburgh, in effect, went ahead in 1966 without authorization.

Dr. MARLAND. That is right.

Mr. GOODELL. We have the problem of debating legislation and considering amendments at that late stage because changes made at that time, when the school year has already started and everything has mounted, personnel and otherwise, can be destructive rather than constructive.

The other aspect that has to be considered in this, however, and I would like you to comment on it, is that we have authorized distribution of money on a straight formula. The Office of Education has, to my knowledge, never funded 100 percent of that. I don't know what the percentage is now. Last year it was 85 percent. I believe it is lower now.

Dr. MARLAND. They talk about 83 percent.

Mr. GOODELL. When do you get notice of the percentage funding you are going to have after appropriations are available?

Dr. MARLAND. We received informal information starting as early as December that it might be about such and such, 85 being the first figure, then 90, then 83, then 85, and back to 83. This is no discredit to the U.S. Office of Education. They appear to have had variable problems confronting them as they tried to reconcile this. But we have never known up to today what the funding would be for fiscal 1967.

Mr. GOODELL. You are just hoping it is going to be about \$3.5 million?

Dr. MARLAND. I am committed, but I have also provided a contract with each of the employees that says, "This is subject to being withdrawn at any time." That is unfortunate, too, because this, again, makes the employment situation extremely difficult.

Mr. ERLBORN. The title III supplemental centers, as I understand it, are not in the same process as title I. They don't flow through the State agencies; is that correct?

Dr. MARLAND. That is correct.

Mr. ERLBORN. Do you consider that there is good rationale for this, or would you prefer that they be treated in the same fashion as title I in going through the State?

Mr. SCHEUER. A point of clarification is in order there.

Mr. HAWKINS. Do you yield?

Mr. ERLNBORN. I will be glad to yield. I think you will say that the States do comment.

Mr. SCHEUER. Yes. I had the first supplementary center on the eastern seaboard. We sent our application to the State. The title III consultant took hold of it, came down here and had lunch with me, and said, "I think we can improve this radically if you let me assign a couple of my people to work with Bernard Donovan in New York."

I said, "By all means. Be my guest."

They went to work with Donovan and completely redid the title III proposal. I think it will be one of the most outstanding centers in the country. There couldn't have been a more cooperative effort between the Albany office and the New York City school system where it just went to Albany for a comment, and here came back this beautiful thrust, and we are going to have such a perfect center as a result of it.

Mr. ERLNBORN. Perhaps you could comment as to what rationale there is to this.

Dr. MARLAND. I would say what Mr. Scheuer has said, that this has worked reasonably well in what might be called a voluntary association with the State authorities. I would say, however, that if it evolves over time, if Congress sees it wise to have all programs flow through the State, I would see no objection to this. I think as our States become more skillful through the processes of title V in managing and stimulating programs, there might be a real gain here.

Mr. ERLNBORN. Would it be desirable to coordinate title III and title I projects through the device of having them both flow through the same process?

Dr. MARLAND. I would say this is quite reasonable. Substantially that is what is happening now.

Mr. ERLNBORN. One last question, Dr. Marland. You mentioned the lack of facilities in title I. Do you think the schools now fully utilize the facilities they now have? I have reference to the proposals for a 12-month school year, proposals I know you are familiar with.

Dr. MARLAND. I understand the question. One could easily say that schools are not very productive or efficient instruments in terms of the time, the hours and months that they are used.

Many experiments have been undertaken without success to develop a year-round school system. There are many reasons for this. It is not the fault of the schools. Mostly it is rejected by society. However, there are other forces at work which are important. Many of our schools can easily be and are used year round, particularly with a viable and supportive summer school program.

Virtually half of the schools in Pittsburgh, if we had the money we hoped for under ESEA, would be operated this summer, and into the evening. The extended school day was a program thrown out. And Saturday classes. It is largely a matter of staffing money. It is not a matter of the will or lack of will on the part of local authorities. It is money to maintain and operate these programs.

So the schools are there. It is a matter of budgeting for staff to make them more productive.

Mr. ERLNBORN. Let me interrupt for a moment. The question is either providing more facilities or better use of facilities, but both come down to the use of money, don't they?

Dr. MARLAND. Yes.

Mr. ERLNBORN. Which would have produced the more goods for the educational system, funds for staff and greater utilization of your facilities, or the construction of new facilities?

Dr. MARLAND. Immediately, more funds for staff. That is the spirit of title I. But I also add quickly that by the very nature of the way our cities have grown, the ugliness of the inner cities from which people have gradually moved out to the periphery, remains there. That is where the poorer people are. They are attending ugly, ill-equipped, substandard schools to do the very things we are hoping to do under title I. It is not either/or. The first priority should go for operating money for staff.

But a second priority on this subject, close behind it, is to restore dignity to the school buildings where these things happen.

Mr. ERLNBORN. Thank you very much.

Mr. HAWKINS. On the question of availability of competent teachers in the disadvantaged areas, this morning I think you responded to Mrs. Green's questions in such a way that it at least gave the impression to me that this was not in some way related to the problem of the difficulties of getting competent teachers to go into disadvantaged areas. I think you were giving the Pittsburgh experience and perhaps relative to that experience throughout the country.

There were some factors, I believe you indicated, other than race that seemed to operate in this particular problem. I think you spoke of the difficulties of getting teachers to go into some areas in which there was instability, hostility, tensions, I believe you mentioned, and so forth, which almost defined the slum ghettos.

I don't know of any in which there are not such tensions, hostility, and so forth, based primarily on unemployment, family disorganization, and so forth. But it did lead me to believe that there was no problem that could not be met by the ordinary teacher.

This is not to speak with disfavor on the profession as such, because I have a very high regard for the teaching profession. It seems to me we need a little clarification of how it is that your response was what it was, in view of the fact that we are experiencing in a lot of areas a very difficult problem of getting competent teachers to go to these areas. I think this needs to be clarified.

You did make a very glowing tribute to the Teacher Corps. I think you spoke of a spirit that they possessed with which it is very difficult to build this case if at the same time we are going to say that another teacher does not have such spirit.

I think we must distinguish between that type of spirit that we attach to the Teacher Corps as distinguished from, I think, a dedication that all teachers may have. But this seems to be not just a dedication to a professional approach but a desire on the part of some individuals to want to go to a particular area as distinguished from those who merely want to go into the teaching profession.

I would like to have your comments on this. I have stated the impression that was given to me. I just want you to either correct

this impression or to amplify the remarks made this morning that led me to gain such an impression.

Dr. MARLAND. I will try to do that, sir.

The question was couched in the first place, from Mrs. Green, I believe, on the basis of segregated Negro schools as distinguished from schools serving deprived children. I make that distinction only to make the point that I was trying to make this morning, and obviously did not make as clearly as I should.

What I wanted to say was that the very fact that a segregated Negro school may be difficult to staff does not mean that it is just because it is a segregated Negro school. There are other situations equally forbidding to some teachers, often in other parts of the community that may be white, that would also be depressed and deprived and equally forbidding.

I was simply recalling from my own catalog of schools in my community where there are schools that are all white serving depressed neighborhoods that are more difficult in some cases to sustain a good faculty than those in which there are substantially Negro segregated youngsters.

I may be making more of a point than I need to, to clear it up. I merely wanted to advise Mrs. Green that the presence of Negroes wasn't in and of itself forbidding necessarily to the staffing of a school.

Chairman PERKINS. You made the point, as I understand it, that it is difficult to get competent teachers to go to depressed areas, whether they are Negro or white.

Dr. MARLAND. In many cities I am sure it is. She had asked me specifically about Pittsburgh and I said because we work at this intensively it is not as severe as it is in some cities. The truth of it is, as I said to her this morning, it is always difficult to get good teachers for any school system, and we never have enough.

Detroit opened its schools last September, I believe, with 1,000 teachers short of its needs; Philadelphia with 1,200. These are things that we have to face as facts. There is a shortage of good teachers. There is especially a shortage of teachers trained in the theories that are supported by the National Teachers Corps.

Mr. HAWKINS. From that point, let's get to the next phase of it. How is it that the Teachers Corps is able to attract and recruit individuals to go into the teaching profession and to accept these assignments when conventional institutions apparently cannot do this?

Dr. MARLAND. I will try to answer that one very clearly. I have tried that twice before today but I don't think I have made it as I should.

Our young people coming up through college all over this country by and large are enrolled in liberal arts situations. A great majority of them have not yet decided when they go to college what they are going to do afterward, or at least they are openminded on it. Very often the young person, as a freshman or a sophomore in college, has no interest whatsoever in being a teacher. He does not want to take the conventional teacher training courses or those offered in a teacher college, the education courses that are often considered dull. They disdain teaching.

Then all of a sudden something happens as a product of their maturity, as a product of their increasing sense of values, their increasing development of a personal philosophy. They suddenly say, "Why didn't I qualify for teaching back there 2 or 3 years ago when I had a chance to choose those courses?"

I say this with the utmost feeling of absoluteness because I have experienced this myself hundreds and hundreds of times with young people I have worked with, who have been through the schools with which I am associated, both in the favored suburbs and in Pittsburgh.

They suddenly become aroused to the fact that they want to be a teacher. They also become aroused to the fact that they want to do something to change the world, and this is good. For this reason, the National Teacher Corps has a unique and specific response to the desires of those young people.

It provides them a clear track at very little cost to themselves to acquire a profession after they have already thought it was too late. They had already spent 3 or 4 years in college and they couldn't go back and start over again. It gives them immediate income, adequate for subsistence, as they continue to learn. Many of these people could not immediately go to graduate school in the conventional master of arts in teaching programs, for example, at \$2,000 or \$3,000 a year. They spent their money on their first 4 years of college.

There is a substantial proportion of the young people in our colleges who are ripe and ready to turn their wisdom and talents to the teaching of children, particularly because of the motivations implied in the whole spirit of social justice. They see there is something that they can do. They see there is something to which they can turn their hands to make it a better world.

Believe me, there are surprisingly large numbers of our young people who believe this way. We have opened the door a little way in the Teacher Corps in providing a road for them to follow. It brings in somebody who never otherwise would have been a teacher. He might have been an accountant, a perfectly fine architect, or something else, but not a teacher.

MR. HAWKINS. Do you know of any alternatives to the Teacher Corps to attract such individuals? Would a differential in pay, for example, offered to the teacher who teaches in the conventional sense, attract a sufficient number to make the Teacher Corps unnecessary?

DR. MARLAND. Not unless it occurs after the undergraduate years. I think the very fact that you have to allow for this period of maturity to have aroused in this young person the will to become a teacher. While it was said this morning that there can be inservice programs after someone becomes a teacher qualifying him better for the deprived, the important thing is to discover a person with that kind of commitment in the first place. He discovers himself at about the junior or senior year, and says, "I am going into the Teacher Corps."

MR. HAWKINS. Has the Advisory Council given attention to any other method of attracting such individuals to go into the disadvantaged areas?

MR. CARR. No; I don't think the Council has considered this question, Mr. Chairman.

Dr. MARLAND. I believe the Council has assumed the ongoing existence of the Teacher Corps and has accepted it as a promising new development in our whole governmental structure, and would endorse it. It does not look for alternatives.

Mr. QUIE. Would the gentleman yield?

Mr. HAWKINS. Yes.

Mr. QUIE. How many such individuals do we need?

Dr. MARLAND. I tried to answer that this afternoon with Mr. Gibbons by projecting percentages, as nearly as I could, using Pittsburgh as the base. Whereas we have 5,000 total professional people in Pittsburgh, I would say we could use up to 1,000 such people just in Pittsburgh. We project that around the country and it could mean as many as 20 or 25 percent of our total faculties, I suppose, when we include rural areas and other deprived neighborhoods. This is an ideal.

You ask how many we can use. I think in reality we have to figure how many we can use in relation to the number we can adequately train in our training institutions and absorb. Our rate that we think we can absorb effectively in Pittsburgh is about 50 a year.

Mr. QUIE. Do you think it would be preferable if all the training were to be done by the Teacher Corps?

Dr. MARLAND. I somehow detect a feeling in the committee, and if I could understand it, it would help me to answer the questions better, that there seems to be a more finite attachment of training to the Teacher Corps and making a different kind of person in more ways than I perceive it.

This is specialized training in something that we are only now becoming sophisticated enough to know what his task is. I don't look at it as something so different. We have been training specialized people for a long time in education, art teachers, music teachers, teachers of the deaf, teachers of the gifted, and so on. This is just another category only on an intensive, heavily supported basis to fill a void of specialized people.

I think your question implies that there are other ways to do this, but this is the best way I know of so far. That is to concentrate the university and a practical school system, to team them up, and say, "Train these people. Here is the dough." That is because they have a job to do that is different, a job that requires specialized training, a job that has attracted to it very unique people who don't want to just be an ordinary teacher of history or third grade. They want to be a teacher of the poor. To this degree, it is special, it is different. But I don't see it as exalting them in any way.

Mr. QUIE. I would like to go back and give you my feelings on what bothers me. We had the same thing occur a long time ago when we realized that we had very few guidance counselors and there was a desperate need for them. Then we changed the law to provide that they would be working in the lower grades. We accomplished substantial improvement with the Federal help and willingness in the bipartisan support to provide that help.

I think that same feeling is for Federal assistance and training of people who can especially reach culturally and socially deprived. But we didn't set up a guidance counseling corps.

This is what disturbs me and many others, and why you need the elite system. Really, it is the old Peace Corps idea when they aren't volunteering anything. This is the most lucrative program for a master's degree yet devised.

Dr. MARLAND. I would agree with what you are saying. I suppose that the only thing that is different about it as distinguished from guidance counselors under the National Defense Education Act is the feeling of very grave urgency to train more people for the deprived at a higher feeling of urgency than was surrounding the need for, let us say, counselors or French teachers.

Mr. QUIE. And I have that same feeling of urgency. But I don't think this drop in the bucket is going to do it. The way it is set up, it will never be more than a drop in the bucket. I recognize what Mrs. Koontz said, which I thought was a pretty valid point, when she said she hoped it would be long enough so that local people would recognize the need for such individuals. That is something the national attention is doing. I still question whether we need a corps to do it.

I surely would like to reach more than 2,500 a year.

Dr. MARLAND. I would say it would be very fitting to reconstruct this and get away from the name corps, which has the thought of a desert brigade atmosphere about it, perhaps, that we don't intend, but simply call it another arm of the NDEA kind of thing, only equally specific and equally heavily supported as it is now.

I don't think we will get the additional people into education unless we provide the incentives of a subsistence salary for those 2 years. The counselor was already in teaching. He was already a successful teacher. He was already earning money. He was out of college. He had already decided to be a teacher. He was being retooled to be a counselor.

This way you are bringing in additional people who never had come into the teaching profession. They are bright and able people, and have the heart for the innercity.

Mr. QUIE. I feel that those who are presently in teaching or are planning on teaching and are just finishing the baccalaureate degree, necessarily don't have that heart. I still say that those who have the biggest heart are those who wanted to go into teaching, have gone into teaching, and already have the qualifications to do just as good a job.

Dr. MARLAND. The 50 teachers that I say we could absorb would not readily solve it. And there are other equally qualified people who are coming into teaching. This is another way of getting still more.

Mr. CARR. I wonder if I might expand slightly on that last comment. That is to say this: We really are not speaking from much council information now, but we will be shortly. We have observers in the field right now taking a look at at least 12 Teacher Corps sites. A single site might consist of as many as seven schools in which there are Teachers Corps volunteers. It seems to me that one of the things we may have already begun to find out is that it is this very esprit that is making a cohesive entity out of what might otherwise have been just a plugging of a loophole, a plugging of a hole, or sending bright people to a place they don't really want to go.

The fact is that the kind of thing I think we are beginning to find is that these people consider themselves a part of a very vital team.

I would submit that it is this feeling that has probably encouraged the productivity of these people way beyond what they would be capable of if they were handled any other way. I think what you are criticizing is what I am praising. It is this bright-eyed, spirited intervention in something they were not much concerned about as a group, that is identifiable as a group, that is probably the most remarkable thing that we are beginning to find out about the Teachers Corps.

Mr. QUIE. This is what antagonizes me. If it could be proven that that is a necessary ingredient, then I would like to carry on from that and set up a number of other national corps so that we could establish something else elsewhere.

Mr. CARR. I assure you whatever we find out about the Teachers Corps, good or bad, will be in that report for your perusal.

Mr. HAWKINS. In view of the acceptance of this program locally and in the context of a shortage of teachers generally, and particularly those available to go into disadvantaged areas, what explanation can you offer as to why local school district or even State programs have not thought of it before this? Is it merely the attraction of Federal money, or is it the opportunity for an individual to travel from one State to another? What is the explanation of why it hasn't been done at the local levels?

Dr. MARLAND. I think Mr. Quie pointed out in his experience in Minnesota there had been some experience of this kind in a given institution. I would say that we have had experience of this kind at the university in Pittsburgh.

Before there was a Teachers Corps we had some of these things on a very modest scale going, Mr. Hawkins. But it is, again, and I regret to say this, getting back to money. These young people would not be able to go on, many of them, into graduate school, unless there this kind of incentive offered to them, in addition to the opportunity to serve. It is money pure and simple.

The degree to which we could do this in Pittsburgh was something on the order of 12 people a year, largely through the largesse of the university and our teachers working voluntarily with them and supervisors and master teachers to groom them into this program. It is not that this has not been going on before, but it has been going on so modestly as not to make much of an impact.

Mr. DELLENBACK. Would the gentleman yield?

Mr. HAWKINS. Yes.

Mr. DELLENBACK. I was going to stay away from the Teachers Corps, but I now gather a new element. I recognized all along the great values of the Teachers Corps in helping to recruit on an national basis. I recognize the value of the dollar in making some things possible which otherwise might not have been possible. But do I read you as here saying we are getting a better quality of teacher than those coming through other roads? The training may be exceptionally good, because we have the community service, the educational institution and the local district working closely together. But if we remove that element, are you saying that the average teacher produced by the Teachers Corps is superior to the average teacher produced by the standardly accepted methods of training the teacher if he decides while still an undergraduate to go into this role?

Dr. MARLAND. I would have no evidence so that I can say that is either true or false. I would say it is my own judgment that many very able people come into teaching by this road who would not otherwise come into teaching. I am not saying that they are better or worse than the others. They are certainly as good as the average, as I would perceive them. In terms of the potential they bring to their task, they are better than the average. That is so particularly because they have selected, themselves, to work with the deprived. That is an important key factor.

There is an element of the missionary spirit that says, "I want to work with those limited children." This, in itself, tells me something as I hire teachers. They have chosen to do this as an added element of concern and commitment above and beyond what is expected in the normal run of our total population.

Mr. DELLENBACK. Getting back along the lines to my earlier question, do you think another way of recognizing this would be to recognize that we have only so many dollars? Would you use these dollars any other way to achieve this goal?

Dr. MARLAND. You could probably reduce some of the dollars if you arbitrarily cut back the amounts of salaries paid such people. I do not recommend this. As you weigh your priorities, and I know you must, I would counsel that ultimately the teacher is at the heart of what happens in the classroom. The more we can do to improve that teacher, the more good things are going to happen to children. It starts with the teacher. Therefore, I would place one of the high priorities on the Teacher Corps. You are providing more people to go into the classroom and make a difference.

Mr. HAWKINS. The Chair recognizes the gentleman from New York, Mr. Scheuer.

Mr. SCHEUER. One very brief question before I get to some substantive questions. On the question of the information we ought to have, I believe that we ought to have some know-how from the point of view of the church-state problem, how the title I programs are functioning. I would very much like to urge you to get us information during this legislative session, in the next couple of months, before we start marking up this bill, that would give us the answer to the questions that repeatedly have been asked of us.

No. 1: Are children in the private schools, the disadvantaged children in the private schools, getting the help they are entitled to on an equal basis with public school kids? That was the intent of Congress. We heard that in some areas of the country, particularly the Middle West, that has not happened, and that private, disadvantaged private school kids had not received equal treatment.

No. 2: How has the functioning of the title I program occurred from the point of view of the services we are rendering? We have heard in some cities, notably in New York City and Philadelphia, title I services that should have been offered only in the public schools and made fully available to private school students were, in fact, offered in private schools. That was contrary to the congressional intent.

I think this committee is determined to have the congressional intent followed in these regards, and also to make sure that the services

that may be performed in private schools are performed there, and that the others are performed properly in the public schools. We are very concerned about getting that information promptly in order to take whatever action we deem necessary and hopefully whatever action you would advise us is necessary and appropriate, because this is the key, overriding purpose which your National Advisory Council was established to serve.

Can you give me some enlightenment as to when we can hope to get it, both the information as to what has gone on or is going on now and some recommendations from you?

Dr. MARLAND. I will try to answer that important question as well as I can as one member of the Council. I think we have not seen yet in the private school issue substantial evidence to cause us to be concerned either way yet. There are exceptions, as you noted, in New York City and Philadelphia. We have not yet collected enough evidence of the lack or the existence of good programs, to say that this is working and that is not working. I think this is part of our job.

Mr. SCHEUER. You collected a lot of other very interesting and stimulating evidence, and you have made some extremely thoughtful and creative, highly intelligent analyses of that data. Why can't you do that in this area we are speaking of?

Dr. MARLAND. If you are implying that we are evading it, I have no reason to believe that we are, Mr. Scheuer. We are not.

Mr. SCHEUER. No sir. I think you have done a marvelous job in the area that you have covered, but you certainly have given very little thought to this particular area. In all of your reports, I wouldn't say that 2 percent of the sheer wordage has been involved in the question of how this program is functioning from the point of view of church-state.

You used the word "evade." I didn't. But it seems to me that there is clear evidence that you certainly have given very little thought to this question. I think there is enough evidence from complaints we have received on both sides of this fence that it ought to be investigated, scrutinized, and we ought to get your judgments. This is what your Council was primarily to do.

Dr. MARLAND. This I did not realize. You told me today for the first time that the Council—and you must remember that we are 12 people who have full-time jobs elsewhere and we are very diligent of our responsibilities in this Council—we are not evading anything, and I have not heard before that one of our principal reasons for being was to investigate the church-state.

If this is true, it is a very important piece of information for us to have. My impression was that we were designed totally to evaluate the progress of the title I. To the degree that this is a very important part of title I, I think we should be doing something about it.

Mr. SCHEUER. To evaluate the operations of title I and scrutinize the church-state implications to make sure that no problems were being developed that were not being solved.

Dr. MARLAND. I would presume, knowing what we know about the gathering of competent people to go out and perceive what is happening in the field, knowing the present limitations on our resources for hiring such persons, that such an evaluation could be made, but prob-

ably not short of 4 or 5 months, as I would guess. This is something that we ought to be doing and ought to get to you.

We meet about every 3 months or so. We could meet more often.

Mr. SCHEUER. I would very much hope that you would make an effort to do that before 4 or 5 months, because later than that probably would make it difficult, if not impossible, for us to act on your recommendations in this legislative session.

Dr. MARLAND. You say it is something essential to your present legislative cycle?

Mr. SCHEUER. Yes.

This is from the debate on the floor of the House on March 25, 1965, and this is Congressman Scheuer speaking, who proposed the amendment to the bill setting up the National Advisory Council:

We feel that the bill is constitutional on its face. We are also well aware that many thoughtful people share a common concern over the possibility that the bill may be administered in an unconstitutional fashion in some local programs. We believe we can reasonably assume that local public officials will carry out their public duties, to administer the shared time and other programs contemplated under Title I in conformity with the clear intent of the Congress. We thoroughly expect that the Council will scrutinize the operation of the programs under Title I, in communities across the country, to make sure, among other things, that local community programs are not carried out in such a fashion so as to violate the intents of the Congress, and to maintain the proper relationship between the public and the non-public schools. If Council members find any evidence of abuse, they will be in a position to recommend additional administrative safeguards, and if necessary, demedial legislation to halt any such practices and to insure that they will not be repeated in other communities in the future.

I don't know how the King's English could possibly be any clearer than that. That is on page 5796 of the Congressional Record.

Let me make one thing clear. I think your reports have been magnificent. I think they are about as fine an example of governmental reporting on highly sensitive, sophisticated, perplexing and challenging programs as I have ever seen. I can't congratulate you too highly for the remarkable job you have done. I frankly don't want to spend the rest of this time talking about this rather minor point. I would like to get on to the substance of your report.

Dr. MARLAND. Let me assure you, sir, we will get a report to you as soon as possible on this subject.

Mr. SCHEUER. Will that be in the next couple of months?

Dr. MARLAND. I just can't guarantee that.

Mr. SCHEUER. I don't think we should wait for us to report complaints to you and then for you to investigate them in the particular community. We want to nip this problem in the bud if there is a problem.

We have enough evidence to feel it warrants scrutiny. I can't tell you how many communications I have had on the New York and Philadelphia situation. I can't tell you how many times I have heard from people in the Middle West, that the disadvantaged kids in private school are not getting the benefits of these programs. I don't want the situation to fester. I think we should get the facts on the table, look at them and do the necessary.

We want this title I program to work. We want it to achieve broad-gage public support. We want it to achieve the broadest kind of support in the Congress and to nip any problem in the bud. I think

what you ought to do is use the same terrific, searching-out techniques that you have used here. Find out what the situation is on any possible abuse and let us know. Give us your advice so that we can nip any problem in the bud.

It may be that the problem is far less serious than some of the complaints would lead us to think. But whatever it is, if it is a problem, we can cure it. Let's get on with finding out what it is and creating solutions.

Mr. CARR. Let me say that we have now a group of consultants in the field who are looking at about 85 cities. Each of them has been given instructions to look specifically into this private-public school issue. Furthermore, we are taking a look in some depth in a single location to try to establish sort of a pilot model for future studies. I think by May of this year—and maybe that is too strong a promise—I would hope that by May of this year we will have some early results.

Mr. SCHEUER. We will probably be marking up this bill in April. If you could get us some kind of an indication of what the problem is within 60 days, what we want to do is dampen the fires and put them out. We want to solve the problem that exists. We don't want it to continue to smolder.

Dr. MARLAND. We will make every effort to meet your requirements within our very limited means.

Mr. SCHEUER. Now let's get to the substance of your report. I can only say I think you people did an absolutely terrific job. There are many of us here in the Congress who feel that we are doing far less than what we have to do to make a meaningful impact on the problem of the disadvantaged child. I must confess that I believe, looking at your various reports and looking at some of your individual recommendations, that the whole is greater than the sum of the parts.

You have stressed how in some of these problems virtually all of the funds were used for food and health services. I don't think any of us expected that, yet it is obvious from your facts that the food and health services were an absolutely necessary precondition for getting those kids involved in an educational experience. So I take it you would agree that adequate nutrition and health services are a must.

Dr. MARLAND. Yes.

Mr. SCHEUER. I can't resist this. I know I should, but I can't. Here is a quotation in today's New York Times on page 35:

Study indicates new proper diet causes brain injury to children. Youngsters who were gravely under-nourished from birth have smaller heads, lower intelligence quotients and less coordination between brain and body than the control. Even when the children are given better living conditions, there is cumulative and oppressive evidence that injury has caused permanent retardation of the brain growth and defective developments.

Dr. MARLAND. We had to cut out a breakfast program in Pittsburgh with the cutting off of OEO funds.

Mr. SCHEUER. To my mind that is a crime.

Dr. MARLAND. We are cutting it off where it is needed most.

Mr. KIRST. I might add in the South, Congressman, in many cases they have to spend so much money on welfare programs, food, health, and clothing, that there is almost no money left over.

Mr. SCHEUER. There was an example of a program in rural Kentucky where they examined 97 kids, disadvantaged kids, 95 of whom had intestinal tapeworms. How can a kid function with a physical condition of that kind?

So I take it that comprehensive health services and adequate nutrition is an indispensable base which, if not present, makes it impossible for them to function.

Dr. MARLAND. I agree.

Mr. SCHEUER. I take it from the emphasis that you have placed throughout your report that the business of parent outreach is indispensable, if the kid can't receive some kind of encouragement in the home, if the parents can't be enabled to understand the importance of education, nothing really can be done with that child in school, and the parents' own problems of employment, literacy skills, are critical to the child's development.

Dr. MARLAND. I agree.

Mr. SCHEUER. I also take it that you feel that the complementary social services, social service and remedial services of all kinds are indispensable.

Dr. MARLAND. Yes.

Mr. SCHEUER. I was tremendously impressed with Mrs. Koontz' statement this morning when she said that in order to attract teachers to the slum schools and to keep them committed, hopefully there must be the social services, the provision of teacher aids, the possibility of parent averages, there must be the improvements in the health and nutrition of the kids. The very conditions that are indispensable to make the kid function better are also indispensable to keep the teachers involved so that their efforts will produce something.

Dr. MARLAND. And satisfactory.

Mr. SCHEUER. And satisfactory, of course.

Chairman PERKINS. Mr. Scheuer, I don't want to be disagreeable at this time, but we have a time problem. I see that Dr. Marland is possibly up against some time difficulty.

Dr. MARLAND. As long as I can be useful I can remain.

Mr. SCHEUER. I have just another 5 minutes.

I take it then from your stress on the necessity of creating the total environment, the total educational environment, that what you are saying here is that you must create a package of health, of nutrition, of home, of complementary social services of small classes of teacher aids so that you have a total environment for education.

Dr. MARLAND. Exactly.

Mr. SCHEUER. If any important one of these elements is missing, the whole thing fails.

Dr. MARLAND. Or is far less effective.

Mr. SCHEUER. The one thing I have missed this year in the recommendations of the Commissioner of Education is a comprehensive package that sets the yardstick of what our national goals should be in a parent average program, in a child health and nutrition program, in the supplementary and social program. If what you say is true, and I deeply believe it is, aren't we engaged in an exercise in futility if we do less than the whole job with any one child? Isn't there a certain threshold of investment and resources that we have to make

in that kid's health, his nutrition, in his home, in his teaching in order for there to be a spark lit, in order for that explosion of progress to take place, in order for that door to open at all? If we do less than that, aren't we kidding ourselves that any basic change is going to take place in that child?

Dr. MARLAND. You are absolutely right and the efforts show, sincere as they have been, have been so modest in their scope that very little can be proven from 2 or 3 years of compensatory education that anything is happening. These functions are not the same, they are different. They are making a difference but the differences have to be bigger and they have to last longer before something great will happen to these young people.

Mr. SCHEUER. Some of us have been thinking exactly about the point you are making and have been thinking we might set up demonstration programs, perhaps a child development center, that we would use as a model. Some of them would be attached to an elementary school and some perhaps attached to a university where we would have this concentration of services and resources aimed at the child's health, aimed at his nutrition, aimed at his home, at a total program of parent average, aimed at giving the teacher for that child the small class sizes and the teacher aide, support as well as the other social services, support that would really test whether this principle of yours and mine is valid so that we could prove that there is a threshold level that we must reach before which if we fail to reach it, very little happens, even with a fairly substantial investment but which once we do reach it, there is a tremendous cost benefit resulting from that point on.

What would your reaction be to a program that would set up a number of such child development centers, many of them associated with an elementary school?

Dr. MARLAND. I would welcome it and it is probably feasible under title III as well as I. It is the sort of thing that could be done well in cities around the country in collaboration with the school system.

Mr. KIRST. This has been a problem. There has been not enough money concentrated on any one child in order to get this total impact that you are talking about.

Mr. SCHEUER. There has been a dispersion, a buckshot effect, typified by the Commissioner of Education's statement that they were spending on the Indian children x million dollars for x thousands of kids and it came out to about \$150 per child. I say if you analyze that from a cost benefit point of view, you will get a small return on your money. Perhaps if we spent \$700 or \$1,500 a year as we do on the Headstart programs, very comprehensive programs, you will get a more visible, more provable, more demonstrable return on that investment per dollar than you will spending one-tenth of that and having a trivial effect.

Dr. MARLAND. If you take the situation in Scarsdale with taxpayers willing to pay \$1,200 to \$1,500 a year for their schoolchildren and realize that those children come from the most favorable environment and need the least, and down the road they are spending \$500 for the child who needs it most. You need at least double now the amount of money spent on the deprived child in the innercity.

Mr. SCHEUER. You would favor a reasonable number of such demonstration programs that would do the full job in each of these areas

you have outlined so brilliantly, to see whether in a couple of years the results couldn't prove on a balance sheet and income statement analysis by the most cold-nosed financial analyst that this is the best way to invest dollars and if you do it this way, the financial return, let alone the human return, is irreplaceable.

Dr. MARLAND. I could make a good case for that and I would be happy to try for it.

Mr. SCHEUER. Thank you very much for your splendid testimony.

Mr. DELLENBACK. Without going into great detail on this, relative to what this committee should do, we don't mean to be asking you to go into a legal analysis of whether there is a violation of any constitutional requirement. Rather yours is an evaluative committee and we assume what you will be doing will be evaluating and looking at the effectiveness of the program and coming forth with fact, but I don't believe Mr. Scheuer is asking a factual, evaluative committee to come back to us with a congressional or judicial decision on something.

Mr. SCHEUER. No, absolutely not.

Dr. MARLAND. We see ourselves as your observers and the arms and eyes and ears of your committee. We would not see ourselves as an operational agent.

Mr. DELLENBACK. We don't ask you to look and judge and say this is or is not constitutional.

Mr. SCHEUER. Let me say we do ask for your judgment and we have gotten brilliant judgments and brilliant insights.

Mr. DELLENBACK. On effectiveness and facts rather than saying this is constitutional or unconstitutional.

Mr. SCHEUER. That is correct.

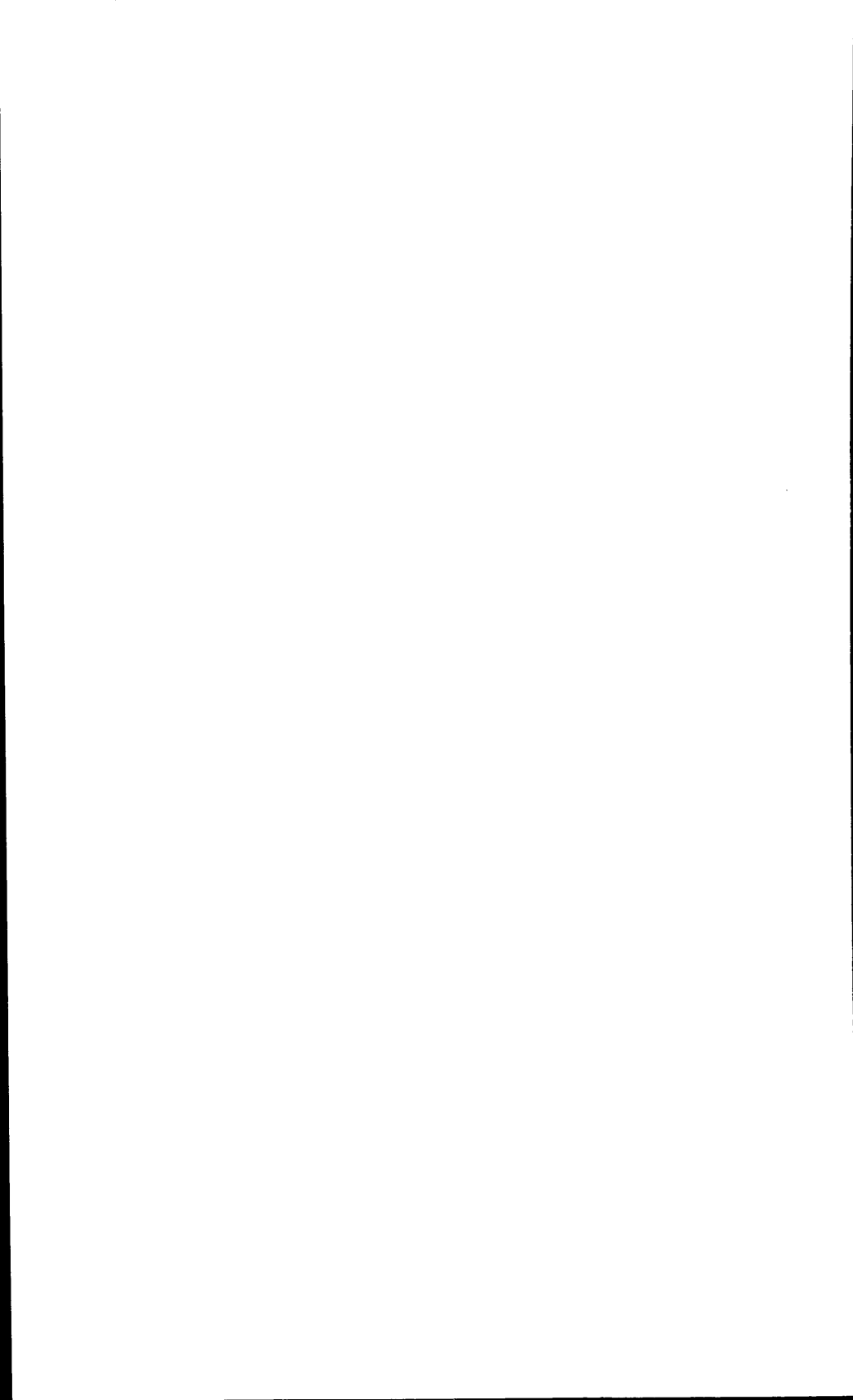
Chairman PERKINS. I think this is a good time to end.

Dr. Marland, may we again thank you and your associates for the testimony you have given today. You have been most valuable and helpful and we certainly want to express the appreciation of the committee for the work that the Advisory Council is doing.

Dr. MARLAND. It has been a pleasure to be here.

Chairman PERKINS. We will stand adjourned until Monday, 9:30 a.m.

(Whereupon, at 4:05 p.m., the committee recessed, to reconvene at 9:30 a.m., Monday, March 6, 1967.)



ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1967

MONDAY, MARCH 6, 1967

HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The committee met at 9:50 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman) presiding.

Present: Representatives Perkins, Daniels, Brademas, Hawkins, Gibbons, Ford, Scheuer, Meeds, Burton, Goodell, Bell, Gurney, Erlenborn, and Dellenback.

Staff members present: Robert E. McCord, senior specialist; H. D. Reed, Jr., general counsel; William D. Gaul, associate general counsel; Benjamin F. Reeves, editor; Louise M. Dargans, research assistant; and Charles W. Radcliffe, special education counsel for minority.

Chairman PERKINS. The committee will come to order. The record will note a quorum is present.

We are delighted to welcome before the committee again Dr. Edgar Fuller, executive director of the National Association of Chief State School Officers.

Dr. Fuller has made numerous appearances before the Committee on Education and Labor, and several of the subcommittees on education and labor.

It is a great pleasure this morning, Dr. Fuller, to welcome you. I understand you have by your side several distinguished educators. I will call upon you at this time to make the introductions.

STATEMENTS OF EDGAR FULLER, EXECUTIVE SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS: HARRY SPARKS, SUPERINTENDENT OF PUBLIC INSTRUCTION, KENTUCKY; FLOYD T. CHRISTIAN, SUPERINTENDENT OF PUBLIC INSTRUCTION, FLORIDA; RAY PAGE, SUPERINTENDENT OF PUBLIC INSTRUCTION, ILLINOIS; AND PAUL F. JOHNSTON, SUPERINTENDENT OF PUBLIC INSTRUCTION, IOWA

Mr. FULLER. Mr. Chairman and members of the committee, my name is Edgar Fuller. These statements will be given later as executive secretary-treasurer of the Council of State School Officers. The council is composed of the State superintendents or commissioners of each of the 50 States and the chief school officers of Puerto Rico, the Virgin Islands, the Canal Zone, Guam, American Samoa, and the Trust Territory of the Pacific Islands.

The chief State school officers are present from Kentucky, Illinois, Iowa, and Florida.

At this time I would like to introduce them, going from where I sit to my right.

The first is Dr. Harry Sparks, superintendent of public instruction of Kentucky.

Chairman PERKINS. I am delighted that he is here. Dr. Sparks has brought forward, in my judgment, one of the outstanding title I programs of the whole country. It is doing so much to provide educational opportunities throughout Kentucky.

I am delighted that Dr. Sparks is here this morning and I certainly appreciate his program in Kentucky.

Mr. FULLER. Mr. Chairman, the gentleman next to Dr. Sparks is Dr. Ray Page, the superintendent of public instruction of Illinois.

Next to Dr. Page is Dr. Floyd T. Christian, superintendent of public instruction of Florida.

Playing right end this morning is Dr. Paul F. Johnston, superintendent of public instruction of the great State of Iowa.

We would like to have the talks in about the order of this introduction, if it is agreeable.

Chairman PERKINS. If there is no objection from the committee this morning, I think we will proceed a little differently this morning. Let the distinguished educators make their statements in accordance with the way you have introduced them and we will refrain from questioning the witnesses until they have completed their statements, unless there is some urgent and important point that should be brought up during the statement.

Commencing today, we will operate under the 5-minute rule in order to give all members a reasonable opportunity to interrogate the witnesses within a reasonable period of time. After we get around under the 5-minute rule, then there will be no limit on the time, and the members who want to stay can interrogate the witnesses as long as they care to interrogate them.

On some days we may run into the evening. I do not feel that a limitation of time should be put upon members where they want to probe deeply in certain areas of the administration of the act. But for the first time around, I think I should make the point, since some of our junior members did not have the opportunity last week, that we will operate under the 5-minute rule and strictly adhere to the 5-minute rule the first time around. That includes, of course, yielding your time to others.

You may proceed.

Mr. SPARKS. Mr. Chairman and members of the committee, I am Harry M. Sparks, superintendent of public instruction, Commonwealth of Kentucky.

I am grateful for this opportunity to appear before the Committee on Education and Labor because of your honored chairman, of whom we in Kentucky are extremely proud.

I want to report on the progress made in the first full year of operation of the Elementary and Secondary Education Act of 1965.

Further, it is a pleasure to appear in behalf of the Council of Chief State School Officers as well as the Kentucky Department of Education.

It is my belief, Mr. Chairman, that the combined experience of the 50 States provides the most valid source of evidence at the present time for evaluating the efficiency and effectiveness of the new Federal programs in elementary and secondary education.

Today, State school systems, working cooperatively through the Council and interstate programs, are increasingly better informed, better staffed, and better organized to provide insightful leadership in education. In addition, title V funds have contributed materially to the expansion and improvement of the planning and evaluating functions of most State departments of education. Particularly, I feel this is true in the States with limited resources and many high priority needs at the local level.

My first general observation of most new legislation is that the timing of authorizations, appropriations, and finally allocations are "out of joint." In addition to the need for advanced notice of funding of projects, the State and local school districts are concerned with the necessary personnel and facilities to operate the programs—with both in short supply.

My second observation is that even intermediate-range planning is discouraged; and the ultimate success or failure of new programs rests heavily on State and local school systems. To insure reasonable stability, it is recommended that legislation carry a minimum extension of 4 years and that general safeguards be established to insure funding of projects prior to the beginning of each academic year.

Even with what must be labeled "emergency planning," the several titles of Public Law 89-10 have progressed extremely well in Kentucky. In my testimony before the subcommittee on March 10, 1966, I dealt at some length with the planning and organizing phases of programs and the early problems encountered.

Today, in this second report to the committee, I shall review briefly (1) the 1966 amendments incorporated in Public Law 89-750; (2) react to the proposed amendments in H.R. 6230; and (3) provide for the record, if I may, a progress report on the basic titles of the original legislation.

By the way, I shall not go into this detailed analysis of the achievements, but they are attached to my statement for the record.

THE 1966 AMENDMENTS TO PUBLIC LAW 89-10—TITLE VI—PUBLIC LAW 89-750

The Congress is to be commended highly for correcting a "blind spot" in the original legislation with the addition of title VI and its incorporation in the Elementary and Secondary Education Act of 1966. This title provides a vehicle for States to improve the quality and quantity of educational programs for handicapped children. It is a highly desirable expansion of the basic law.

It is estimated that Kentucky is only meeting the educational needs of approximately 20 percent of its handicapped children and youth. From the authorization of \$50 million, Kentucky was reported to be eligible for an estimated \$905,442. From the final appropriation of \$2.5 million, Kentucky may receive an estimated allocation of \$45,270, or approximately 1 percent of the State's current budget for special education.

Title VI is directed toward critical unmet needs and has great potential for meeting these needs. It is hoped that the Appropriations Committee and administrative agencies can come to see more nearly eye to eye with the Committee on Education and Labor on realistic support levels for fiscal year 1968 and future years.

Adult Education Act of 1966—Public Law 89-750: Highly important to the Kentucky Department of Education is the new amendment—title III of Public Law 89-750—which helps the States to broaden and improve general adult education which is so imperatively needed in breaking the cycle of poverty.

Placing the administration of adult education in the U.S. Office of Education helps to provide unity and direction to a program now reporting to two separate agencies. In Kentucky, exemplary cooperative working relationships have been established with other State and Federal agencies in the administration of adult education programs. Inasmuch as the programs have been operational for several years, it is strongly recommended that the program be financed at or near the authorization level.

I am particularly concerned with the advancement of adult education in Kentucky in that the 1960 census showed us to be tied with South Carolina for the low end of average educational achievement throughout the State for our adults 25 years of age and older.

I hope that at some time the concepts of basic education can be extended to include high school training so that our adults may be trained for the passage of the general education development test or the equivalency program which will enable these men to secure jobs in modern industry. A program which is restricted to merely basic education takes a fellow about half way across the creek, Mr. Chairman, and lets him drown when he tries to apply for a position in modern industry.

Amendments to title I—Public Law 89-750: Two amendments are especially helpful to Kentucky in the administration of title I. They are (1) "clarifying the definition of average per pupil expenditure"; and (2) raising the low income factor after June 30, 1967, to \$3,000.

The revised 50-percent clause: This amendment penalizes no State in terms of the existing formula and at the same time assists low-income States with higher concentrations of economically disadvantaged youth to provide a higher level of education. Percentage formulas, in general, tend to produce inequities. While the new formula is a significant step forward, it is recommended that further study be given to various methods for determining an even more equitable basic grant formula for distributing title I funds.

The new low-income factor of \$3,000: The adoption of a more realistic family subsistence level will make it possible for many States to improve administrative and instructional practices for the disadvantaged child. Further, it will include many borderline children that are now excluded by the \$2,000 cutoff formula. In areas of heavy concentration of poverty, such as some counties in Kentucky, it will be possible to gear the total school program to the needy child.

Judicial review: It is recommended that Federal acts providing aid to education should provide for judicial review by local citizens through their courts.

THE 1967 AMENDMENTS—H.R. 6230

1. NATIONAL TEACHER CORPS

The reactions I have received in the way of evaluation of the National Teacher Corps have been most commendable of the overall program. It is an important addition to title I and has the added potential for helping to alleviate the problems of social isolation in remote areas.

Kentucky has had seven programs in full or partial operation for fiscal year 1967. Four teacher training institutions in the State have worked closely with the program. An essential ingredient for success is that the program must identify with regular programs and be under the same general administrative direction.

I submit two reports from local school systems that give strong indication that the Teacher Corps can make a significant contribution to education in Kentucky.

(The reports follow:)

HOPKINSVILLE PUBLIC SCHOOLS,
Hopkinsville, Ky., February 24, 1967.

DR. HARRY M. SPARKS,
*State Superintendent of Public Instruction,
State Department of Education,
Frankfort, Ky.*

DEAR MR. SPARKS: I would like to recommend to you the National Teacher Corps program, which we have had in our system since November 1, 1966.

At first, when the program was explained to me, I was very much concerned that the teachers assigned would be mis-fits and cast-offs from other school systems. I have found this not to be the case.

We have thirteen Teacher Corps members who are working in our school system and they are all conscientious, hard-working, dependable people. They take their work seriously and actually have been an immense help to our educational program. The men and women we have assigned to us seem to be deeply interested in the culturally disadvantaged children. They spend time, even beyond the required hours, trying to help these children raise their educational and social levels. I wish we could double the number of teachers that have been assigned to us.

As you are very well aware, we have a high percentage of culturally disadvantaged pupils in our school system. Of course, it is too soon to evaluate the work of these people efficiently by test, but I believe this is the best Federal program in operation to help the culturally disadvantaged. I would place the National Teacher Corps program on the same level with Head Start.

This is one program that I hope you will urge Congress to expand and continue.

Sincerely,

GENE C. FARLEY,
Superintendent of Schools.

BRECKINRIDGE COUNTY BOARD OF EDUCATION,
Hardinsburg, Ky., February 24, 1967.

Re National Teachers' Corps.

DR. HARRY M. SPARKS,
*Superintendent of Public Instruction,
State Department of Education,
Frankfort, Ky.*

DEAR DR. SPARKS: The National Teachers' Corps has been a tremendous asset to our school system this year. We are very grateful to have it and deem ourselves fortunate to be one of the recipients of this service.

By utilizing the corpsmen to the fullest, we have expanded our program to the extent of four teaching units plus several other services not school connected.

These courses have been greatly expanded by the Corps:

1. Remedial reading is taught full time at Irvington Elementary. The underprivileged are given most of the time.

2. Our science, remedial, and industrial art departments at the high school have been expanded. For the first time we have been able to care for those who are in need of extra help.

3. Our elementary art is now covered more thoroughly due to one of these teacher's art preparation.

4. These teachers, three being colored, have had a tremendous influence on the colored children in guidance and disciplinary matters.

5. Clubs, churches, and civic groups have utilized the services of the Corps to the fullest extent.

I recommend this program very highly to any system who will take the time to work with these people the same as with any beginning teacher.

Sincerely,

O. J. ALLEN,

Superintendent, Breckinridge County Schools.

Mr. SPARKS. I wish to make the following comments or recommendations in reacting to the proposed amendment:

First the 4-year extension clause through fiscal year 1971 should be accompanied by a realistic authorization and spelled out for a minimum of 3 years. Minimum anticipated funds at all levels of the budget process will, at least, contribute to a sound planning base.

Second, I strongly support sections 113 and 114 requiring (1) "approval of the State educational agency"; and (2) "clarifying authority of local educational agency." An administrative impasse through multiadministrative direction is always possible in divided authority.

You may see the two quotes from Breckenridge County and the city of Hopkinsville.

2. COMPREHENSIVE EDUCATIONAL PLANNING

In my way of thinking, the most unique "package" of educational legislation that has been formulated and enacted into law in behalf of American education is incorporated in Public Law 89-10—the Elementary and Secondary Education Act of 1965.

I hasten to add that it is not the ultimate Federal aid to education measure that I should like to see enacted. However, it contains so many fine qualities, including mutual reinforcement of its several parts, that I will continue to support it as is, and without what I consider crippling amendments, until a better total "package" can be produced.

As I see it, the scope and breadth of educational planning that is required to strengthen State departments of education and to support quality programs in education, including "comprehensive" educational planning are now included in title V. Further amendments to title V, such as is proposed in "Part B—Comprehensive Educational Planning," is not a desirable reinforcement of title V and should be requested through some other more appropriate channel.

A careful reading of title V as now written, and part B as proposed, would seem to indicate:

1. Planning and projections for higher education programs are now covered under title V. State administering higher education may do so under existing legislation.

2. It may be inferred from part B that planning grants may be administered through the Governor's office or other designated State agency. This could result in two agencies carrying out the functions of the department of education.

3. Present efforts to strengthen State departments of education may be impaired in proportion to the extent that the original authorization for title V is reduced by special amendments.

3. INNOVATION IN VOCATIONAL EDUCATION

Education is the bridge between man and work. Therefore, work experience must become an integral part of our education program at an early age to our schoolchildren. Title II amendments to the Vocational Education Act as proposed in H.R. 6230 would afford the States an opportunity to provide model programs at the junior high level to acquaint students with the world of work. Also, it would provide a work experience program for high school youth that would give many young people an opportunity to combine theory and practice.

With passage of these amendments, the program would definitely have a favorable impact on both vocational and nonvocational programs. The formula for distributing the \$30 million to the States appears to be a sound and workable method. It is estimated that Kentucky would receive about \$600,000 if the amendments should pass.

4. EXPANDED EDUCATIONAL OPPORTUNITIES FOR HANDICAPPED CHILDREN

Kentucky has been beset by many of the obstacles that retard the development of quality educational programs for handicapped children. In addition to inadequate financing of special education programs, Kentucky has experienced a critical shortage of trained personnel—teachers, supervisors, and other supportive personnel. The beginning of an “adequate” program dates from 1956 with foundation program units included in the State’s minimum foundation program.

As stated earlier in my testimony, title VI, Public Law 89-750, will help to fill in some of the gaps in Kentucky’s expanding program.

It is in the area of the multiple handicapped that the proposed regional resource centers can serve our needs to greatest advantage. First, the limited number of special needs cannot be served through the normal program; and second, the cost would be prohibitive.

The proposals for recruitment of personnel, dissemination of information, and expansion of instructional media programs appear to be equally sound.

The initial authorization of \$7.5 million should be extended for a minimum of 4 years. The authorizations for the supplemental programs appear to be unduly limited for the breadth of programs described.

5. MISCELLANEOUS AMENDMENTS TO THE ELEMENTARY AND SECONDARY EDUCATION ACT AND THE FEDERALLY IMPACTED AREAS PROGRAM

1. Authorization and distribution of title V funds: It is strongly recommended that title V authorizations be made for fiscal year 1969 and extended through fiscal year 1971; and that the authorized amount of \$50 million be appropriated for fiscal year 1968.

2. Part D—Amendments to title V: It is recommended that the allotment formula for title V be amended to provide (1) 40 percent to States allotted in equal amounts; and (2) 60 percent to be distributed on the basis of school age population.

3. Public Law 875 should be amended to provide that dependent schools would continue to be operated by the U.S. Office of Education, provided that the federally connected school has an average daily attendance of 2,000 or more.

Mr. Chairman, this particular hardship caused by the present amendment in Fort Knox and Camp Breckenridge would almost destroy those school systems.

Chairman PERKINS. How much money does it take away from the counties surrounding Fort Knox?

Mr. SPARKS. At present it would take away \$1.8 million from the foundation program without any local base to meet the local support level of the foundation programs. We do not see how the local support funds can be made available. If they are made available, Fort Knox would be divided into three different school districts which would almost destroy the present fine program that they have at Fort Knox.

I wish to correct that. I said Camp Breckenridge. I meant Fort Campbell. Fort Campbell would likewise face a number of handicaps if it were transferred into the Christian County school system.

I hardly see how we could maintain the present fine level that they have in those two dependent school systems which are now in existence.

Chairman PERKINS. Let me say, Doctor, that that is one area of Kentucky where I am impressed with these funds. When we were writing the act, we took evidence back in 1949 in the field. We went to the city of Louisville, and Hardin and Meade Counties in Kentucky.

At that time they were operating in the counties around Fort Knox in old NYA buildings, similar to some of the buildings we have today in east Kentucky, which were completely unfit and unsuitable. Today you have so many modern buildings in that area that have been constructed with 815 funds. It is a different picture altogether.

Would you proceed?

Mr. SPARKS. I will not go into a detailed analysis of the progress report on the utilization of title I funds, title II, and title III. I would like, however, to submit this information for the record.

Chairman PERKINS. Without objection, it is so ordered.

(The balance of Mr. Sparks' statement follows:)

PROGRESS REPORT ON UTILIZATION OF TITLE I FUNDS

As of March 1, 1967, 190 Title I project applications have been received at the State Department of Education. Exhibit I indicates that the 187 project applications which have been approved represent grants amounting to \$24.1 million or 95.3 per cent of Kentucky's tentative allocation. When this figure is combined with the \$298.5 thousand representing 3 projects that have not been finally approved, it can be seen that approved projects and plans that have been made will utilize \$24.4 million of Kentucky's tentative allocation of \$25.3 million for the fiscal year of 1967.

Exhibit 2, which will be referred to later, identifies the areas of instruction receiving the greatest attention. Of the total amount approved, \$13.1 million or 51.7 per cent of Kentucky's allocation is specifically earmarked to upgrade the instructional program. Construction of permanent facilities, a dire need in countless districts, accounts for a total expenditure of approximately \$2.6 million or 10.3 per cent of the total amount approved.

It is estimated that 80 per cent of Kentucky's 197 eligible districts will conduct summer school programs of a remedial, enrichment and/or recreational nature.

Now that the eligible districts have been notified concerning the total final amounts of the grant, the eligible districts are being urged to conduct summer school programs with their remaining funds. In the development of summer school programs, the districts will not be confronted with personnel shortages or a lack of classroom space or a lack of time for appropriate planning. Furthermore, those youngsters who were able to get a "Head Start" last summer will be provided an opportunity to have their experiences strengthened and increased.

Program and project participation

A study of the 187 project allocations approved as of March 1, 1967, indicates that a majority of the Title I funds are being used to develop remedial classes

in reading. Exhibit 2 shows that 162 local school systems have developed reading programs while an additional 20 school systems have made provisions to include developmental reading in their total programs.

Expenditures for individual projects range from \$4,763.50 for a project designed to alleviate psychiatric and psychological problems of 34 students and to provide tutorial services in reading and speech therapy to 80 students in Ft. Thomas to \$1,419,554.73 for one project in Louisville which will serve 10,375 public and 2,148 non-public students. This latter project includes remedial instructional programs, classes for the handicapped, and an intensive summer school program.

Exhibit 2 reflects a total involvement of 250,108 public and non-public students actively participating in projects approved as of March 1. Considering the total amount approved, this figure represents a per-pupil expenditure of \$96.46.

Since different approaches are being made to break the cycle of poverty with the help of Title I funds, public and non-public children will benefit from these 187 approved programs through:

1. Remedial instruction, reduction of class size, and classes for handicapped children;
2. Related educational services including guidance and counseling, psychological services, and social work programs;
3. Supplementary health and food services and recreational programs;
4. The addition of professional and non-professional staff members such as teachers, counselors, librarians, aides, and clerks. Exhibit 3 shows the involvement of 1,642 teachers, 146 counselors, 117 librarians, 1,578 aides, and 349 clerks in the approved programs;
5. In-service training programs for all staff members;
6. Increased use of supplies, equipment, supplementary readers, and library books through media centers and libraries.

Compliance with act as it relates to non-public-student participation and coordination with community action programs

To assure compliance with the Act as it relates to the involvement of non-public students and Community Action Programs, each application normally contains letters from local community and non-public school leaders indicating their involvement in the planning. Sixty-eight of 120 county school systems, or 57 per cent of county systems have no non-public students; 32 of the 80 independent school systems, or 40 per cent, have no non-public students. Consequently, 100 of Kentucky's 200 school districts do not have to consider this provision of the Act. Eight school systems in four counties have 68.6 per cent of the total non-public enrollment in Kentucky. These eight school systems have developed projects with 11,833 nonpublic students participating.

To further substantiate the degree of cooperation that exists between local school leaders representing public and non-public schools, I refer to a letter included within a submitted project in which a spokesman for the non-public school system stated:

"As official spokesman for all of the Parochial Schools in your school district, I am happy to report to you that I find it satisfactory. The members of our staff have been pleased with the spirit of cooperation manifested by the various members of your staff."

There has been and there will continue to be a climate of cooperation between local school leaders and leaders of Community Action Programs.

TITLE II—SCHOOL LIBRARY RESOURCES AND INSTRUCTIONAL MATERIALS

Due to the late timing of Federal authorizations, appropriations, receipt of administrative regulations, and approval of state plan, the school library program was actually in operation only three months in fiscal year 1966.

For fiscal year 1967, Kentucky has received a total allocation of \$1,557,122. With these funds, and in addition to program support, Kentucky has conducted workshops, provided consultative services, and prepared publications and other in-service educational materials designed to strengthen school libraries and the instructional process. The administration of the Title II program has been strengthened by an additional school library supervisor to assist in the supervision and evaluation of the Title II program and the revision of the state's standards for the school library program.

Of 200 school districts, 199 are participating in the program which serves more than 700,000 students and 29,651 teachers in public and non-public elementary and secondary schools across the state.

The program has been well received by all groups concerned. It is felt that Title II funds have strengthened materially the library program in both public and non-public schools. Moreover, teachers have had made available to them more resources for the enrichment of the instructional program.

TITLE III: SUPPLEMENTARY EDUCATION CENTERS AND SERVICES

In the fall of 1966, *A Study Conference on Federally Supported Educational Projects in Kentucky* was sponsored by the Central Midwestern Regional Educational Laboratory and held at Murray State University.

Certain findings of this select committee in the nature of recommendations are as follows:

We recommend to the U.S. Office of Education that funds not be restricted from the adaptive step of innovation. If "innovation" is equated with "change", then the implantation and implementation of an innovative practice locally is essential in bringing about educational change. "Demonstration" is not alone the display of an innovation in a pilot situation, but should be pursued through a variety of procedures with high priority given to providing active support for the school or district seeking to implant the innovation. Unless this task is taken, we shall continue to know more about innovations but only chance and rare initiative will overcome the familiar educational "lag."

We also recommend to all Kentucky educational leaders that the development of future Title III projects should be carefully designed to include a broader base of participation in the formative stages of proposal development. In part, many of our communications problems are due to the fact that we have rushed to get a proposal developed and have by-passed too many people who might have made considerable difference in the quality of our projects and now must somehow be brought up-to-date concerning the project.

We further recommend that the "regional concept" be retained as the principal design for the development of future proposals. Though some realignment of regions may be desirable from time to time, we stand to gain more in the long run from concerted action. Piecemeal, single district proposals, while in some instances desirable, nevertheless, should have elements for the dissemination and diffusion of outcomes.

Through February 9, 1967, the U.S. Office of Education had approved six planning and ten operational grants. Through the above date, all eight regional groups with the exception of one have participated in the Title III program. The region not included has a planning grant under consideration by the U. S. Office of Education at the present time.

The listing of projects approved, by region, title, type, and funds allocated are as follows:

Listing of projects approved, by region, title, type, and funds allocated

Region	Project	Type	Funds	
			Allocated	Through—
I.....	Inservice training of personnel and curriculum.....	P	8,968	May 9, 1966
I.....	Development and implementation of innovative curriculum programs.....	O	509,585	Sept. 30, 1967
II.....	Multidiscipline education center and services.....	O	222,030	Aug. 31, 1967
II.....	Physical fitness project.....	O	32,804	Do.
II.....	General survey.....	P	17,592	July 31, 1966
II.....	Area natural science mobile projects.....	O	65,822	June 30, 1967
III.....	Student dramatic enrichment program.....	O	66,525	May 31, 1967
III.....	Educational diagnostic and treatment center.....	O	227,985	June 30, 1967
IV-B.....	Regional cooperative supplementary services.....	P	18,056	Jan. 30, 1967
IV-B.....	Supplementary educational services.....	O	30,000	Nov. 1, 1966
IV-B.....	Implementation of nongraded elementary schools.....	O	44,207	June 30, 1967
V.....	Supplementary educational center.....	P	20,372	Aug. 24, 1966
VI.....	General survey.....	P	36,488	Dec. 31, 1966
VII.....	Regional educational service programs.....	P	50,924	Feb. 28, 1967
V.....	Regional supplementary educational center.....	O	180,679	Dec. 31, 1967
VII.....	Foundation for educational innovations.....	O	(2)	(2)

¹ Extended from Feb. 1, 1967, to Feb. 1, 1968. Amount of grant has not been received from U.S. Office of Education.

² Contracts being negotiated.

EXHIBIT 1

Summary of utilization of title I funds, fiscal year 1967, by counties

County (as geographic unit)	Available funds	Approved funds (as of Mar. 1)	Per-cent approved	County (as geographic unit)	Available funds	Approved funds (as of Mar. 1)	Per-cent approved
Adair.....	\$265,300.60	\$262,148.20	98.8	Knox.....	\$575,192.87	\$568,375.82	98.8
Allen.....	155,740.05	153,889.48	98.8	Larue.....	89,580.30	88,515.87	98.8
Anderson.....	50,678.37	50,076.19	98.8	Laurel.....	396,429.22	332,732.33	83.9
Ballard.....	52,398.52	51,775.90	98.8	Lawrence.....	211,843.52	137,721.36	65.0
Barren.....	337,414.73	333,405.44	98.8	Lee.....	148,594.80	82,295.43	55.4
Bath.....	130,070.07	128,524.53	98.8	Leslie.....	244,658.75	241,751.63	98.8
Bell.....	654,452.25	646,675.82	98.8	Letcher.....	533,644.54	527,303.59	98.8
Boone.....	41,680.64	35,694.00	85.6	Lewis.....	183,394.83	160,386.19	87.5
Bourbon.....	128,217.60	126,338.70	98.5	Lincoln.....	289,779.70	286,336.44	98.8
Boyd.....	224,678.51	222,008.79	98.8	Livingston.....	64,836.55	64,066.14	98.8
Boyle.....	131,260.94	129,701.22	98.8	Logan.....	207,873.93	205,403.90	98.8
Bracken.....	43,003.84	42,386.52	98.6	Lyon.....	21,303.44	21,050.30	98.8
Breathitt.....	432,684.77	427,543.45	98.8	Madison.....	272,578.18	220,538.66	80.9
Breckinridge.....	158,518.76	156,635.18	98.8	Magoffin.....	292,293.77	288,820.62	98.8
Bullitt.....	70,393.97	69,557.53	98.8	Marion.....	168,178.08	166,179.73	98.8
Butler.....	167,119.53	165,133.76	98.8	Marshall.....	80,847.21	79,886.56	98.8
Caldwell.....	107,840.39	106,558.99	98.8	Martin.....	202,845.79	194,039.85	95.7
Calloway.....	102,812.25	101,590.60	98.8	Mason.....	133,245.74	131,662.71	98.8
Campbell.....	178,102.05	170,755.88	95.9	McCracken.....	281,708.21	278,368.86	98.8
Carlisle.....	30,962.76	30,594.85	98.8	McCreary.....	283,031.41	279,668.33	98.8
Carroll.....	54,383.31	23,213.00	42.7	McLean.....	72,511.09	72,511.09	100.0
Carter.....	283,825.33	280,452.81	98.8	Meade ¹	62,587.12	0	0
Casey.....	329,872.51	249,128.83	75.5	Menifee.....	92,094.37	91,000.07	98.8
Christian.....	276,944.71	212,584.49	76.8	Mercer.....	118,690.60	117,280.27	98.8
Clark.....	120,940.02	95,080.02	78.6	Metcalfe.....	122,263.22	120,810.44	98.8
Clay.....	509,694.71	503,638.34	98.8	Monroe.....	223,752.27	221,093.57	98.8
Clinton.....	188,422.97	127,533.36	67.7	Montgomery.....	148,991.76	147,221.39	98.8
Crittenden.....	88,786.38	87,731.39	98.8	Morgan.....	188,687.61	186,445.55	98.8
Cumberland.....	141,846.50	140,161.03	98.8	Muhlenberg.....	293,881.62	290,389.60	98.8
Daviess.....	326,035.25	322,161.17	98.8	Nelson.....	132,848.78	131,270.22	98.8
Edmonson.....	130,863.99	129,309.01	98.8	Nicholas.....	57,558.98	56,875.05	98.8
Elliott.....	113,794.77	112,442.62	98.8	Ohio.....	209,064.81	206,580.62	98.8
Estill.....	183,659.47	181,477.16	98.8	Oldham.....	37,181.78	36,739.97	98.8
Fayette.....	396,958.50	390,829.63	98.5	Owen.....	58,485.22	57,790.27	98.8
Fleming.....	101,621.38	100,413.87	98.8	Owsley.....	157,857.16	155,981.45	98.8
Floyd.....	729,874.36	669,874.39	91.8	Pendleton.g.....	47,238.06	45,864.28	97.1
Franklin.....	93,285.25	50,337.68	54.0	Perry.....	617,799.75	610,458.83	98.8
Fulton.....	114,853.33	113,488.60	98.8	Pike.....	1,232,820.78	1,218,171.97	98.8
Gallatin.....	13,496.59	9,999.32	74.1	Powell.....	100,430.50	99,237.15	98.8
Garrard.....	94,343.80	93,222.78	98.8	Pulaski.....	498,844.52	472,703.42	94.8
Grant.....	64,704.24	60,330.47	93.2	Robertson.....	41,019.05	40,531.64	98.8
Graves.....	173,206.23	171,148.12	98.8	Rockcastle.....	214,225.27	207,255.00	96.7
Grayson.....	234,867.11	232,000.15	98.8	Rowan.....	126,232.80	124,732.26	98.8
Green.....	109,295.91	107,997.00	98.8	Russell.....	252,862.56	249,857.96	98.8
Greenup.....	257,758.39	254,695.61	98.8	Scott.....	75,157.48	74,264.69	98.8
Hancock.....	45,253.27	44,715.55	98.8	Shelby.....	104,797.05	75,128.00	71.7
Hardin.....	228,780.42	226,061.97	98.8	Simpson.....	124,512.65	123,033.14	98.8
Harlan.....	831,231.10	821,354.11	98.8	Spencer.....	40,225.13	0	0
Harrison.....	78,994.74	58,684.10	74.3	Taylor.....	124,380.33	122,902.40	98.8
Hart.....	193,054.15	190,760.21	98.8	Todd.....	139,597.07	137,938.33	98.8
Henderson.....	167,251.85	166,372.70	99.5	Trigg.....	144,625.21	83,972.50	58.1
Henry.....	89,977.26	88,908.12	98.8	Trimble.....	21,038.80	20,788.81	98.8
Hickman.....	77,406.91	76,481.13	98.8	Union.....	101,224.42	100,021.63	98.8
Hopkins.....	246,643.55	243,712.84	98.8	Warren.....	322,197.98	318,369.51	98.8
Jackson.....	248,363.70	245,412.55	98.8	Washington.....	125,306.57	123,817.63	98.8
Jefferson.....	1,552,901.65	1,534,449.53	98.8	Wayne.....	334,371.35	330,398.25	98.8
Jessamine.....	62,984.08	62,235.68	98.8	Webster.....	101,886.01	95,454.58	93.7
Johnson.....	331,063.39	135,125.02	40.8	Whitley.....	428,979.82	423,988.59	98.8
Kenton.....	239,233.66	230,570.12	96.3	Wolfe.....	168,707.36	166,702.77	98.8
Knott.....	412,969.16	408,062.11	98.8	Woodford.....	62,057.85	61,320.45	98.8

¹ Project submitted but not approved.

NOTES

Agencies for handicapped: Central State Hospital, Frankfort State Hospital, Kentucky School for the Deaf, Kentucky School for the Blind, and Outwood State Hospital, \$59,672.41.

1. Total tentative available funds based on 83.99 percent of 1966 grant factor, \$25,397,303.67.

2. Total amount approved as of Mar. 1, 1967, \$24,149,743.03 (95.3 percent of total amount available).

3. Total amount represented in projects submitted, but not finally approved, \$298,495.91 (1.2 percent of total amount available).

EXHIBIT 2

Summary of district utilization of title I funds, 1967, and student participation

School district	Major emphasis of project	Amount approved	Student participation		Distribution of funds—Major categories		
			Public	Nonpublic	Administra- tion	Instruction	Construc- tion
Adair County	Reading, physical education	\$262,148.20	3,035	29	\$12,680.00	\$146,096.98	\$56,380.39
Allen County	Reading	114,665.32	1,925		13,135.60	70,351.41	
Scottsville	do	39,224.16	272		1,300.00	32,480.00	
Anderson County	do	50,076.19	200		4,075.00	34,386.92	
Ballard County	Reading, library	51,775.90	451		4,881.00	41,096.75	
Barren County	Reading	226,584.95	1,579		13,350.00	134,021.17	
Caverna	Reading, library	43,146.59	373		4,366.00	36,296.44	
Glasgow	Reading	63,673.90	551		338.24	60,220.00	
Boylston	do	128,524.53	1,200		11,425.00	89,140.17	
Bell County	Reading, physical education	455,000.37	4,720		14,120.00	241,124.00	120,602.00
Middlesboro	Guidance, physical education, language, art	159,380.88	1,491	13	13,500.00	75,182.00	40,000.00
Pineville	Reading, library	32,294.57	657		1,800.00	28,735.00	
Boone County	Current enrichment	35,694.00	1,996	15	150.00	35,973.32	
Bourbon County	Reading	73,087.70	450	50	6,133.00	62,275.00	
Paris	do	53,251.00	415	15	4,550.00	38,992.00	
Boyd County	Reading, mathematics	80,801.78	1,184		10,133.00	44,063.00	20,358.00
Ashland	Reading	92,961.28	773	53	9,585.00	67,055.00	
Cadetsburg	Reading, physical education	22,730.02	200		2,300.00	15,987.00	
Fairview	Reading	25,405.71	234		2,417.90	19,749.66	
Boyle County	do	81,847.77	641		3,950.00	65,731.81	
Danville	do	47,853.45	425	95	4,474.39	40,885.00	
Bracken County	Reading, library	34,386.32	269	10	3,480.00	25,264.9	
Albany	Reading	10,000.00	35	20	900.00	4,600.00	
Breckinridge	Music, physical education, Library	308,770.06	4,022	170	10,465.00	84,528.00	203,445.44
Breakeyville	Reading, music	98,704.20	945		12,083.00	17,961.00	
Breckinridge County	Reading, physical education	130,800.54	945	119	12,083.00	101,320.00	
Cloverport	Library, physical education	16,735.64	203	23	3,690.00	14,440.00	
Bullitt County	Reading	69,557.53	574	64	12,400.00	36,740.00	
Butler County	Reading, physical education	165,133.76	2,067		9,708.00	93,073.63	41,304.00
Caldwell County	do	106,558.90	1,050	24	6,913.00	72,977.39	
Callaway County	Reading, library	74,918.16	573		6,913.00	47,434.70	
Murray	Art, reading, physical education	26,672.44	298		950.00	24,297.00	

Campbell County.....	Special education.....	68,903.79	464	295	4,573.23	43,252.10	
Bellevue 1.....							
Dayton.....	Reading, physical education.....	12,943.97	99	20	575.00	8,560.00	
Fort Thomas.....	Reading, health.....	4,706.90	70	30	806.90	1,000.00	
Newport.....	Reading, preschool.....	73,610.69	319	240	7,445.00	44,607.00	
Silver Grove.....	Reading, special education.....	10,590.53	100		30.00	7,905.00	
Southgate (no grant).....							
Carlisle County.....	Reading, library.....	30,594.85	234		2,995.00	19,642.71	
Carroll County.....	Reading.....	23,213.00	60		250.00	15,519.00	
Carter County.....	Reading, guidance.....	280,452.81	324		17,200.00	156,071.33	70,956.33
Casey County.....	Reading, mathematics.....	187,285.39	1,996	24	11,850.00	140,943.31	80,000.00
Liberty.....	Art, reading.....	61,843.44	538		5,371.00	34,405.05	
Christian County.....	Industrial art, language.....	129,560.00	2,457		5,820.00	97,987.00	33,600.00
Hopkinsville.....	Reading.....	83,024.49	2,298	10	3,695.00	41,959.00	21,006.00
Clark County.....	Library, reading, physical education.....	95,080.02	350	15	2,850.00	62,110.15	25,860.00
Clay County.....	Reading.....	503,638.34	5,683		25,602.00	302,099.00	
Clinton County.....	Reading, physical education.....	127,533.36	1,424		19,679.72	68,500.00	
Crittenden County.....	Language, arts, library.....	87,731.39	746		7,990.00	65,194.00	
Cumberland County.....	Reading, library.....	140,161.03	1,254		12,600.00	34,015.96	68,000.00
Daviess County.....	Reading, guidance.....	158,857.88	1,707	365	15,193.15	132,274.40	
Owensboro.....	Reading, physical education.....	163,303.29	889	414	15,218.00	139,456.00	
Edmonson County.....	Reading, library.....	129,309.01	1,003	14	9,440.00	92,435.00	
Elliott County.....	Reading, physical education.....	112,442.62	429		1,357.00	28,500.00	73,464.00
Estill County.....	Library, reading.....	165,133.76	1,260		13,364.00	46,759.00	80,425.00
Irvine.....	Reading, guidance.....	16,343.40	133		62,000.00	15,400.00	
Fayette County.....	Reading, special education.....	135,454.13	1,067	8	11,500.00	101,476.00	
Lexington.....	Reading, music.....	255,375.50	3,479	50	26,420.00	181,601.00	
Fleming County.....	Reading, physical education.....	100,413.87	768		9,322.00	71,200.00	
Floyd County.....	do.....	609,874.39	5,491		57,555.00	486,625.00	
Franklin County.....	Reading.....	50,337.08	508		420.00	42,116.00	
Frankfort 2.....							
Fulton County.....	Reading, library.....	98,452.67	835	5	4,835.00	53,526.99	
Fulton.....	Reading.....	15,035.93	104		1,313.00	11,435.00	
Gallatin County.....	Cultural enrichment.....	9,999.32	211		1,175.00	10,672.18	
Garrard County.....	Reading, library.....	93,222.78	748	2	4,747.66	70,532.00	
Grant County.....	Reading, music.....	51,701.15	1,768	23	1,135.00	41,375.00	
Williamstown.....	Reading, physical education.....	8,629.32	73	2	233.00	7,434.00	
Graves County.....	Reading.....	123,163.89	1,045		3,074.90	65,534.41	
Mayfield.....	do.....	47,984.23	370			33,804.00	
Grayson County.....	do.....	182,000.15	550	60	11,600.00	124,004.75	
Leitchfield.....	Reading, art, physical education.....	50,000.00	413	54	4,794.00	24,463.00	
Green County.....	Reading.....	107,997.00	826		9,275.00	51,400.00	
Greene County.....	Reading, physical education.....	198,343.55	1,517		\$12,770.00	\$117,884.50	\$21,700.00
Greenup.....	Reading.....	11,375.01	87		50.00	10,175.00	
Raceland.....	Language arts.....	17,127.89	127		448.00	13,848.00	
Russell.....	do.....	27,849.16	375		2,700.00	21,716.00	
Hancock County.....	Reading.....	44,715.55	302	42	3,390.00	38,483.98	

See footnotes at end of table.

Summary of district utilization of title I funds, 1967, and student participation—Continued

School district	Major emphasis of project	Amount approved	Student participation		Distribution of funds—Major categories		
			Public	Nonpublic	Administra- tion	Instruction	Construc- tion
Hardin County	Reading	\$176,639.51	800	55	\$12,050.00	\$116,579.00	
Elizabethtown	do	42,623.60	360	14	3,131.00	30,956.00	
West Point	Language arts	6,798.86	70			6,253.00	
Harlan County	do	717,148.57	2,200		28,388.00	365,170.00	\$80,138.00
Harlan	Reading, home education	89,300.36	835		7,920.00	46,962.00	22,400.00
Lynch	Reading	14,905.18	134		200.00	13,125.00	
Harrison County	do	58,684.10	510		2,180.00	50,457.00	
Hart County	Reading, physical education	190,760.21	2,800		13,428.00	134,129.00	
Henderson County	Reading	93,285.00	939	30	9,300.00	76,349.00	
Henderson	do	73,087.70	596	20	5,746.00	61,346.00	
Henry County	Reading, music	69,165.29	567		6,177.00	46,626.00	
Emmence	Reading, library	19,742.83	178		705.00	18,030.00	
Hickman County	Reading	76,481.13	665		7,435.00	54,401.00	
Hopkins County	do	207,757.35	3,067	25	13,550.00	145,808.00	
Dawson Springs	Reading, counseling	17,912.37	159		1,750.14	13,845.57	
Earlington	Reading, library	18,043.12	159	16		6,260.00	
Jackson County	Reading	245,412.55	2,509	108	11,906.00	104,778.00	100,390.00
Jefferson County	Reading, physical education	342,165.51	14,960	7,706	19,006.00	304,000.00	
Anchorage ³	Reading, library	1,192,284.02	10,375	2,148	54,478.00	1,000,685.00	
Louisville	Reading	62,235.68	415		4,580.00	49,730.00	
Jessamine County	Language arts		1,160		15,250.00	130,533.00	101,000.00
Johnson County ¹	Reading	34,125.02	340	9	3,570.00	26,301.00	
Paintsville							
Van Lear ²							
Kenton County	Reading	62,758.67	560	200	5,533.00	51,689.00	
Beechwood (no grant)							
Covington	Current center, library	150,097.82	796	399	13,100.00	102,713.30	
Erlanger	Reading, library	11,830.00	85	35	250.00	8,840.00	
Ludlow	do	5,883.63	60	20	10.00	5,309.00	
Knott County	Art, music, reading	408,062.11	1,963		14,975.00	74,971.00	250,000.00
Knox County	Reading, library	523,119.68	3,102		18,690.00	158,271.00	332,760.00
Barbourville	Reading	45,238.14	269		2,600.00	37,022.00	
Larue County	Reading, physical education	88,515.87	890	19	8,271.00	71,717.00	
Laurel County	Reading	289,455.00	2,600	7	14,515.00	153,270.00	73,600.00
East Bernstadt	Reading, physical education	19,612.08	24		1,845.86	7,144.56	
London	Reading	23,665.25	255	9	50.00	22,336.00	
Lawrence County	do	137,721.36	1,269		13,895.00	97,342.00	74,121.00

Lee County.....	do.....	82,295.43	1,888	42	11,338.00	60,182.00	
Leslie County.....	Art, reading.....	241,751.63	2,109		19,960.00	103,348.00	
Letcher County.....	Reading.....	461,929.97	6,318		21,001.00	319,998.00	22,987.00
Jenkins.....	do.....	65,373.62	494		4,080.00	39,352.00	
Lewis County.....	Reading, library.....	160,386.19	1,222		5,438.00	93,447.00	
Lincoln County.....	do.....	286,336.44	4,073		15,319.00	138,682.00	72,000.00
Livingston County.....	Reading, physical education.....	64,066.14	460		6,400.00	45,175.00	
Logan County.....	Reading, art, music.....	147,875.12	1,000	15	13,461.00	61,936.00	
Russellville.....	Reading, music.....	57,528.78	430	17	5,576.00	44,021.00	
Lyon County.....	Reading, physical education.....	21,050.30	214		2,130.00	14,098.00	
Madison County.....	Reading.....	157,257.00	4,402		4,450.00	135,021.00	
Berea ³							
Richmond.....	Reading.....	63,281.66	500		7,145.00	41,785.00	
Magoffin County.....	do.....	288,820.62	2,001		18,050.00	13,600.00	
Marion County.....	Reading, physical education.....	166,179.73	2,255	1,248	14,882.00	104,480.00	
Marshall County.....	Library, physical education.....	64,196.89	3,459	40	4,738.00	44,650.00	
Benton.....	Guidance, library.....	15,680.67	119		1,365.00	11,092.00	
Martin County.....	Reading.....	194,039.85	1,776		15,386.00	119,894.00	29,489.00
Mason County.....	Reading, art, library.....	78,971.58	905	30	7,033.00	66,876.00	
Maysville.....	Reading.....	52,691.13	265	52	5,657.00	24,992.00	
McCracken County.....	Physical education, library.....	101,598.60	860	45	2,775.00	83,554.00	
Paducah.....	Library, physical education.....	176,770.26	1,281	71	5,370.00	142,253.00	
McCreary County.....	Reading, library.....	279,668.33	3,500		16,450.00	118,675.00	45,730.00
McLean County.....	Reading, physical education.....	72,511.09	508	8	1,951.00	53,205.00	
Meade County ³							
Menifee County.....	Art, reading, music.....	91,000.00	1,022		8,288.00	23,814.00	26,200.00
Mercer County.....	Reading.....	77,140.87	504		1,025.00	28,124.00	
Burgin.....	do.....	11,113.51	80		1,080.00	8,610.00	
Harrodsburg.....	Reading, special therapy.....	29,025.89	342	1	1,480.00	19,465.00	
Metcalfe County.....	Reading, physical education.....	120,810.44	1,779		7,900.00	73,918.00	
Monroe County.....	do.....	221,093.57	1,547		13,260.00	140,097.00	34,142.00
Montgomery County.....	Reading, guidance.....	109,696.93	2,585		11,025.00	72,309.00	4,302.00
Mount Sterling.....	Reading.....	37,524.46	284	5	3,234.00	30,309.00	
Morgan County.....	Physical education, health.....	186,445.55	1,426	10	13,060.00	84,599.00	
Muhlenberg County.....	Reading, physical education.....	231,030.36	1,500		13,644.00	148,341.00	
Central City.....	Reading, library.....	29,679.62	534	7	5,070.00	19,550.00	
Nelson County.....	Reading.....	29,679.62	227		875.00	27,039.00	
Bardstown.....	Reading, library.....	95,837.72	945	430	4,515.00	69,793.00	
Nicholas County.....	do.....	35,432.50	162	171	3,354.00	27,800.00	
Ohio County.....	Reading, music.....	56,875.05	450		5,755.00	47,048.00	
Oldham County.....	Reading, physical education.....	206,580.62	1,729		10,800.00	172,955.00	
Owen County.....	Reading, library.....	36,739.97	245		3,718.00	29,060.00	
Owsley County.....	Reading, art.....	57,790.27	503		3,500.00	33,754.00	
Pendleton County.....	Music, physical education.....	155,981.45	1,270		6,186.00	24,606.00	78,696.00
Falmouth.....	Reading.....	36,609.23	312		3,750.00	27,526.00	
	do.....	9,255.05	92	16	1,100.00	8,614.35	

See footnotes at end of table.

Summary of district utilization of title I funds, 1967, and student participation—Continued

School district	Major emphasis of project	Amount approved	Student participation		Distribution of funds—Major categories		
			Public	Nonpublic	Administra- tion	Instruction	Construc- tion
Perry County	Reading, health	\$517,759.04	\$4,838		\$20,690.00	\$283,587.00	\$12,800.00
Hazard	Reading	92,699.79	688	16	5,730.00	45,227.00	
Pike County	Preschool reading	1,166,003.82	9,918		45,102.00	663,313.00	
Pittsview	Art, guidance	52,168.15	369		1,302.00	8,403.00	
Powell County	Reading	99,237.15	610		8,403.00	68,544.00	
Pulaski County	do	349,095.11	2,430		17,390.00	246,391.00	
Ferguson	Library	13,074.72	132	20	1,300.00	10,295.18	
Science Hill	do	13,074.72	136		1,300.00	10,295.18	
Somerset	Language arts	47,535.87	736	10	10,140.00	95,981.00	
Robertson County	Reading, library	47,535.87	316		4,154.00	32,346.00	
Rockcastle County	Reading	267,235.00	2,104		17,250.00	130,150.00	
Rowan County	do	124,732.26	2,913		10,605.00	80,697.00	
Russell County	Reading, guidance	249,857.96	1,604		17,430.00	128,389.00	60,687.00
Scott County	Reading, physical education	61,712.69	1,472		4,896.00	39,042.00	
Georgetown	Reading	12,552.00	250		4,325.00	10,333.37	
Shelby County	Reading, mathematics	75,128.00	604		4,350.00	58,888.00	
Shelbyville	Reading		1,470		2,800.00	83,534.00	
Simpson County		123,033.14					

Spencer County ²							
Taylor County	Reading, art, library	88,908.12	645		6,970.00	55,870.00	
Campbellsville	Reading	33,994.28	339	3	3,330.00	25,512.00	
Todd County	do	137,938.33	778		11,979.00	100,209.00	
Trigg County	Art, music, physical education	83,972.50	1,950		10,510.00	116,779.00	
Trimble County	Reading, music	20,788.81	159		2,103.00	17,240.00	
Union County	Reading	100,021.63	545	226	6,872.00	64,751.00	
Warren County	do	177,554.74	1,333	30	13,438.00	129,151.00	
Bowling Green	Reading, guidance	140,814.77	1,062	15	13,007.43	99,833.43	
Washington County	do	123,817.63	486	275	11,277.00	101,224.00	
Wayne County	Reading	271,562.00	1,616		14,612.00	114,342.00	55,200.00
Monticello	Reading, physical education	58,836.25	820		5,954.00	44,976.00	
Webster County	Reading	61,713.58	504		8,720.00	38,385.00	
Providence	Reading, guidance	33,741.00	250			11,210.00	
Whitley County	Reading	356,784.51	2,005		22,740.00	173,467.00	
Corbin	Reading, library	35,824.74	555	15	3,595.00	30,441.84	
Williamsburg	Reading	31,379.34	562		2,990.00	20,621.00	
Wolfe County	Guidance, library	166,702.72	1,359	105	2,110.00	24,647.00	140,000.00
Woodford County	Reading	61,320.45	550	16	3,050.00	54,739.00	
Total		24,126,141.17	233,967	16,141	1,577,466.33	13,089,692.36	2,603,703.16

¹ Project submitted but not approved.

² Project being developed.

³ Status unknown.

NOTES

1. The total amount approved represents 94.3 percent of Kentucky's 1967 allocation of title I funds.

2. The total amount approved for administration represents 6.5 percent of the total amount approved.

3. The total amount approved for instruction represents 54.2 percent of the total amount approved.

4. The total amount approved for construction represents 10.8 percent of the total amount approved.

5. Of the total number of students participating in the projects approved as of Mar. 1, 1967, 6.9 percent represents nonpublic students.

Total professional and nonprofessional personnel participating in title I projects as of Mar. 1, 1967—Continued

County district; independent district	Professional personnel						Nonprofessional						
	Teachers	Coordinators	Coun- sors	Visiting teachers	Nurses	Super- visors	Librar- ians	Other	Aids	Clerks	Cooks	Bus drivers	Custo- dians
Harlan County.....	35	1	3	5	5	1	3	6	32	11			
Harlan.....	1			1					2	1			
Lynch.....	4												
Harrison County.....	5								10				
Hart County.....	12	1	1	1			1		29	2			
Henderson County.....	5	1	1						20	1			
Henderson.....	24						3	1	9	1			
Henry County.....	6			1		1			2				
Enhance.....	3												
Hickman County.....	3						1			1			
Hopkins County.....	4	1	1	1			2		11	1			
Hopkins.....	1						1		25	3			
Dawson Springs.....	7	1	1	1				2	2				
Farrington.....	3												
Jackson County.....	12	1	2	2	1	1	2		4	1			
Jefferson County.....	25	1	18							2			
Anchorage.....													
Louisville.....	149	3	6	4		8	11	4	148	40			
Jessamine County.....	9	1											
Johnson County.....	61	1		2		8	4	30	37	1			
Painville.....	6	1								1			
Van Lear.....													
Kenton County.....	30					4			12	1			
Beechwood (no grant).....													
Covington.....	27	1			9		13	1	3	1			
Erlanger.....	1	1								1			
Lawder.....	2												
Knott County.....	59	1		1		8	8	45		2			
Knox County.....	7	1		3			8		31	2			
Barbourville.....	5			1						1			
LarLee County.....	9	1		1				1	6	1			
Laurel County.....	15	1		3		1		2	12	11			
East Bernstadt.....	1	1				1	1		1				
London.....	2			1				1					
Lawrence County.....	26	1							58	2			
Lee County.....	6	1		1			1		11	1			
Leslie County.....	4	1	1	2	1	2	8	3	24	1			
Letcher County.....	33	1	5	1					18	4			
Jenkins.....	16	1					1		14	1			
Lewis County.....							2		22	1			

Lincoln County.....	56	1	2		1	2	1	28	2			
Livingston County.....	7	1						2	1			
Logan County.....	7	1		1		1	1	7	1			
Russellville.....	5	1	1					5	2			
Lyon County.....	3	1				1			1			
Madison County.....	16	1	1		1	2			9			
Berea.....												
Richmond.....	5	1				1			1			
Magoffin County.....	1	1	1	1				5	2			
Marion County.....	16	1						6	1			
Marshall County.....	2				1		3	11	1			
Benton.....			1				1		1			
Martin County.....	11	1					3	29	1			
Mason County.....	7	1	2				1	8				
Maysville.....	2			1				1				
McCracken County.....	4							8	1			
Paducah.....	4		5	2		5		8	4			
McCreary County.....	12	1	2			2	28	8	2			
McLean County.....	19							9				
Meade County.....												
Menifee County.....	4	1					1		2			
Mercer County.....	2								1			
Burgin.....	2					2			1			
Harrodsburg.....	3		1						1			
Metcalfe County.....	7	1	1	1		2			6			
Monroe County.....	8	1	2			3	5	24	3			
Montgomery County.....	7	1	2		1			6	1			
Mount Sterling.....	5		1					1				
Morgan County.....	6	1			1	5	1	1	3			
Muhlenberg County.....	13	1	4	6	1	1	1	16	1			
Central City.....	4		1		1			2	2			
Greenville.....	2		1			1		4	1			
Nelson County.....	6		1	1				17	1			
Bardstown.....	2				1	1		4				
Nicholas County.....	7	1						6	1			
Ohio County.....	16	1	3			2		22	1			
Oldham County.....	3	1						7				
Owen County.....	5								1			
Owsley County.....	2	1	1					3	1			
Pendleton County.....	4	1						1	1			
Falmouth.....	2	1							1			
Perry County.....	1	1				5		27	4	26		
Hazard.....	11	1	1		1				2			
Pike County.....	50	1	1	6	4	36		48	4			
Pikeville.....	5		1		1			2	4			
Powell County.....	15	1	1				1	5	1			
Pulaski County.....	17	1			1	1		54	2			
Ferguson.....	5							1	1			
Science Hill.....	3						1	3	1			
Somerset.....	31	1	1				4	8	1			

See footnotes at end of table.

Total professional and nonprofessional personnel participating in title I projects as of Mar. 1, 1967—Continued

County district; independent district	Professional personnel						Nonprofessional						
	Teachers	Coordinators	Counselors	Visiting teachers	Nurses	Super- visors	Librar- ians	Other	Aids	Clerks	Cooks	Bus drivers	Custodians
Robertson County	2	1				6	1		28	1			
Rockcastle County	14	1		1					8	3			
Rowan County	9	1	1	1			1		22	2			
Russell County	8	1	3				1		6	1			
Scott County	14						1		1				
Georgetown	12		1					1					
Shelby County	6								11				
Shelbyville ¹													
Simpson County	14		1							1			
Spencer County ²									5	3			
Taylor County	5	1		1	1		2		3	1			
Campbellsville	3												
Todd County	10	1	1				1						
Trigg County	13	1	1				2		4	4			
Trimble County	1	1							7				
Union County	21	1				4	1	1	5	1			
Warren County	14	1	2	1	1	1	3	6	1				
Bowling Green													
Washington County	8	1	3				1		17	1			
Wayne County	10	1	1	2			3	1	18	3			
Monticello	7	1					1		4	1			
Webster County	1	1							13	1			
Providence	2												
Whitley County	16	1	2	1	1	1	5	1	18	1			
Corbin	4		1				1						
Williamsburg	3		1						1	1	1		
Wolfe County	1	1	1				1	1	3	1			
Woodford	9						1			1			
State agencies:													
Central State Hospital													
Frankfort State Hospital	1								1				
Kentucky School for Blind	2						1		1	1			
Kentucky School for Deaf	1		1	1					2				
Outwood State Hospital	2					1							
Total	1,642	110	146	75	38	117	234	252	1,578	349	26	0	1

¹ Project submitted, but not finally approved.² Project being developed.³ Status unknown.

Mr. PAGE. Mr. Chairman and members of the committee, I am Ray Page, superintendent of public instruction, State of Illinois.

I am delighted to express our concern for the education of our most precious resource—our children—and provide information to better point the way toward realization of equal educational opportunity for all of our children.

We in Illinois are concerned with the proposed amendments to the Elementary and Secondary Education Act in the same way we are concerned with the general law.

Our concern is one that I am sure the drafters of this legislation had and perhaps still have; that is, how do you insure performance of of the dilatory without thwarting the efforts of the competent?

There has been only one successful program to give the kind of administrative flexibility to accomplish this. It perceived the States presenting plans for progress. Those plans were reviewed and, if proper, were approved. We have administered the National Defense Education Act successfully by that method.

In administering the Elementary and Secondary Education Act, however, we have gone in a different direction.

The laws were written and the Commissioner required States to file assurances that they would follow the laws.

With every good intention, we, like other States, filed our assurances. We found, however, that regulations were subsequently changed and on some occasions interfered with State law. We were then faced with either negating our own assurances or our State law.

This problem was evident in the amendments of the section on the Teacher Corps. I believe it to provide on page I-6 that the Commissioner has the authority to contract with local agencies without first gaining approval at the State level.

If you can, envision in your State an analogous situation where the State agency of education would arrange a contract with a principal of one of the attendance centers and agree to pay for some of those services without talking with or obtaining the approval of the local board of education.

The board of education in this case has the responsibility for and must face the liabilities of the actions in all attendance centers but has no authority to restrict in this case the activity of them.

The amendments to the Teacher Corps section prevent circumvention of the State agency. We believe that the law must say "State agency approval" rather than only permitting consultation as pointed out in section 153 (A), paragraph 3, and I support this amendment.

Change in heading for title I: "PART A—ASSISTANCE FOR EDUCATION OF CHILDREN IN AREAS HAVING CONCENTRATIONS OF CHILDREN FROM LOW-INCOME FAMILIES."

On page I-7, paragraph (B), the amendments change the heading of the act and make other substantive changes.

This change in the wording would remove the restriction that currently exists to restrict reimbursements only to local educational agencies.

I believe it is unwise to create a number of educational systems to do the same task. The majority of schools in the Nation follow the tradition of having 9 months of school. During the summer, schools are not being used to capacity.

The teachers and the buildings could be used to greater advantage than by funding separate agencies to do the work that schools were originally developed to do.

Project Headstart and all programs concerning education that are administered by agencies other than public schools are administered without regard for approval by the educational agencies.

It is remarkable, then, that the educational agency must consult with the community action programs prior to the implementation of programs for the public schools under title I of the Elementary and Secondary Education Act.

I think it only reasonable that the State education agency be shown the same consideration and similar requirements we offered for programs of community action groups, and in particular Project Headstart. We do not know where Headstart programs or education for migratory workers are being conducted in Illinois. We have millions of dollars worth of physical structures already owned by the taxpayers for the purpose of education. We believe it is more efficient to operate education programs through the public schools.

In view of the cost and coordinated administration, we believe the program should be restricted to assistance to the elementary and secondary schools. This change as proposed would remove any existing restriction and allow reimbursement to any agency.

The act was written in such a way to avoid supplanting local funds and requires the local district to maintain at least the same financial effort in any program. I would point out, however, that when a grant is given to any agency other than the public school, which does, in fact, duplicate what the public school is doing, the entire grant supplants local funds.

The problem of accounting for financial assistance is impossible if all payments and approval are not done through the State educational agency. As an example:

The State department of education in Illinois has devoted 4 years of work and \$150,000 of Illinois taxpayers' money on research and development of a plan for educational television. You can imagine my surprise and concern when another State agency in Illinois received a grant for \$66,000 plus from the U.S. Office of Education to study educational television.

This is justification for the inclusion in this legislation the requirement that all grants be recorded and preferably approved by the State education agency.

I can see this \$66,000 grant after we have spent our \$150,000 on research and planning being used as a justification for a veto of a \$3,941,000 piece of legislation in our State legislature for the establishment of phase 1 of a statewide network of educational television, for the sole purpose that we are now studying it with a Federal grant, when we have completed the studies in the State of Illinois.

I think this is unfortunate, that a piece of legislation and an administration of this nature can possibly impair the State doing the job in its own right.

The late funding of the programs to carry out the intent of Congress has interfered with the administration of them. We urge you to consider earlier funding so schools may plan and progress with plans already made.

In Illinois, we were prudent with approvals and disbursed money when we were confident it could bring about educational achievement. We have insisted that the programs have quality and we did not disburse the money on a wholesale basis.

Illinois is being penalized for using good judgment because the U.S. Office of Education requested that we return any money that could not be used effectively by the local agencies according to the early guidelines.

We have now been advised that our allocation will be based on the amount of money disbursed for the first year.

We are administering in Illinois \$1,200 million of State and Federal money, and are responsible for the proper expenditure of \$5 billion of local funds every 2 years. It is remarkable that the U.S. Office of Education cannot respect our judgment on an allotment of \$44 million under the programs for Title I: Elementary and Secondary Education Act.

In conclusion, I would ask the members of this Committee for your consideration of these items. I would further welcome your analysis of our programs in Illinois. We are currently under some unnecessary duress concerning this program and hope that there will be an opportunity afforded us to provide for members of this committee the specific information concerning a preliminary audit report of the title I program in the city of Chicago. This report is a masterpiece of confusion. It may provide for you the specifics that are alluded to in my testimony.

Thank you.

Chairman PERKINS. Thank you, Dr. Page.

Mr. FULLER. Mr. Chairman, I am going to be very brief and summarize the nine pages of material which I have prepared.

There is entered into the record a report from six major national educational associations.

Mr. MEEDS. Mr. Chairman, for the record, may we have the gentleman's name?

Mr. FULLER. Edgar Fuller.

That group met in Chicago for 2 days last November and had a legislative workshop in this city in January, which formulated 17 priority points of Federal legislation recommended for 1967. This report was taken to the White House, where they met with White House officials, HEW officials, with the U.S. Commissioner of Education, and with the Bureau of the Budget representatives. Those 17 points are in the summary attached to the formal statement which you have.

Among those 17 points, the Council of Chief State School Officers' Board of Directors considered them for a half day in Atlantic City last month, and formulated some priorities among them for 1967 recommendations. These priorities, which were approved, and I am sure without any dissent, by the representatives of 23 States when reported on behalf of the board of directors last month in Atlantic City were:

1. Amendments to title V of the Elementary and Secondary Education Act of 1965—grants to strengthen State departments of education.

The second priority was amendments to title III of the Elementary and Secondary Education Act—supplementary educational centers.

The third was transfer of Headstart to the Office of Education for administration at the Federal level.

The fourth was a statement that the regional offices of the U.S. Office of Education should not be expanded for the purposes of elementary and secondary education at the State and local levels.

The fifth, which really is first in importance, but which has been emphasized so much that the board of directors placed it fifth here, is the timing of Federal authorizations, appropriations, and the presentation of the Federal regulations, knowledge about the allocations, and timing of the payments and reports, which have caused great hardship to the State educational agencies and the local educational agencies, because this is 6- or 8-month process.

Last year's amendments to Public Law 10 were signed by the President on November 3, 1966, 4 full months after the beginning of the year to which they apply. By the time you make amendments of that kind, and then the appropriations have to go through and be approved, then the regulations which often require several weeks in the Office of Education to write, have to be written, and then the allocations have to be made—by that time sometimes we find ourselves starting in January or February.

I believe Prince Georges County reported the other day that it didn't start the first year of ESEA administration until March following the July 1 of the previous year when it should have been started.

We want to emphasize these five points.

On title I, we want to express appreciation for the administration's recommended amendment to increase the minimum State administration allowance from \$75,000 a year to \$150,000 as an annual minimum for each State. The smaller States, especially the large in area but sparsely settled ones, will be helped greatly by this amendment.

On the amendments to the Teacher Corps which come in as an amendment to title I of ESEA, we appreciate the three or four amendments which have been made by the administration in its suggested bill.

We have one additional one to suggest. There are, in section 153 (A) (2) the words, in regard to the training program for corpsmen at the local level, "as the Commissioner may deem appropriate." We don't believe the U.S. Commissioner of Education should prescribe the teacher training program on each individual project at the local level which has Federal funds along with State and local funds to train corpsmen or any other teachers.

So we would like to substitute language there that would leave the specific courses of training for corpsmen to be agreed upon by the local educational agencies and the institutions of higher education concerned there, in the same way that they will agree under these amendments to all the other terms of the project.

We appreciate the amendment that will cause the approval of the State department to be required before the approval of the Commissioner of Education is made.

With all of those things, we will support the Teacher Corps. We would not have supported it without these amendments. It would have been almost universally opposed, in my judgment, if it had gone on the same way as before, where the Commissioner would tailor make and prescribe the training program on each project.

This is a violation of State and local autonomy in the preparation of teachers. These are all college graduates. They are going into public schools. They need to take cognizance of the requirements of the States and local communities, and the teacher training programs of the higher institutions that train teachers in the States.

On the Elementary and Secondary Education Act, title V, there are two major omissions in the proposed amendments to title V, both of which are extremely important to the State educational agencies.

The first is that the bill has no provision for extension of the current title V beyond June 30, 1968. That means that at this time next year, when the Congress is finally organized and the first bills are going in, there will be just 4 months before the fiscal year begins in which the new bill would take effect. That is not long enough.

Last year it took until November 3 to get the signature of the President on the amendments to the act. The school year was almost over before the funds could be used.

After this act is effective, the appropriations are usually the last thing Congress does before it goes home, or almost the last. Then there are the regulations, with several weeks of delay on regulations, and then the allocations. Then on top of all of this there is supposed to be State planning.

If you want State planning, you can't send it to the State with all of the Federal details worked out 3 months after the fiscal year has already started and expect to have State planning. This is very, very serious.

Chairman PERKINS. Mr. Fuller, I think the committee is pretty well in accord that we must place a reasonable tenure here that would give some stability to the program insofar as early funding is concerned. I think we all recognize that fact.

We have had so many obstacles in the past. I personally thought last year we should go 4 years. But I think experience has taught us that we have to put a reasonable tenure period in this legislation because of the fund requirements.

Mr. FULLER. All of it needs a leadtime of 1 full year more than it has in order to solve this problem. Title V as it exists today would go out of existence unless it is extended for at least one more year. It ought to have that leadtime.

Otherwise, as June approaches next year, with no action from the Congress, because if it would act by then it would act faster than it has any year yet by far, then the people in the States who are employed will seek other employment, without a chance for State planning because they won't know the Federal basis upon which to plan.

We should move this leadtime ahead 1 year for all of these laws. That includes title I. Title I expires next June 30. To amend and extend title I next year instead of this year will cause several months of waiting next year.

Chairman PERKINS. We hope to have that problem eliminated this year.

Mr. FULLER. Sections 523 and 524 of title V, part (B), a proposed amendment, are, as far as I am able to find out, unanimously opposed by the chief State school officers. There may be a few chief State school officers that believe otherwise who I haven't heard express themselves.

But these things are not right for the States. Section 523(A)(1) requires a State educational planning agency—a new creature. That would be the sole agency for State administration except that special arrangements can be made for dual administration if the State elects to include higher education and organizes a State higher education planning agency as well.

The law also, in section 524, imposes a planning program budget system upon the applicant, leaving the identity of the applicant State agency vague. This is set up for political interference, for delay, for all other things that make State and local programs difficult. This is made to order.

Applications must, in any event, be submitted to the Governor for review and recommendation. The applicant under this part B, Mr. Chairman, has to make provisions for setting statewide goals with priorities, make thorough analyses of alternative means of achieving these goals, plan new programs and improvements of existing programs on the basis of these analyses, develop State-conducted evaluations on a continuous basis, and develop and maintain a permanent system of information for assessment of educational progress.

Each State has to do all of these under these specific Federal regulations. It puts evaluation of elementary, secondary, and higher education progress in the States in a Federal mold of uniformity.

Mr. Chairman, many persons experienced in education would approve of such system analyses for the Pentagon in spending billions of dollars for defense: determining between supersonic bombers or more nuclear submarines; or otherwise how to get the biggest bang for a buck. It is quite different from making the educational judgments necessary to evaluate thousands of programs for the education of children and youth.

The conclusion of systems analysis evaluations will depend on these educational judgments. The input is educational judgment. These cannot be made in the way that this contemplates making them.

Many citizens will be doubtful that part B should be enacted. On this point I cannot speak for the Council of Chief State School Officers. What I say now is personal because the council has no specific policy as of today on this specific proposal. All the chiefs I know are opposed to it.

But I am of the opinion that part B objectives are already authorized by the currently effective title V, considering section 502(A)(1), (2), (3), and (4) authorizes grants to the State educational agencies for making plans and operating evaluation systems in any way they could do under the new part B, except that they now have no authority to contract for their responsibilities to be performed by other agencies or organizations, or commercial developers, or operators of systems of the PPBS type.

The addition of part B to title V seems necessary only to provide Federal controls of the specifics of these processes and to include Federal financial incentives to enforce these controls. Both carrots and sticks for enforcement are present, including authority to make the allotment of any nonparticipating State's share available to others that agree to participate.

Amendments to title III of the Elementary and Secondary Education Act: Mr. Chairman, the administration's bill before this committee carries no suggestion that there should be amendments to

title III of ESEA this year except in two minor details. The Council of Chief State School Officers differs strongly on this point.

Although we do not propose to consume a great deal of the time of the committee here today, we hope there will be amendments to title III of ESEA at this session of Congress.

In the annual business meeting of the council in New Orleans on November 18, 1966, the following resolution was passed unanimously by the membership:

The Council approves of the purposes of Title III. It provides for the development of supplementary centers and services to improve the quality and quantity of education, to increase the use of results of educational experimentation, resulting in creativeness in teaching and learning, and to stimulate broad, local State and Federal cooperation in providing exceptional educational opportunities for all children and youth.

An analysis of the first year's Title III results shows that States in which the State Department of Education has assumed responsibility for organization and direction of Title III projects on a statewide basis has produced projects (1) of higher quality, (2) more exemplary and innovative in content and services, (3) more in accord with the educational needs of the states, and (4) involving wiser use of Federal funds.

I quote from a report of the U.S. Office of Education administrators in that paragraph, gentlemen. It was given to us on November 9, 1966, without restrictions on its use. It was the basis for this resolution.

In view of this experience, the Council urges that Title III be amended to authorize the use of State plans for its future administration. Such plans should be developed according to criteria established by the U.S. Office of Education in cooperation with the State Departments of Education. Within the requirements of these criteria, the State education agencies should be authorized to evaluate and approve Title III projects proposed by local educational agencies.

It is imperative that all State educational agencies actively coordinate the administration of Title III with reference to their potential or existing local and regional educational service units. With such coordination exercised in full cooperation with the vast reservoir of leadership in local educational agencies, many conditions that now restrict general educational improvement can be removed.

That is the end of the resolution.

Mr. Chairman, we have been encouraged to believe that the U.S. Office of Education would cooperate with the council in transferring more involvement in its administration to State departments of education.

In this connection, and I have already mentioned the Office of Education memorandum from which the resolution was drawn last November, on January 5, 1967, we inquired of all chief State school officers what their opinion was on title III amendments for congressional action in 1967. There were replies from 42 States and territories, all of which favored State plans, making local project applications and proposals for supplementary centers subject to approval by State departments of education.

A large minority would be willing to set aside 15 percent of the funds for special projects to be approved by the U.S. Commissioner of Education, and a very few would support up to a 25-percent set-aside.

At meetings of the board of directors and the general meeting of the 23 States in Atlantic City last month, there was strong sentiment that an amendment to authorize State plans and State project approval should be enacted as soon as possible, with the percentage of

funds to be set aside for special projects to be approved by the U.S. Commissioner of Education either omitted or kept low. Omitted was the majority view; kept low the view of all others.

Mr. Chairman, there is no mistaking the position of the chief State school officers on this title III issue. Point 8 of the report of the Legislative Conference of National Organizations also shows that this proposed change has widespread support throughout the country.

We believe fundamental issues are involved in what is done about title III in 1967. There are emerging systems of modern regional service center units developing within many of the States under State and local auspices. There is great need for coordination of these emerging regional service centers within States, with all supplementary service centers established under title III.

We believe the new title III centers should not be allowed to develop in ways that will establish a Federal system of supplementary service centers supported primarily by Federal funds, paralleling and sometimes duplicating systems of similar centers established and supported by the States.

Continuation of the current title III program, with expansion to supplementary centers, may deny great benefits of title III to the States most in need of it. In a few selected States the U.S. Office of Education encourages informal State planning for title III centers. These States enjoy the special advantages that pilot States usually have, but with minimum or even negative results to others.

A majority of the States are exhorted to note what their stronger neighbors are doing, but are denied the means to experience progress of their own by a denial of the responsibility that is necessary for their progress.

As the neglected States stand by observing progress but remaining unsupported for engaging in it themselves, they are denied the administrative, psychological, and public reinforcement that they need. The neglected States lose ground in full view of their constituencies of citizens and State and local governments.

The Federal Government refuses, in substance, to use educational methods in education. It helps the strong, but denies it in title III, to the weak the things that would enable the weak to become strong. It is as though a classroom teacher overemphasized demonstrations by brilliant pupils while the disadvantaged pupils looked on without being given practice in and responsibility for improving themselves.

There need not be parallel State supported and federally supported service agencies for education within the States. It would be far better to combine State and Federal efforts and have comprehensive planning on a State basis. Such would enable the Federal Government to provide financial support on condition that the Federal objectives for which the Federal funds could be used would be carefully served.

A system of regional service centers administered on the State and local levels, supported by the Federal Government for its own defined purposes, and constituting a true partnership in the service of modern education, would provide a desirable system for the future.

Mr. Chairman, we have had access to the text of these amendments for only a few days. It is incomplete. There are probably errors and omissions. We will welcome further inquiries from the members of the committee.

We offer also to supply supporting data for any of the statements we have made.

I believe Dr. Johnson of Iowa, and Dr. Christian of Florida, have no prepared statements, but they probably will want to make an impromptu statement after which we will all join in answering your questions.

(Mr. Fuller's full statement follows:)

STATEMENT OF EDGAR FULLER, EXECUTIVE SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS

Mr. Chairman and Members of the Committee, my name is Edgar Fuller. These statements are made as Executive Secretary-Treasurer of the Council of Chief State School Officers. The Council is composed of the State Superintendents or Commissioners of each of the 50 states and the chief school officers of Puerto Rico, Virgin Islands, Canal Zone, Guam, American Samoa and the Trust Territory of the Pacific Islands. The chief state school officers present are from Kentucky, Illinois, Iowa and Florida.

We appreciate very much the opportunity to appear here today. With your permission, we will first list positions taken on priority items under Council policies as determined by the Board of Directors. Then the distinguished chief state school officers present will report on the programs in their states and make recommendations in regard to them. If you agree, we would all like to join in informal discussion with the committee on major issues involved in the legislation during any remaining time that may be available. We desire very much, Mr. Chairman, to be of the utmost assistance to you and your committee.

At this time I would like to enter in the record a report from six major national organizations on seventeen priority items of legislation. Each member of the committee has a copy of this, with a brief foreword on the cover.* The Council's Board of Directors, of which Chief State School Officers Johnston of Iowa and Page of Illinois are members and who are present, have set some priorities for the Council among these items as follows:

A. (No. 2) Amendments to Title V of the Elementary and Secondary Education Act of 1965—Grants to Strengthen State Departments of Education.

B. (No. 8) Amendments to Title III of the Elementary and Secondary Education Act—Supplementary Educational Centers.

C. (No. 3) Transfer of Head Start to the Office of Education.

D. (No. 17) Regional Offices of the U.S. Office of Education.

E. (No. 1) Timing of Federal Authorizations, Appropriations, Regulations, Allocations, Payments and Reports.

These opening remarks will be on the bill before us, with emphasis on A, B and E above. This is not to infer that others among the seventeen items are not important—they are merely not within the agenda for this hearing.

TITLE I, ELEMENTARY AND SECONDARY EDUCATION ACT (TITLE II OF P.L. 874)

We support Section 102, raising the dollar limitation for state administrative expenses from \$75,000 to \$150,000 as an annual minimum for each state. The states have been greatly overburdened by their central role in the administration of new federally supported programs. These additional functions and the shortage of competent administrative personnel have been especially serious in some of the smaller state departments of education. They will be especially benefited by this amendment. All of us are grateful to the Administration for proposing it, and we will appreciate your recommendations for enactment. In terms of educational results, Section 102 will prove to be an economy measure.

Subpart 2—Teacher Corps

It should be advantageous to make the federal administration of this program a part of Title I of ESEA as proposed. Several of the amendments suggested by the six national educational organizations under item No. 6 of their Report have been incorporated. The federal administrators have been very cooperative in mutual efforts to improve the administration of the Corps as it affects state and local education.

*Attached to this statement.

We have one additional suggestion—to amend new Section 153(a) (2) to eliminate the words “as the Commissioner may deem appropriate” and to substitute language that would leave the specific courses of training for Corpsmen to be agreed upon by the local educational agencies and institutions of higher education, in the same way as they will agree on the other details of each project. This should fit the courses of training to the needs of the particular community much better than courses of training prescribed for all local projects by the U.S. Commissioner of Education as the present law provides. State and local freedom in educational decision-making is deeply involved here, and should be regarded as a critical issue in connection this legislation.

The amendments to include services to Indian children under the jurisdiction of the U.S. Department of the Interior, to children of migratory agricultural workers, and to extend statutory provisions relating to schools for Indian children and to overseas dependent schools are laudable.

TITLE V—ELEMENTARY AND SECONDARY EDUCATION ACT

There are two major omissions in the proposed amendments to Title V, both of which are extremely important to the state educational agencies.

The first is that the bill has no provision for extension of the current Title V beyond June 30, 1968, even though the proposed new Part B (Relating to planning grants for comprehensive educational planning) carries an authorization extending four years beyond the fiscal year ending June 30, 1968. It is difficult to grasp why the current Title V should be left until next year for extension.

This involves lack of federal-state-local coordination of timing, as called for by the President in his message last Tuesday. It would bring the greatest of all deterrents to effective federal, state and local administration of federal education programs.

Postponed until next year, it will be impossible to prevent severe disruption of the Title V program for strengthening state departments of education under a law expiring on June 30, 1968. The time Congress consumes in extending the authorization and making appropriations must be followed by federal regulations, allocations and payments. All consume time, so state and local agencies are unable to develop their own program plans until far into the next fiscal year. The continuing authorization of an obsolete appropriation under an expired law does little to support state and local planning under a nonexistent new law with speculative authorizations and appropriations. State and local personnel cannot be retained or new personnel employed, state planning will be months in arrears, and local frustration about the delays will be detrimental to all federal-state-local programs. We ask that Part A of Title V be extended for the same period of time proposed for Part B.

A second serious omission is that although the authorization is \$50,000,000 for fiscal year 1968, the Administration proposes an appropriation of only \$22,000,000, the same as for the current year. The transfers of \$5 million from Title X and \$2,750,000 from Title III of the National Defense Education Act would carry continuing responsibilities for expenditures to continue the functions of a major part of these NDEA programs. We believe that the appropriation should be \$50,000,000, or at the very least \$40,000,000, and that there should be appropriations authorized for the three fiscal years after June 30, 1968.

The proposal in Section 142 for revision of the Title V formula for apportionment of funds for strengthening state departments of education is perhaps as satisfactory as can be devised. It is fixed at the point of nearest consensus expressed by Council members from 47 states and three territories. Within a range of perhaps \$20 million to about \$50 million for allocations among the states, it should operate with substantial, but necessarily never with exact, justice to all states and territories concerned.

The way the proposed formula will affect each state necessarily varies according to the amount appropriated. Mr. Chairman, I would like your permission to place these materials in the record of the hearings at this point.

There was a decline in the use of Title V funds for state planning from 19% of the funds in 1966 to 14% in 1967. As Commissioner Howe told you on March 2: “The state departments of Education have not lost interest in planning. Far from it. Other concerns were more pressing . . . The growing responsibilities thrust upon them by the growing Federal programs . . . requires all their existing resources, and more. They cannot afford to plan. Yet, they cannot afford to do so. Additional funds under the current Title V would enable them to do so.

Let us assume that \$36 million were to be allocated to the states under Section 502 of Title V after 15% for Section 505 and 2% for territories have been deducted from an appropriation of \$43.4 million. How would the recommended 40%-60% formula work out? The arithmetic is something like the following, with numbers rounded off and based on estimated enrollments.

40% of \$36 million is \$14.4 million, which is a flat grant of about \$282,350 for each of the 50 states and the District of Columbia. This would leave \$21.6 million to be distributed on the basis of relative public school pupil population among the states. On estimated enrollment statistics for Fall, 1966 (NEA), the dollar amounts are approximately as follows on a national total enrollment of 43,000 pupils.

State	Estimated 1966 public school enrollment	Distribution		Total
		Flat grant	Population	
Alaska.....	\$61,600	\$282,350+	\$30,940	= \$313,290
Montana.....	169,000	282,350+	84,890	= 367,240
Arkansas.....	454,000	282,350+	228,050	= 510,400
Missouri.....	968,000	282,350+	486,200	= 768,550
New York.....	3,250,000	282,350+	1,632,550	= 1,914,900
California.....	4,379,000	282,350+	2,199,750	= 2,482,100

NOTE.—The 40-60 percent formula appears to be fair to large States when the total appropriations are between \$20,000,000 and \$50,000,000 annually.

Comparison of State apportionment amounts under the provisions of sec. 502, title V, Public Law 89-10, of the Elementary and Secondary Education Act of 1965 for fiscal years 1966 and 1967

State	Amount allocated		Per- cent of in- crease	State	Amount allocated		Per- cent of in- crease
	1966	1967 ¹			1966	1967 ¹	
United States and outlying areas.....	\$14,450,000	\$18,700,000	-----	Nebraska.....	\$169,432	\$200,033	18
50 States and the District of Columbia.....	14,161,000	18,326,000	-----	Nevada.....	121,835	133,251	9
Alabama.....	279,560	361,015	29	New Hampshire.....	127,428	140,440	10
Alaska.....	112,295	118,744	6	New Jersey.....	374,621	503,589	34
Arizona.....	180,006	217,266	21	New Mexico.....	156,933	184,013	17
Arkansas.....	198,097	241,611	22	New York.....	784,668	1,101,390	40
California.....	1,005,831	1,437,553	43	North Carolina.....	357,833	470,811	32
Colorado.....	204,123	252,769	24	North Dakota.....	132,298	146,721	11
Connecticut.....	222,533	280,390	26	Ohio.....	587,904	812,434	38
Delaware.....	122,897	134,006	9	Oklahoma.....	231,267	283,311	23
Florida.....	359,113	483,038	35	Oregon.....	196,453	240,762	23
Georgia.....	327,963	431,120	31	Pennsylvania.....	584,002	787,239	35
Hawaii.....	134,487	150,904	12	Rhode Island.....	132,970	148,487	12
Idaho.....	137,740	154,511	12	South Carolina.....	238,401	300,222	26
Illinois.....	547,040	755,185	38	South Dakota.....	135,890	151,982	12
Indiana.....	340,696	452,975	33	Tennessee.....	289,119	373,661	29
Iowa.....	235,737	296,258	26	Texas.....	639,131	890,024	39
Kansas.....	210,803	259,100	23	Utah.....	161,834	189,883	17
Kentucky.....	245,145	308,713	26	Vermont.....	117,932	126,442	7
Louisiana.....	272,012	351,879	29	Virginia.....	311,987	409,477	31
Maine.....	147,726	169,830	15	Washington.....	257,209	327,026	27
Maryland.....	260,971	339,343	30	West Virginia.....	195,376	234,491	20
Massachusetts.....	317,262	420,266	32	Wisconsin.....	281,896	369,614	31
Michigan.....	519,753	719,819	38	Wyoming.....	119,258	127,086	7
Minnesota.....	272,402	353,642	30	District of Columbia.....	130,934	145,197	11
Mississippi.....	226,641	283,476	25	Outlying areas (total).....	289,000	374,000	29
Missouri.....	307,470	402,645	31	American Samoa.....	41,339	51,837	25
Montana.....	136,086	152,336	12	Guam.....	43,220	54,471	26
				Puerto Rico.....	162,321	215,192	32
				Virgin Islands.....	41,820	52,500	26

¹ Distribution of \$18,700,000, with 2 percent (\$374,000) reserved for distribution to the outlying areas and the balance distributed on the basis of the total public school enrollment, fall 1965. The distribution to the outlying areas of Puerto Rico, Guam, American Samoa, and the Virgin Islands is on the basis of 1st apportioning \$50,000 to each and the balance distributed on the basis of public school enrollment, fall 1965.

TITLE V, PART B

This new Part B would authorize \$15 million for fiscal year 1968 and such sums as necessary for the next four fiscal years for educational planning and evaluation. After a 25% "set aside" to finance special projects to be approved by the Commissioner, the new formula of Part A would be applied in allocating approximately 73% of the funds to the states.

Section 523(a)(1) then requires a *State educational planning agency* as the sole agency for state administration, except that special arrangements can be made for dual administration if the state elects to include higher education and organizes a *State higher educational planning agency* as well.

The law imposes a planning-program-budget-system upon the applicant, leaving the identity of the applicant state agency vague. Applications must in any event be submitted to the Governor for review and recommendation. Under Section 523(a)(3), the applicant must make provisions for setting Statewide educational goals, with priorities; make through analyses alternative means of achieving these goals; plan new programs and improvements of existing programs on the basis of these analyses; develop state conducted evaluation on a continuous basis; and develop and maintain a permanent system of information for assessment of educational progress. Under Section 523(b) the State planning agency can do these things itself or contract to have them done by public or private agencies, institutions or organizations.

Mr. Chairman, many persons experienced in education would approve such systems analyses for the Pentagon in spending billions of dollars for defense. Determining between supersonic bombers or more nuclear submarines, or otherwise how to get "the biggest bang for a buck," is quite different from making the educational judgments necessary to evaluate thousands of programs for the education of children and youth. The conclusions of systems analysis evaluations will depend on these educational judgments, and many citizens will be doubtful that Part B should be enacted.

On this point, I cannot speak for the Council of Chief State School Officers. What I say now is personal, because the Council has no specific policy as of today on this specific proposal. But I am of the opinion that Part B objectives are already authorized by the currently effective Title V, considering that Section 503(a)(1)(2)(3)(4) authorizes grants to the State educational agencies for making plans and operating evaluation systems in any ways they could under the new Part B, except that they now have no authority to contract for their responsibilities to be performed by other agencies or organizations or commercial developers or operators of systems of the PPBS type.

The addition of Part B to Title V seems necessary only to provide federal controls of the specifics of these processes and to use federal financial incentives to enforce these controls. Both carrots and sticks for enforcement are present, including authority to make the allotment of any non-participating state available to others which agree to participate.

AMENDMENTS TO TITLE III OF THE ELEMENTARY AND SECONDARY EDUCATION ACT— SUPPLEMENTARY EDUCATIONAL CENTERS

Mr. Chairman, the Administration's bill before this committee carries no suggestion that there should be amendments to Title III of ESEA this year. The Council of Chief State School Officers differs strongly on this point, and although we do not propose to consume a great deal of the time of the committee on this today, we hope there will be amendments of Title III of ESEA in this session of Congress.

In the annual business meeting of the Council in New Orleans on November 18, 1966, the following resolution was passed unanimously by the membership:

"STATE RESPONSIBILITY FOR ADMINISTRATION OF TITLE III OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

"The Council approves the purposes of Title III. It provides for the development of supplementary centers and services to improve the quality and quantity of education; to increase the use of results of educational experimentation, research and creativeness in teaching and learning; and to stimulate broad local, state and federal cooperation in providing exceptional educational opportunities for all children and youth.

"An analysis of the first year's Title III results shows that states in which the state departments of education have assumed responsibility for organization and direction of Title III projects on a statewide basis have produced projects, (1) of higher quality, (2) more exemplary and innovative in content and services, (3) more in accord with the educational needs of the states, and (4) involving wiser use of federal funds.

"In view of this experience, the Council urges that Title III be amended to authorize the use of state plans for its future administration. Such plans should be developed according to criteria established by the U.S. Office of Education, in cooperation with the state departments of education. Within the requirements of these criteria, the state education agencies should be authorized to evaluate and approve Title III projects proposed by local educational agencies.

"It is imperative that all state education agencies actively coordinate the administration of Title III with reference to their potential or existing local and regional educational service units. With such coordination, exercised in full cooperation with the vast reservoir of leadership in local education agencies, many conditions that now restrict general educational improvement can be removed."

Mr. Chairman, we have been encouraged to believe that the U.S. Office of Education would cooperate with the Council in transferring more involvement in its administration to state departments of education. In this connection, an Office of Education memorandum was the basis for the action of the Council in its New Orleans meeting, specifically authorized to be used by the Council as desired.

On January 5, 1967, we inquired of all chief state school officers what their opinion was on Title III amendments for Congressional action in 1967. There were replies from 42 states and territories, all of which favored state plans making local project applications and proposals for supplementary centers subject to approval by state departments of education. A large minority would be willing to "set aside" 15% for special projects to be approved by the U.S. Commissioner of Education and a very few would support up to a 25% "set aside."

At meetings of the Board of Directors and a general meeting in which 23 state departments of education were represented in Atlantic City last month, there was strong sentiment that an amendment to authorize state plans and state project approval should be enacted as soon as possible, with the percentage of funds to be set aside for special projects approved by the U.S. Commissioner of Education either omitted or kept low. Most of these conferees preferred beginning the state plan arrangements not later than July 1, 1968, and many said they were ready for it now.

Mr. Chairman, there is no mistaking the position of the chief state school officers on the Title III issue. Point 8 of the Report of the Legislative Conference of National Organizations also shows that this proposed change has widespread support throughout the country.

We believe fundamental issues are involved in what is done about Title III in 1967. There are emerging systems of modern regional service center units developing within many of the states under state and local auspices. There is great need for coordination of these emerging regional service centers within states with all supplementary service centers established under Title III. We believe the new Title III centers should not be allowed to develop in ways that will establish a federal system of supplementary service centers, supported primarily by federal funds, paralleling and sometimes duplicating systems of similar centers established and supported by the states.

Continuation of the current Title III program with expansion to supplementary centers may deny great benefits of Title III to the states most in need of it. In a few selected states, the U.S. Office of Education encourages informal state planning for Title III centers. These states enjoy the special advantages that pilot states usually have, but with minimum or even negative results to others. A majority of the states are exhorted to note what their stronger neighbors are doing but are denied the means to experience progress of their own by a denial of the responsibility that is necessary for progress. As the neglected states stand by, observing progress but remaining unsupported for engaging in it themselves, they are denied the administrative, psychological and public reinforcement they need. The neglected states lose ground in full view of their constituencies of citizens and state and local governments. The federal government refuses, in

substance, to use educational methods in education. It helps the strong, but it denies to the weak the things that would enable the weak to become strong. It is as though a classroom teacher overemphasized demonstrations by brilliant pupils while the disadvantaged pupils looked on without being given practice in and responsibility for improving themselves.

There need not be parallel state supported and federally supported service agencies for education within the states. It would be far better to combine state and federal efforts and have comprehensive planning on a state basis. Such would enable the federal government to provide financial support on condition that the federal objectives for which the federal funds could be used would be carefully served. A system of regional service centers, administered on the state and local levels, supported by the federal government for its own defined purposes, and constituting a true partnership in the service of modern education, would provide a desirable system for the future.

Mr. Chairman, we have had access to the text of these proposed amendments less than three days before this testimony had to be finished for multilithing last Friday. It is incomplete and there are certain to be errors and omissions. We will welcome any further inquiries from any members of the Committee. We are grateful for the opportunity to appear here today.

Thank you.

[Foreword to Report]

LEGISLATIVE CONFERENCE OF NATIONAL ORGANIZATIONS, WASHINGTON, D.C.,
JANUARY 16-18, 1967

Organizations

Delegations of four persons designated by each of the following organizations:

1. American Association of School Administrators
2. Council of Chief State School Officers
3. National Association of State Boards of Education
4. National Congress of Parents and Teachers
5. National Education Association
6. National School Boards Association

Ground rules

1. Each organization was responsible for three priority items.
2. All positions adopted were required to be within the policies of all six organizations; otherwise, they were not considered.
3. Each of the organizations will sponsor its own educational program, in addition to its support of the joint statement.
4. Each organization will support the joint program in its own way.

Results

Eighteen topics were suggested. Three were dropped for policy reasons expressed by one or more delegations during the discussions. Two new items were added to the agenda and approved. The statements on the seventeen items are not necessarily listed in order of importance in the Report that follows.

It was presented to White House, Health, Education, and Welfare, U.S. Office of Education and Bureau of the Budget officials at the White House on January 18, 1967 by a committee of six persons representing the six organizations.

PROPOSALS ON EDUCATIONAL LEGISLATION RECOMMENDED FOR CONSIDERATION BY THE PRESIDENT AND THE CONGRESS IN 1967 BY A LEGISLATIVE CONFERENCE OF NATIONAL ORGANIZATIONS

A legislative conference of national organizations, representing the following groups:

American Association of School Administrators
Council of Chief State School Officers
National Association of State Boards of Education
National Congress of Parents and Teachers
National Education Association
National School Boards Association

met in Washington, D.C., on January 16-17, 1967. The Conference considered a comprehensive agenda of items relating to federal policy and legislation, developments in the administration of various federally related school programs,

and the needs and problems reported from school systems throughout the country. As a result of its deliberations the Conference unanimously makes the following recommendations for the consideration of the President and the Congress.

1. TIMING OF FEDERAL AUTHORIZATIONS, APPROPRIATIONS, REGULATIONS, ALLOCATIONS, PAYMENTS AND REPORTS

One of the most crucial problems resulting from the increased participation of the federal government in the financing of education is the incompatibility of the legislative year and the school year as it affects planning and financing of school programs. The problem results primarily from the fact that federal funds become available beyond the time when planning for their use can be effective.

We propose that Congress study this problem and recommend a solution which would provide local school districts with the information on available funds at a time when they can use it most effectively.

2. AMENDMENTS TO TITLE V OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965—GRANTS TO STRENGTHEN STATE DEPARTMENTS OF EDUCATION

We recommend amendment of the present formula for the allocation of all federal funds to the states under Section 502 to provide for distribution of 40% on a flat grant basis and 60% on a relative pupil population basis.

3. TRANSFER OF HEAD START TO THE OFFICE OF EDUCATION

We recommend the transfer of the Head Start program from the Office of Economic Opportunity to the Office of Education, retaining the elements of the program which emphasize health, social services, parent education, and parent participation.

4. EDUCATIONAL TELEVISION

The Ford Foundation proposed to the Federal Communications Commission in August, 1966 that the use of domestic satellites could provide more television channels than now are available for commercial use at considerably less cost, with other channels available for educational and instructional television, and proposed further that the savings to commercial stations be set aside for operation and programming of non-commercial television in the public interest. Since then, proposals have been made by other individuals and organizations.

We support in principle the objectives of a domestic satellite system which could provide more television channels for educational use. We further recommend the extension of the ETV Facilities Act during the current session of Congress.

5. JUDICIAL REVIEW

We support the passage of Senate Bill 3 of 1967, to provide effective procedures for the enforcement of the establishment and free exercise clauses of the First Amendment to the Constitution.

6. AMENDMENTS TO TEACHER CORPS LAW

We recommend that the National Teacher Corps be continued as a pilot program for a period of three (3) years with an appropriation level of approximately:

- a. \$10 million for the fiscal year ending June 30, 1968;
- b. \$20 million for the fiscal year ending June 30, 1969;
- c. \$30 million for the fiscal year ending June 30, 1970.

We further recommend that the National Teacher Corp Act be amended to:

- a. Provide for the allocation of funds through state departments of education, and for state approval of Corps members and their training;
- b. Provide grant authority for contracts with local school districts and universities for a two-year period of service;
- c. Set the compensation for teacher-interns at the prevailing rate for graduate students of \$75 per week plus \$15 per week for each dependent;
- d. Provide that initiative for project proposals shall rest with the local school districts and cooperating institutions of higher education with approval of the state department of education.

7. FEDERAL FUNDS FOR LARGE CITY EDUCATIONAL PLANNING

We recommend that substantial earmarked funds to be provided through Title V of the Elementary and Secondary Education Act of 1965 or some other appropriate channel to the state educational agencies for comprehensive planning for the provision of quality education in metropolitan areas including cities of 100,000 or more.

8. AMENDMENTS TO TITLE III OF THE ELEMENTARY AND SECONDARY EDUCATION ACT—
SUPPLEMENTARY EDUCATIONAL CENTERS

We recommend amendments to Title III of the Elementary and Secondary Education Act to provide that local project applications and proposals for supplementary centers shall be subject to final approval by the state departments of education under provisions of state plans, with the exception that approximately 15% of federal funds available shall be "set aside" for projects to be approved by the United States Commissioner of Education.

9. GENERAL FEDERAL SUPPORT OF PUBLIC EDUCATION

We recommend federal participation in the financing of public education through substantial general support, with minimum limitations on its use, rather than through fragmentary categorical grants.

10. FEDERAL FINANCING OF OVERSEAS DEPENDENT SCHOOLS

We recommend the financing of overseas dependent schools at a level which will provide a quality of education equal to that of the better schools in the United States.

11. MANPOWER DEVELOPMENT AND TRAINING ACT

We recommend that the administration of the Manpower Development and Training programs be transferred from the Department of Labor to the Department of Health, Education, and Welfare.

12. PROPOSALS REGARDING THE ADULT EDUCATION ACT OF 1966

We recommend the following legislative action:

1. A supplemental appropriation to provide financing at the maximum level authorized for the current fiscal year.
2. An appropriation at the maximum level authorized for adult basic education in Fiscal 1968, and such funds in fiscal years thereafter as Congress may authorize.
3. Establish a consistent definition of "adult basic education" to be used throughout the Act and fix the minimum age of eligibility at sixteen years.

13. PROPOSALS REGARDING CHILD NUTRITION ACT OF 1966

We recommend the full funding of programs under the Child Nutrition Act and the appropriation of additional funds for state administration of programs under this Act.

14. AMENDMENTS TO THE NATIONAL DEFENSE EDUCATION ACT

We recommend that Titles III and XI of the National Defense Education Act be amended to include health education and physical education.

15. FEDERAL FINANCING OF SCHOOL CONSTRUCTION

We recommend the inclusion of substantial capital outlay funds for public school buildings under Title I of the Elementary and Secondary Education Act or some other appropriate channel.

16. TAX CREDITS FOR EDUCATION

We recommend the extension of scholarship funds for higher education and oppose enactment of legislation to allow tax credits for school or college tuition and/or expenses.

17. REGIONAL OFFICES OF THE U.S. OFFICE OF EDUCATION

We oppose expansion of the regional offices of the U.S. Office of Education and recommend that wherever possible educational functions and authority be vested in state departments of education.

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Mr. CHRISTIAN. Mr. Chairman and members of the committee, I am Floyd Christian, supervisor of public instruction in the Sunshine State of Florida.

I am very grateful for this opportunity to appear before the committee, and I shall attempt, in this brief presentation, not to cover points that have been made by my distinguished colleagues.

I would like to mention some of the titles and some of the amendments that I think need more clarification, and the titles and amendments that we in Florida are especially interested in.

Chairman PERKINS. I am sure you are cognizant that a distinguished Member from Florida is on this committee.

Mr. CHRISTIAN. Yes, sir; I know he is from the Sunshine State and a very able representative of Florida, too, I might say, Mr. Perkins. We are very proud of him.

First I would like to mention title I. Florida has used very wisely all of its funds under the allocation of title I. However, I believe this title will expire on June 30, 1968. In order for the State agencies to make continuous plans and to insure stability, I, with my colleagues here, would strongly recommend that Congress consider an extension for this, at least for 2 years, to 1970.

I, like Superintendent Sparks, approve of a more realistic formula under this title. The new low-income factor of \$3,000 will certainly help to meet and serve the needs of the poor and to better serve the needy child. But I still think there can be a better formula devised and would like to see Congress give consideration to further study of a more equitable basis for distributing the funds under this title. I think this can be done.

I agree, too, that section 102 raising the State administrative expense from \$75,000 to \$150,000 is necessary. I know our State could use it, and I am sure the other States can use this amount.

The one that I am strongly interested in is the support of the Teachers Corps being a part of title I. I approve of this being added as an amendment, but under the following conditions:

First, that we maintain in this amendment that it must be approved by the State educational agencies.

Second, that the curriculum for the corpsmen be agreed upon by the local educational agencies and the institutions of higher education. To say it more simply, we do not feel that the Commissioner or his agency should have anything to do with the approval of the curriculum.

We think this is an agency that does not have to be involved and that the program would best be served by the local school agency and the institution of higher learning, and approved by the State agency. Here, again, we hope that this program will be extended, as I said, for the 2-year period.

Title III, as has already been mentioned, has been used very successfully in Florida, and we have a State plan. I think it needs more clarification, perhaps, than any other title discussed here this morning.

I would like to join with my colleagues and urge that this committee consider amendments to title III. This is one point that the chief State school officers of America stand strongly together upon. We recommend that the State agencies be given the responsibility for the administration of title III.

I believe our State educational agencies are capable of directing projects on a statewide basis, and I believe it will give you wiser use of your Federal funds if they do so.

I would not object, as one State officer, in seeing that a small portion, not to exceed 15 percent, be set aside by the U.S. Office of Education for special projects. But if the States can administer title I successfully, and they have, title II and title V, there is no earthly reason that they cannot administer title III.

May I cite this example: In our State plan we reviewed the projects that came to Washington. In most of the cases, I should say, they approved the projects we recommended. In some instances they did not. In the instance where they exceeded our recommendations and went to the local agency and approved projects that we had not recommended, they were overlapping projects which already existed, and this is why I think this authority should be in the hands of the local State agency and not left up to Washington to approve, because they do not know all of the planning that goes on in the local agencies.

On title V, as has been mentioned, there are two very important items that I think need your consideration under title V. I will mention again that this title expires on June 30, 1968. It should be extended until 1970.

Of course, the appropriation of \$22 million, to my way of thinking, is only a drop in the bucket as to what is needed of the allocation of the \$50 million which was what we think we need and what we should have for this title.

Speaking on the amendment of part B of title V for educational planning, I join with my colleagues in saying this is very important, but I think the State agencies here are competent to carry out and be responsible for educational planning. Should the present amendment as it now exists be passed, I think it would lead to chaos and confusion.

The amendment, as I understand it, would allow the Governor to select either an institution of higher learning, a private agency or the State agency. I think this would be wrong and would not lead to educational harmony, but would, as I said, lead to chaos and confusion.

It would be much simpler to put this into title V, which already has the responsibility for educational planning. I join with my colleagues in hoping that this committee will leave it where it belongs and not set up a section B or a part B and set up a confusion among the State departments and with the Governor's office as to who administers this title.

On section VI, I agree with the previous speakers that adding title VI to the Elementary and Secondary Education Act could be one of the most important steps for American education.

But there are two serious omissions, in my opinion: One, an appropriation of \$2.5 million is very small and meager to meet the needs of Florida or the other States. We in Florida are only serving about 50 percent of the handicapped children. The \$2.5 million, or our share of approximately \$50 million, is really not enough to do the job.

The proposal to establish regional resources centers at \$7,500,000 is an important step, but I do not think it takes priority over adequate financing of the States for assistance in the education of handicapped children.

Finally, the Vocational Education Act. Here I would think that Congress is to be commended for the farsightedness in the amendments to title II of the Vocational Education Act.

In Florida we are planning vocational, technical, and adult centers to reach 95 percent of all the population in our State. We will have 29 centers that are to be completed within the next 2 years. More than half of these centers will open in September 1967 and the balance in 1968 and 1969.

The passage of these amendments would have a favorable impact upon Florida, and the \$30 million to be used for innovation in vocational education would greatly benefit the entire Nation, and certainly Florida.

Florida would receive approximately \$1 million under this act, and we urge you to look favorably upon the Vocational Education Act as you have submitted it for innovation in this program.

Finally, I want to thank you for this opportunity of appearing. It is my first time before the committee. It is my first time before any committee in Congress.

I hope that you look favorably upon the suggestions made by our colleagues today.

Thank you.

Chairman PERKINS. Mr. Johnston, you may proceed.

Mr. JOHNSTON. Mr. Chairman and members of the committee, thank you very much.

Being last, I think you have had your attention called to most of the points that concern us in this legislation.

Briefly, I would touch upon title I, with the comments that were made.

I will make my statements quite brief, Mr. Chairman, since you have heard many of the same things that I would say with regard to this legislation.

I would also agree that the administration fund for title I should be increased, and on the Teacher Corps, the comments made in relation to the Teacher Corps are appropriate so far as my statement is concerned.

I would like to briefly touch upon title III which is the supplementary resource center.

In our State we have taken the approach of using an area concept for the improvement of education. This means the necessity of coordinating funds for vocational education, vocational rehabilitation, the Elementary-Secondary Education Act, title I, II, and III, and also the utilization of title V: also the use of cooperative research programs; the basic adult education program.

This requires a State department of education to do a tremendous job of planning, to coordinate the various aspects of the program.

With title III, which touches upon the supplementary centers, we think this is a very vital adjunct for providing and improving services back to the local school districts. It should be developed on an area concept basis.

To do this, we would like to see the framework for this under the framework of a State plan, the same as we do in many other aspects of our program.

Getting to title V, and this I will stop on so that we can have time for discussion, title V as now in the law provides, of course, 10 particular items that need to be covered, and these we have covered in our title V approach, strengthening the services of State departments.

The very first item in title V, of course, is educational planning on a long-range basis. For example, in our State when we developed our statewide plan, or our State plan, for title V, we projected it on a 5-year basis covering the different aspects that were pointed out in the statute, to provide this type of a program.

We believe that what is proposed under title B can just as well be carried out under the provisions of the statute as it is at the present time.

If the U.S. Office of Education feels, as they annually review our budgets and projections for activities for the coming year, that educational planning is not being developed as it should be on a long-range basis, they have the opportunity each year, annually, as they review our programs, review our budgets and our projections of activity, the opportunity to give us more insight into what they feel should be done in this regard.

Basically, as we projected this 5-year project, speaking of the State of Iowa, we had something like \$296,000 of Federal funds involved in this. Again, if we were to carry out the total concepts actually needed to improve the statewide system, our projection was somewhere in the neighborhood of \$600,000.

Basically, I think I am also urging the improvement of the funding, and, as the chairman indicated, you are well aware of this problem. It is very serious as you provide and attempt to keep and attract professional people. If the authorization is taken up next year, this means in all fairness we have to advise the professional people that we are not sure what our position will be after June 30, 1968.

All of these people have families and obligations and naturally are going to do the same as most people would under these circumstances. We believe that if the appropriations were developed as the authorization indicates for title V, that we could carry out the major purposes. I am sure that all the States would work to this end if they had the kind of funds that are indicated in the authorization.

Mr. Chairman, I will close, because you have heard many of the items covered, the amendments. I think it would be better if we had use of the time to have discussion.

Chairman PERKINS. Let me thank all of you for coming here and making very constructive statements, which I am sure will be most helpful to the members of the committee.

I notice that some of the members have come in since I first convened the committee with an announcement.

We will proceed around the committee members under the 5-minute rule. The second time around, however, there will be no limitation of time.

I know that some members may want to probe deeply and cannot do it in 5 or 10 minutes. For that reason, on the second time around no one will be limited. To start out with, however, there will be a limitation.

Mr. Goodell.

Mr. GOODELL. Thank you, Mr. Chairman.

I want to express my appreciation to the witnesses this morning.

With reference to the recognition of the State of Florida, I am sure Mr. Page is aware that we have a distinguished Representative present from the State of Illinois, Mr. Erlenborn.

Mr. PAGE. Thank you.

Mr. GOODELL. I would like to first ask you about title III. Your experience thus far under title III is that the applications are referred to the State agency for comment: is that correct?

Mr. CHRISTIAN. For review and recommendation.

Mr. GOODELL. What has been your experience on the action of the Office of Education following your State recommendation?

Mr. CHRISTIAN. I mentioned in my testimony that in the majority of the cases they approved the recommendation of our agency, but in some cases they went beyond our recommendation and approved projects that we had not recommended with local agencies.

Here, in our judgment, this was not good, because we felt that there were projects that exceeded what they had approved, and, further, we thought there were further plans in the local agencies and the State agency that would take care of this innovation rather than the one that was approved.

Mr. GOODELL. To what degree do the States initiate applications under title III?

Mr. CHRISTIAN. We have helped plan in our States nearly all of the projects that have come up, with the local agencies, and then reviewed them and submitted them up.

Mr. GOODELL. I mean to what degree has your State tried to initiate projects under title III for application?

Mr. CHRISTIAN. We can't initiate them.

Mr. GOODELL. Why can't you?

Mr. CHRISTIAN. The local agency must initiate them. We are to review them.

Mr. GOODELL. Do you say you are isolated from your local agency? Why can't you talk with them about the possibility of what you would like to see done and help them develop applications?

Mr. CHRISTIAN. This is the very point we are making. If you will invest authority in the local agency, we can, with some certainty, carry out what you are trying to state, to be sure that the local agencies work with us in planning for the overall State. That is what we are asking.

Mr. GOODELL. I understand that you would like to have it required that they do that, but why can't you do it under present circumstances?

Mr. CHRISTIAN. I just mentioned if we did, and then they have the authority to exceed our recommendations and pick out a project.

Mr. GOODELL. I understand that problem, but my question was to what degree do you work with the local agencies to help them develop applications on their own for title III funds?

Mr. PAGE. I would like to say that even though there are no administrative funds available for title III in Illinois, we have employed a director of title III with a statewide advisory committee for title III, and we do work with local agencies in preparing plans.

On the first cutoff date there were six out of eight projects recommended by the State department of the State of Illinois approved. Some of those approved were those that we said were not good projects that should be rejected by the U.S. Office of Education, and others that we did recommend were approved.

We have found that in many instances our recommendations have not been effective.

Mr. GOODELL. In this first go-around, I will stay at the general level. It appears to me, looking down the various recommendations you have made, among other things you would like to have overall increases in the State flexibility and discretionary power.

Mr. PAGE. That is right.

Mr. GOODELL. This is reflected in your urging of more financing through general grants rather than categorical grants. I wonder if you don't find yourself contradictory here in your recommendation, for instance, on title V, where you have urged earmarking of funds for metropolitan problems.

You are here arguing for a new categorical grant, in effect, in title V.

Mr. PAGE. I don't think we mentioned that today, did we, Congressman?

Mr. GOODELL. It is one of the recommendations listed at the end of Mr. Fuller's testimony, which apparently was approved by your organization.

Mr. FULLER. Is that one of the six points?

Mr. GOODELL. No.

Mr. FULLER. That was promoted primarily by the American Association of School Administrators, and it is intended that those funds for planning would be in the States. Is that the one you are talking about?

Mr. GOODELL. With unanimous consent, I will ask a further question on what I am referring to. It is on page 2 of your recommended legislation, No. 7, where you recommend that substantial earmarked funds be provided in title V of the Elementary and Secondary Act of 1965, to State educational agencies for comprehensive planning, the provision of quality education in metropolitan areas, including cities of 100,000 or more.

Mr. FULLER. Yes, I believe that in accord with what the council approved.

Mr. GOODELL. I am interested in your coming to ask for approval of general grants and among your recommendations is an earmarked categorical grant.

Chairman PERKINS. Mr. Daniels.

Mr. DANIELS. Mr. Chairman, I would like to compliment the members of the panel for bringing their views and recommendations to us this morning.

I note particularly you make two specific recommendations. I think all the members of the panel agree with them. One is that the act should be extended for a period of at least 2 years, to 1970, in order that the State school boards and local boards of education may do the proper planning, and, secondly, that State agencies should be consulted in the administration of the act.

I think these views are well taken, and I wholeheartedly agree with you.

My colleague, Mr. Brademas, I know has a long series of questions. He has given more time and attention to this study of the act than I have. With the consent of the chairman, I will yield the balance of my time to the gentleman.

Chairman PERKINS. Is there objection to the gentleman yielding the balance of his time to Mr. Brademas?

The Chair hears none.

Mr. BRADEMAS. I thank my colleague from New Jersey.

Because time is short, we will get right down to business. On page 7, Dr. Fuller, of your statement, you make reference to a resolution

adopted by the board of directors of your council on the 18th of November, in which you say an analysis of the first year title III results show the States in which the State departments of education have assumed responsibility for title III projects, et cetera, have produced, in general, better projects.

That rather astonished me, that statement, because I think you said it was based on a November 9 document. We really weren't in business very long in title III programs.

Indeed, most of the programs under ESEA were not in being very long.

I wondered if you could submit to the committee the analysis to which you referred.

Mr. FULLER. Yes.

(The following documents were subsequently submitted for the record.)

INTRODUCTORY NOTE

USOE MEMORANDUM OF NOVEMBER 9, 1966

The USOE Memorandum of November 9, 1966 makes it clear that its conclusions on II. State Leadership came from " * * * an analysis of the first year of operation of PACE * * *" and not from a single state. Approximately 15 states had active state participation and 35 did not have the state agencies so completely involved.

We have confidence in the conclusions as stated in the Memorandum by the responsible administrators of the program, especially since we checked carefully and ascertained before it was used in New Orleans that it had been approved by the U.S. Commissioner of Education.

NOVEMBER 9, 1966.

MEMORANDUM TO DR. EDGAR FULLER, EXECUTIVE SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS.

Through: Arthur L. Harris, Associate Commissioner, BESE.

From: Nolan Estes, Deputy Associate Commissioner, BESE.

Subject: Title III resolution—Organization at State level.

You will find attached information regarding ways that States might effectively organize for title III.

ORGANIZING FOR TITLE III AT THE STATE LEVEL

I. PACE philosophy

The title III program of the Elementary and Secondary Education Act, called PACE (Projects to Advance Creativity in Education), is designed to develop imaginative solutions to educational problems; to more effectively utilize research findings; and to create, design, and make intelligent use of supplementary centers and services. Primary objectives are to translate the latest knowledge about teaching and learning into widespread educational practice and to create an awareness of new programs and services of high quality that can be incorporated in school programs. Therefore, PACE seeks to (1) encourage the development of innovations, (2) demonstrate worthwhile innovations in educational practice through exemplary programs, (3) supplement existing programs and facilities. The heart of the PACE programs is in these provisions for bringing a creative force to the improvement of schools and for demonstrating that better practices can be applied.

In 1967, the PACE program will be particularly concerned with the following items related to national interests:

- (1) Equalizing educational opportunities;
- (2) Planning for metropolitan areas;
- (3) Meeting needs for rural communities;
- (4) Coordinating all community resources—political, social, cultural, and industrial—in the establishment and achievement of goals in and through education.

Projects related to the national interest and designed to invent or demonstrate solutions to problems in the areas listed below will receive priority funding. These areas are:

- (1) Curriculum improvement;
- (2) Organization and administration;
- (3) Personnel (selection, education, and use);
- (4) Pupil personnel services; and
- (5) Planning of facilities.

We should not lose sight of the ultimate goal of Title III, that being to enhance the quantity and quality of education for all youth.

II. State leadership

An analysis of the first year of operation of PACE reveals some very important facts. States in which the departments of education have taken the responsibility to organize for and give direction to title III at the State level have submitted projects which (1) are of higher quality, (2) more exemplary and innovative in content and service, (3) significantly relate the State's assessment of educational needs of problems at the local level to solutions in the national, State, and local interest, and (4) have apparently made full and wise use of funds available to that State.

III. Kinds of strategies

States are encouraged to develop models or strategies which will result in better utilization of title III funds. As indicated previously, many of our States have excellent organizational and functional patterns for administering PACE. Following are a few suggestions for kinds of procedures which might be expanded upon by State departments of education to organize for title III.

(1) *Regional organization.*—Local school superintendents might assemble under the auspices of the State education agency and divide the State into an appropriate number of regions. Policy statements would be formulated for such a plan and presented to the State board of education for adoption. A legal body to act as fiscal agent for the region would be established. Each region would be entitled to an available pro rata share of title III funds, depending upon (a) the educational needs and (b) the number of children in each region. Local school superintendents within the region and the State title III coordinator could decide on a priority basis what kinds of programs and/or services should be proposed. It is conceivable that one or more title III projects might originate from within a region. This strategy would provide systemization of PACE programs within the State.

(2) *Political grouping.*—Several school units or LEA's may decide to cooperate in the submission of a title III project. In such a case it would be wise to send a letter of intent to the State department of education title III coordinator to get an opinion on the feasibility of such a program in that area and the probability of receiving funding. This not only provides a type of sanction for the project, but helps the State in its efforts to coordinate title III activities. Should this kind of grouping occur it would be necessary to select an LEA as fiscal agent for the project.

3. *Local education agency.*—An exemplary or innovative idea for a PACE project may emanate from a single school unit. In such a case it would again seem feasible to write a letter of intent to the State education agency receiving sanction and providing system to the funding of projects in the State. This letter should convey a project estimate of benefits to the LEA and other LEA's in the area. Officials from these localities would need to become involved in the project at some state of its development.

4. *Interstate cooperation.*—If local education agencies from adjoining States feel a coalition of efforts is desirable the following steps may be taken:

1. Decide which LEA from each State is to be the fiscal agent.
2. Obtain information, sanction, and leadership from the title III State coordinators of the respective States.

3. LEA's from each State will submit duplicate proposals to the States and USOE for review and possible funding. In such an arrangement the total project budget would be the same, but State budgets for the said project would perhaps read differently. For example, one State may wish to pay the director's salary, another may take care of consultants fees, travel, etc.

5. *Content groups.*—This might be an alliance between two or more local school agencies, formed to work on a common problem. Again, State department per-

sonnel should be asked for sanction and leadership. Such a project might be written for two school districts at opposite ends of the State, each working toward the solution of a migrant problem. The project would probably be tied very closely to planning, evaluation, and dissemination.

IV. Statewide service

A further possibility for title III organization within States is the provision of statewide services through local or regional projects. One project might provide statewide evaluation services, a second statewide dissemination services, and a third statewide planning services. This strategy may be particularly desirable in States that have insufficient funds for providing these services adequately at the State level.

Perhaps the most significant strategy among strategies is for the State agency to become actively involved in title III. Policy should be carefully formulated at the State level to assure involvement in title III activity and which will increase the State agency's capacity to provide the necessary educational leadership in the State's total educational effort.

SUPPLEMENTAL STATEMENT ON NECESSARY STATE PLANNING IN EDUCATION

(By Edgar Fuller)¹

Achievement of first-rate supplementary services to pupils, teachers, and school systems urgently requires State planning and coordination of services to local educational agencies. Most programs in most attendance units of most local educational agencies stand more in need of stimulation and supplementation than their operators and sponsors realize. Local programs vary widely in scope and quality in every State, and good regional services can improve them everywhere. The problem is how to make special services universally available and to encourage their use in such areas as curriculum development, pupil and teacher personnel, adult and vocational education, remedial instruction, administration, data processing, new media and methods, and others.

Several uncoordinated and partial solutions to this problem are evident. Strong suburban school systems spend their own money to command better teachers and to develop excellent programs and facilities, but often turn away when the needs of their rural or urban ghetto neighbors are mentioned. A few county units provide excellent services with fine leadership under favorable conditions in several States, but these States often continue to support other county school offices of the kind that were more adequate in simpler times. There are several emerging State patterns of regional centers that are being planned to serve all local educational agencies, but State legislatures are implementing these patterns slowly.² The time has arrived for comprehensive planning.

During the first 2 years of title III operation, Federal funds have been approved for local educational agencies on the basis of local promises to provide new or different services in education. These 1-year grants have not required coordination of local projects in statewide patterns of prospective intermediate service agencies on a continuing basis. The title III requirement for state agency review and recommendation on these locally initiated and federally approved projects often has been meaningless, and quite frequently embarrassing. Many State agencies found themselves unable to cope with personal and political pressures on Washington generated among local districts competing for favorable federal decisions. Too often, Federal decisions have overruled carefully made State department recommendations. Title III has given the State agencies responsibility without suitable authority regarding local projects, and under circumstances inevitably creating conflicts the State agencies are powerless to resolve.

Beginning in 1967, the Federal Government will become an important if not dominant factor in this area of education. With increased funds, it will emphasize establishment of new supplementary service centers under title III of the

¹ Edgar Fuller, Executive Secretary, Council of Chief State School Officers, Washington, D.C.

² See *Regional Service Agency Prototypes*, prepared for the U.S. Office of Education by Department of Rural Education, NEA, January, 1967; *An Intermediate Unit for Pennsylvania*, State Board of Education, January, 1967.

Elementary and Secondary Education Act of 1965. All States should now plan these centers and coordinate them with similar State and local regional service arrangements.

Both experience and policy considerations support State plans for title III. After all, approximately 15 States voluntarily coordinated the local projects on a statewide basis during the first 2 years of title III operation, and earned high praise from the U.S. Office of Education. In a memorandum of November 9, 1966, USOE made the following evaluation:

"II. STATE LEADERSHIP

"An analysis of the first year of operation of PACE reveals some very important facts. States in which the departments of education have taken the responsibility to organize for and give direction to title III at the State level have submitted projects which (1) are of higher quality, (2) more exemplary and innovative in content and service, (3) significantly relate the State's assessment of educational needs of problems at the local level to solutions in the National, State, and local interest, and (4) have apparently made full and wise use of funds available to that State."

With this encouragement, the Council of Chief State School Officers passed a resolution on November 18, 1966 including the following:

"In view of this experience, the council urges that title III be amended to authorize the use of State plans for its future administration. Such plans should be developed according to criteria established by the U.S. Office of Education, in cooperation with the State departments of education. Within the requirements of these criteria, the State education agencies should be authorized to evaluate and approve title III projects proposed by local educational agencies.

"It is imperative that all State education agencies actively coordinate the administration of title III with reference to their potential or existing local and regional educational service units. With such coordination, exercised in full cooperation with the vast reservoir of leadership in local education agencies, many conditions that now restrict general educational improvement can be removed."

This position was approved on January 18, 1967, by a Legislative Conference of the American Association of School Administrators, the Council of Chief State School Officers, the National Association of State Boards of Education, the National Congress of Parents and Teachers, the National Education Association, and the National School Boards Association. There were no objections to State plans. There were some objections to a Federal "set aside" of approximately 15 percent for special projects to be approved by the U.S. Commissioner of Education without reference to State plans. Expressions generally favored postponing for a year or two if necessary the date the State plans would become effective.

These positions have been communicated to the administration. Thus far, it has not recommended that title III be amended to authorize such State responsibility under State plans, or even that title III be extended so States and local agencies may have time to plan their programs for another year.

Without these changes, Federal administration of title III supplementary centers may deny great benefits to 35 or more States without State plans. In these States there would be growth of systems of supplementary centers but no real State responsibility for their number and location. Such denial of State responsibility would be far more serious than it has been for purely local annual projects.

As the U.S. Commissioner of Education makes the decisions on a local basis, these 35 disadvantaged States will lack the administrative, psychological, and public reinforcement they need. They will be weakened in full view of their constituencies of citizens and their State and local governments. The Federal Government refuses, in substance, to use educational methods in education. It helps the strong, but in title III it denies to the weak the things that would enable the weak to become strong. It is as though a classroom teacher overemphasized demonstrations by brilliant pupils while the disadvantaged pupils looked on without being given practice in and responsibility for improving themselves.

On the basis of Federal, State, and local policy considerations, title III should not be allowed to develop a federally financed system of supplementary service

centers paralleling and sometimes duplicating systems of similar centers established and supported by the States. Title III should be amended in 1967 to require State plans in every State. State systems of regional service centers, administered and financed by State and local agencies with financial assistance from the Federal Government for its own defined purposes, would provide the coordinated services needed in all States.

Mr. BRADEMAs. Also, because I was skeptical of the statement, I would ask that an inquiry be made of the Office of Education. This inquiry brings me the answer that this analysis was based on the work of only one State. Have you a comment to make?

Mr. FULLER. This was based on an analysis of the entire experience which ran at that time, I believe, to about 1,500 projects. It was on official USOE stationery and it was a memorandum. I received permission from the person who signed it to use in any way desired.

Mr. BRADEMAs. Would you comment on my first observation; namely, that in view of the purpose of title III programs to provide supplementary, innovative, and qualitative programs, how could you possibly come up with so sweeping a conclusion as is represented by that statement, whether it came from the Office of Education or the man on the moon?

It sounds to me almost impossible to come up with so sweeping a conclusion.

Mr. FULLER. This is the conclusion of the evaluation by the Office of Education of all of the projects, running into four figures, up to that time.

Mr. BRADEMAs. If you could get me the document, I would be grateful. I guess what I am saying is I don't believe it. It is bogus, as far as I am concerned. I don't believe you can come up with the conclusions that say they are higher quality, more in accord with the educational needs of the States, wiser use of Federal funds.

How can you possibly say that in early November of a program that has been funded for only a few months?

Mr. FULLER. This was in the second year, last November.

Mr. BRADEMAs. I understand that.

Mr. FULLER. This is the statement of the Office of Education. I will be glad to make it available for the record.

Mr. BRADEMAs. I wish you would. I guess I want to go on record and say I don't believe it.

The second point I would make is on the same page of your statement. I refer to your inquiry of chief State school officers about title III amendments. I would be glad if you could submit for the record a copy of your questionnaire.

I would also find it interesting to send a similar inquiry to local school superintendents all over the country. I dare say you might get a different answer. I have talked to school superintendents in my own district and they like the situation as it is very much indeed.

Just as you may be fearful of unwarranted Federal control they are fearful of unwarranted State control. I say that as one, who, as you know, Dr. Fuller, was a strong supporter of increased funding for title V.

I wonder, Dr. Sparks, if you would make a comment on title III

projects in your own State, or from your vantage point. I think you are a member of the Title III Advisory Committee.

Mr. SPARKS. Yes.

(The questionnaire referred to follows:)

INTRODUCTORY NOTE ON SENTIGRAM NO. 145 OF JANUARY 5, 1967

Sentigram No. 145 of January 5, 1967, was formulated to follow up on some of the details of State administration approved by the New Orleans resolution on title III of ESEA. The "State plan" policy was not involved in the sentigram questions. It had been approved unanimously by the membership in the annual meeting at New Orleans. It is worth noting that it was again approved by the board of directors and by the representatives of 23 States in the Atlantic City meetings of February 10-11, 1967. There is no question about the position of the chief State school officers in regard to a State plan.

The sentigram involved the following questions:

1. Should there be a Federal set-aside of 15 percent for projects to be approved by the U.S. Commissioner of Education outside the State plans? There was room for individual comments or suggestions on a larger or smaller Federal set-aside.

2. Should the State plan be authorized by the Congress in 1967 to take effect July 1, 1969? There was room for alternative suggestions on timing and the 100 percent State approval of local projects assumed in this question.

The returns were accurately summarized in the testimony before the House Committee on Education and Labor on Monday, March 6, 1967.

CCSSO SENTIGRAM NO. 145

JANUARY 5, 1967.

POSITION ON TITLE III AMENDMENTS FOR CONGRESSIONAL ACTION IN 1967

Amendments to title III to give the State educational agencies more authority and influence in its future administration are among the most important legislative items affecting education that Congress will consider this year. Such amendments are likely to pass in one form or another. I have been working closely with the Office of Education on major details falling within the principles expressed in the USOE memorandum to this office dated November 9, 1966, and the resolution passed by the council in New Orleans after full consideration of this memorandum on November 18, 1966. (Both these statements are in your copy of the record of the annual meeting in New Orleans, on pp. 2-4 and 15-16, respectively.)

The purpose of this sentigram is to check with you on major questions involved in the talks with USOE and in forthcoming contacts during a workshop with representatives of AASA, NEA, NSBA, the National Congress of Parents and Teachers, and the National Association of State Boards of Education. The united support of all these and the USOE for title III amendments generally favorable to the council's position may depend on the resolution of only a few points.

A State plan for title III has to be coordinated with its current status. USOE has about 1,000 local projects under title III which it is under a moral (but not legal) obligation to carry on for from 1 to 3 years. USOE needs some funds set-aside and a period before a State plan would take effect to make its adjustments. Some sort of Federal set-aside (comparable to the 15 percent in sec. 505 of title V) may also be necessary to maintain a little of the original title III rationale. We know it was authorized as a program that would escape the allegedly dead hand of regular State and local school systems and thus to stimulate innovations. Whether we like this or not, some congressional and Federal administrative sentiment of this kind persists.

A second element is to postpone the date the first State plans would become effective long enough to permit thorough State-local coordination in planning the supplementary centers to be covered in the State plans. It would also give State departments time to coordinate emerging patterns of regional or intermediate State and local service centers with the State patterns of title III centers.

President Kiernan says we should have elbow room within the terms of our New Orleans resolution to agree to reasonable arrangements of this kind. In view of these circumstances, please indicate on the attached page.

- ☐ Favor set-aside of approximately 15 percent of title III funds for projects that would require Federal approval.
- ☐ Oppose above.
- ☐ Other _____
- ☐ Favor State plan type of title III administration, to be worked out carefully under 1967 legislation to take effect July 1, 1969.
- ☐ Oppose above.
- ☐ Other _____
- ☐ Keep confidential as to particular State. State _____
- ☐ Use as desired.
- Date _____ Signature of chief State school officer _____

Mr. BRADEMAS. I don't really know, because I haven't seen any results of your advisory committee published, but has this been a really serious problem? Has there been great turmoil? Maybe there has been and I am not aware of it.

Mr. SPARKS. Our own State experience is given on page 15.

Mr. BRADEMAS. I saw that.

Chairman PERKINS. The time of the gentleman from New Jersey has expired.

Mr. BRADEMAS. Mr. Chairman, I wonder if I might ask unanimous consent to take my 5 minutes now?

Chairman PERKINS. Is there objection to the gentleman's request? The Chair hears none.

Mr. SPARKS. In our experience in the Advisory Committee, of course, we have had great difficulty in getting the programs reviewed because there have been myriads of them. We have found that the States, as Dr. Fuller mentioned, that have really moved into this, such as has Florida, Illinois, and Kentucky, where we have worked very closely with the local applicants, that we have had better programs.

This is just as reported by Dr. Fuller. This statement was read in our meeting in New Orleans in November.

Mr. BRADEMAS. I understand what you are telling me, but that is not the same thing as the point made by your resolution.

I think everybody here, and I followed the questioning of Mr. Goodell, is anxious to see the State departments of education work closely, to use your phrase, with local departments. But as Mr. Goodell's question was directed toward you, does this mean that there must be a veto power, a legal veto power?

Mr. SPARKS. I wouldn't say we need a complete veto power. I think our recommendations ought to be considered more seriously than they are.

We had some difficulty, admittedly so, with some of the early applications in that some of the State departments did not take a strong stand against certain projects and gave all projects high priority.

Mr. BRADEMAS. I understand.

Mr. SPARKS. However, more recently they have stood in a better relationship by being willing to evaluate these. We feel that if they were given a more responsible position, that their evaluations would be handled more responsibly. As it is now, they are afraid of being overridden and so many of them will not take a responsible stand, because they fear that it would prove embarrassing to them.

Mr. BRADEMAS. I might just observe at this point, in respect to title III, my own feeling. You will recall that in title III there is an amendment which I sponsored, which required that in the shaping, the planning, and the operation of these title III programs they should participate with the local public school people representatives of the cultural and educational resources of the area to be served, including State departments of education—I would take this opportunity to point out—as well as universities and other groups in the area, the whole point being to build some innovation into the system and not simply because a dialog, an internal dialog, between local public school officials.

One of the reasons that some of us, I think, have been skeptical about giving the States a veto power might be that you would cut off innovation because of the role of State departments of education that are not nearly as strong as all those represented here this morning.

Let me ask one other question.

Dr. Fuller, you express skepticism on page 5 of your statement about the proposed amendment to title V which would authorize some evaluation of the effectiveness of the Federal aid program, and you make an analysis with the defense programs.

What do you say to people like us who have to go home and defend to our constituents voting billions of dollars for Federal aid when people say, "How do you know the works? How do you know you are really producing better education?"

You wouldn't, I take it, say you were opposed to evaluation. Could you give us any comment, or any of you gentlemen, on that issue?

Mr. FULLER. What I said there was, and I believe it is the opinion of the State officers, that a federally molded requirement for each State based on Mr. McNamara's PPBS' systems analysis with all the hardware does not fit education.

Mr. BRADEMAS. Is there anything in the proposed amendment that requires a federally molded evaluation along the lines of your suggestion?

Mr. FULLER. Yes, definitely.

Mr. BRADEMAS. Would you show us where that is?

Mr. FULLER. Mr. Brademas, it is on 1-15 of the bill. That is in the mimeographed copy that I have. It is subpart 2, about two pages over, where it says, "Comprehensive planning grants."

"Section 523(a)(1)."

Mr. BRADEMAS. Where is the federally molded language?

Mr. FULLER. The federally molded language begins there because under 523(a)(2), "A grant to a State may be made under this section only upon approval of an application" and so forth, and then over on the next page, and I read from the text:

The requirements shall provide for, first, (a) setting Statewide educational goals and establishing priorities among these goals; (b), developing through analyses alternative means of achieving these goals—

and so forth—

taking into account—

and so forth—

(c) planning improvements in existing programs based on results of these analyses, (d) developing and strengthening the capabilities of the State to con-

duct on a continuous basis objective evaluations of the effectiveness of educational programs; (e) developing and maintaining a permanent system for maintaining—

and so forth.

Mr. BRADEMAS. My time has expired. I see the point to which you refer. I do not agree with your interpretation of it. I oppose Federal molding as much as you.

Chairman PERKINS. The gentleman from Illinois, Mr. Erlenborn.

Mr. ERLBORN. Thank you, Mr. Chairman.

I would like to welcome these State school officers and in particular my good friend Mr. Page.

If you were asked to identify the one outstanding problem that you have in administering programs under title I, would you tell me what that one most difficult problem is?

I will direct that to any one of you who is prepared to answer the question.

Mr. SPARKS. Ours has been the date of the final allocation. That has been the most difficult problem we have had.

Mr. ERLBORN. The other day we had the superintendent of schools of the city of Pittsburgh who said that in his opinion unless we changed the time schedule for appropriation and authorization, he felt in a year or two the schools would no longer want to operate title I projects because they just couldn't afford to continue under the present circumstances.

Would you agree with that?

Mr. SPARKS. I wouldn't go that far. If you could see from my report what it has meant to our State and the number of personnel we have employed, I certainly would not go that far.

But it is hurting the effectiveness of the programs which we have, and it has certainly limited our planning to the extent that we can't begin to do what we would like to do.

Mr. ERLBORN. Would you say it has also caused a great deal of waste and inefficiency?

Mr. SPARKS. Yes. We are unable to get our personnel, the types of personnel we would like to have, because at that late date they have been picked over.

Mr. PAGE. I would say in support of that point of view that in Illinois we have had seven school districts notify us that they were dismissing their director of title I because of the lateness of the notice of the allocation of funds.

Not knowing for sure how much money they would get for this year, we received our notification a week ago today as to the final allocation of funds for the State Illinois for this year. Of course, the school year is pretty well underway, as you well know, having started in September. This makes it quite difficult.

We have had, I would say, 75 school districts in our State that have filed complaints, and there is a great deal of concern in cutting back on their programs in title I because they are not sure but what they might have to pick up some of these costs with their existing budgets which could not stand it.

Mr. ERLBORN. In other words, you do have presently problems conducting your regular school program with your State and local

funds. If you are forced to use these for title I projects because you are not getting the funds, you are really hampering the already overburdened regular school program, are you not?

Mr. PAGE. This is true.

Mr. CHRISTIAN. The emphasis on title I is on services and personnel in the categories, and if you do this the school systems try to comply by employing competent personnel, then find themselves at the tail end of the year not knowing whether they have a continuing appropriation.

They move those people into other categories in order to save them, or else dismiss them entirely. It makes it impossible to try to operate this program at the end of the year.

I think this is one of our basic needs, to have a continuing appropriation.

Mr. ERLNBORN. There are two parts to this problem. One is the authorization and the other is the appropriation. The appropriation is, of course, an annual process. Some people have suggested the authorization should be 3, 4 or 5 years. Some Members of Congress do not want to give up that amount of control, to authorize a program for that extensive a period of time.

Let me suggest this to you and ask for your comment.

We understand the present authorization will expire at the end of June 1968. If we were this year to consider a 2-year authorization for the 2 next succeeding years—in other words right now work on the authorization for fiscal 1969 and 1970—if we were to approve that this year we would then have a 2-year authorization which would give us closer control and yet do it sufficiently in advance so that you would know ahead of time.

Would this fit your assessment of the problem?

Mr. JOHNSTON. Basically this is our problem, because school districts need to know what they have. This year they should have known in April and May what they could have counted on, to plan for, to get the personnel and get the programs planned.

There is another basic facet to this, that in title I each local school district and each State department, by statute, have to make an evaluation of these programs. Basically, when you get a program where you don't know what you will have until January, and you attempt to staff it to carry it out, and then 4 or 5 months later have to attempt to make an evaluation is simply an impossibility that you are asking the school districts to do.

Mr. ERLNBORN. The second problem as I suggested—

Chairman PERKINS. The time of the gentleman has expired.

Mr. ERLNBORN. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Gibbons.

Mr. GIBBONS. Thank you, Mr. Chairman.

Mr. Christian, when, ideally, would it be best to get the Federal funds in there under title I of ESEA?

Mr. CHRISTIAN. Representative Gibbons, we, of course, would like a continuous appropriation of 2 years. We must, in order to make plans on the 1st of January, with the fiscal year ending on June 30, make commitments in order to continue these people.

Near the end of April and May these people will be lost to other States or services if they are not notified at that time. The way this

thing was handled last year all the school systems of the Nation suffered, along with Florida, which is perhaps in the market for more teachers than any other State I can think of.

Mr. GIBBONS. Let us talk a little about the specifics of education planning. You have a fiscal year that starts the 1st of July of this year. In order to make the maximum appropriate use of Federal funds that will become available to you on July 1, when do you have to know exactly how much money that will be?

Mr. CHRISTIAN. I just mentioned we would like to have that knowledge right after the first of the year, which would be January, to make plans.

Mr. GIBBONS. You start preparing a budget in October for the following July 1?

Mr. CHRISTIAN. That is right. We have a whole year of planning.

Mr. GIBBONS. So you need to know almost a whole year in advance?

Mr. CHRISTIAN. That is right.

Mr. GIBBONS. Ideally, the Federal funds would have a greater impact and perhaps would really get to the target if we told you a year in advance you would have a certain amount of dollars, not an authorization.

In other words, if we could get the Congress to appropriate for this particular program a year in advance instead of on a type of crash basis, it would be better.

Mr. CHRISTIAN. The final date, of course, is not your planning date. You begin a year in advance on all education planning, and in our State you are considering \$1 billion education appropriation, which takes a whole year to plan in advance.

You can manage after Christmas or January 1, but we are scrambling then.

Mr. GIBBONS. But if we wanted the Federal money to be cutting the pattern for the cloths, we would put it in a year in advance?

Mr. CHRISTIAN. That is right.

Mr. GIBBONS. If we just want the Federal money to stretch around and try to button up over the fat spots, then we put it in late. Actually, we need it about a year in advance to make any plans.

Mr. CHRISTIAN. That is right. This is the substance of our report here today, to request that they consider advancing 2 years, approximately.

Mr. GIBBONS. That is 2 years' authorization, I think, that you are talking about.

Mr. CHRISTIAN. We would like to know the actual amount 1 year in advance, too, if that is possible.

Mr. GIBBONS. I don't know how we will ever accomplish that, but I think we would save money if we did.

Some of you gentlemen talked about transferring Headstart to the Office of Education. Headstart is being run not, of course, in every school district, but in sort of selected school districts around the State. Would you have to run it in every school district in your State if we transferred Headstart entirely?

Mr. FULLER. I think I was the one who mentioned that in connection with one of these principles. I will read the six organizations:

We recommend the transfer of the Head Start Program from the Office of Economic Opportunity to the Office of Education, retaining the elements of the program which emphasize health, social services, parents education, and parent participation.

The answer is not every district would need to have it merely because it were under the State. There are many State programs where that is not true.

Mr. GIBBONS. Then let me ask you, Mr. Christian, since I am very familiar with your situation: Could we put Headstart entirely under your Department of Education and not be under some kind of very rigid requirement that we run it in every school district in Florida?

Mr. CHRISTIAN. There would be needed changes in the law, which you are perhaps almost familiar with, in the State law.

Mr. GIBBONS. So if we transferred Headstart this year to you, to be operated by you, you would have to have some lead.

We couldn't possibly do it before July or August, I would imagine.

Mr. Goodell, is that right?

Mr. CHRISTIAN. We need some leadtime because the facilities for changing State laws and moving into a program where they have had them in buildings and churches, it would not be adequate in school setups.

Mr. FULLER. May I suggest that this called for transfer of the Federal administration to the U.S. Office of Education. That would not affect the State office in this respect.

Chairman PERKINS. Mr. Dellenbach, the gentleman from Oregon.

Mr. DELLENBACK. Mr. Chairman, I will listen to the questions of the other members and get to my questions later in the day.

Chairman PERKINS. Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman.

To pursue that point for a moment, the gentleman from Illinois, in a short but very hard-hitting statement—which makes at least one thing apparent to me, that he doesn't like the program—says that "We do not know where Headstart programs or education for migratory workers are being conducted in Illinois."

I find that a startling revelation, that the principal school officer in Illinois doesn't know if Illinois has a migratory program or where it is or who is conducting it.

If the superintendent of public instruction in my State said that, I would be constrained to ask the superintendent of education if he was doing his job.

Who have you asked about the location of Headstart programs in your State who has been reluctant to tell you who is running them?

Mr. PAGE. We have sought it and asked that it be supplied to us in writing.

Mr. FORD. Would you be surprised if I told you every Member of Congress has in his office data on the exact dollar volume and the head of every Headstart program in his State, and he gets that on a quarterly basis from the Office of Economic Opportunity?

Anyone who calls me from my district need only ask a girl in my office, never mind to talk to me, and she can supply it. Have you talked to any Member of Congress from your State about this?

Mr. PAGE. No. I am not surprised that the Congressmen know the Headstart programs in their districts.

Mr. FORD. Have you written the Office of Economic Opportunity or the Chicago regional office asking for a breakdown of where the programs are conducted?

Mr. PAGE. I would think it would be reasonable to expect that the chief school officer of the State be informed of this without having to seek it, when we seek out the advice of the community action programs on the administration of our programs.

It seems to me reasonable that we would expect the same to be in this act for Headstart.

Mr. FORD. On page 2, you say:

It is remarkable then that the educational agency must consult with community action programs prior to the implementation of programs for the public schools, under title I of the Elementary and Secondary Education Act.

Isn't that because of the coordination between the CAP programs and title I programs for the conduct of Headstart?

Mr. PAGE. Mr. Ford, the idea is that we are trying to put out here that it should not be a one-way street leading to a dead end: that it should be equally done in Headstart, that we should have the same consideration.

Mr. FORD. Do you know of any public school agency in your State that has ever carried on a special program for migrant workers' children?

Mr. PAGE. Not at this point.

Mr. FORD. Would you be surprised if I told you that out of the—

Mr. PAGE. We have one in Cairo, Ill.

Mr. FORD. Out of the first \$15 million in grants awarded under that program when we started a couple of years ago, every single one of them went to an agency that was in no way directly connected with the public school agency. As a matter of fact, over 90 percent of the money went to church-connected organizations. For example, in Michigan, we financed a corporation made up of the Michigan Council of Churches' Women, and the Michigan Catholic Welfare Conference. When we started that program, we didn't find a single public school agency in condition to accept responsibility for or to conduct a program for migrant workers.

Would you disagree with that?

Mr. PAGE. I would disagree if you are saying that we are not in condition in Illinois to conduct it; yes.

Mr. FORD. Are you conducting any program now?

Mr. PAGE. No, sir.

Mr. FORD. You have used no State money for this purpose?

Mr. PAGE. No, sir.

Mr. FORD. Then you are not asking us to finance any ongoing State program, but you are asking us to turn the federally conceived and privately executed programs over to you because even though you don't spend your own money on this you think you could spend our money better than we do?

Mr. PAGE. I don't know what you mean by "our money." I felt Federal money was our money.

Mr. FORD. I am responsible for appropriating money for this program, but I am not responsible for the appropriations made by your State legislature or my State legislature. There is a great deal of

merit in your suggestion that there ought to be a partnership between the Federal Government and the States in this program.

I notice you want to come into the partnership, but I don't notice in any testimony given here this morning any suggestion that the partnership would include a contribution to the pot by State legislatures.

Mr. PAGE. Mr. Ford, I would suggest that you look at the records of Illinois on the entire act. We have \$1,500,000 moved out in the State of Illinois that is dominated by the political party opposite to my own faith, by which I am elected, \$885,000 to supplement the administration of title I so that we can get into the districts, and \$500,000 for title II, and \$100,000 for title III, where the question was raised a month ago, so that we can provide leadership even though none is provided at the Federal level for this title.

I think Illinois has shown their concern for this act to make it work in all areas, and I think we are willing to invest our dollars in the State of Illinois to support it.

Mr. FORD. Mr. Fuller, calling your attention to your prepared text, I notice that you included for us in an appendix the proposals on legislation recommended for consideration at the legislative conference, and you made reference to the number participating in the conference.

I notice from the appendix that the recommendations were adopted unanimously. Do you subscribe to all the recommendations attached to your testimony on behalf of your organization? Is that statement that this is unanimous accurate?

Mr. FULLER. The statement here is the statement of the delegation which did represent these six organizations and the personnel listed on the insert.

Mr. FORD. Do you subscribe without reservation to the recommendations that you have attached to your testimony?

Mr. FULLER. No, I wouldn't say that I would personally subscribe to all of them without reservation.

Mr. FORD. Are those reservations set forth in your testimony? Or are we to guess at those?

Mr. FULLER. What my own personal reservations are—

Mr. FORD. On behalf of your organization. I am not asking you for personal opinions. I wouldn't be that unfair to you. You are representing an organization. On behalf of your organization, do you have reservations with respect to these recommendations that are not contained in your testimony?

Mr. FULLER. I haven't gone through all of them because we have emphasized only five of these.

Chairman PERKINS. The time of the gentleman has expired.

Mr. FORD. Is it fair to consider you bound by the recommendations made in your testimony, or your organization to be bound by them?

Mr. FULLER. The representations that I made in my testimony are the opinions of a majority of the chief State school officers except where otherwise stated.

Chairman PERKINS. Mr. Scheuer.

Mr. SCHEUER. I yield 2 minutes of my time to the gentleman from Michigan.

Chairman PERKINS. Is there objection?
Proceed.

Mr. FORD. On page 2 of the resolution, recommendation 15, Federal financing school construction:

We recommend the inclusion of substantial capital outlay of funds for public school buildings under title I of the Elementary-Secondary Education Act or some other appropriate channel.

If you were following this legislation last year, you know that some of us fought long and hard to increase the authorization in title III of this act for fiscal year 1968 by the amount of \$500 million. To this authorization was added section 134, which specifically provides that in parceling out this money the Office of Education will give special consideration to overcrowded schools, to local school districts that have demonstrated ability or willingness to support their schools, and inability to meet the needs of education, and to those schools that are suffering from antiquated and archaic buildings.

It is the first direct recognition in the Elementary and Secondary Education Act, that Mr. Perkins long fought for, of the principle of support for school construction.

When I go back to your testimony, however, I find that you want to take title III and change this new thrust we have given it. You propose that the States allocate their funds on a statewide basis rather than on the basis of the specifics that we have written into the act.

How far do you want to go at the State level in deciding what kinds of projects should be financed under title III?

Mr. FULLER. Instead of the review and recommendation which has led to have almost disastrous results so far, we would have a State plan which would cause local educational agencies to transmit their projects, and the projects for supplementary centers to the State agency for approval.

That has not been done. That is as far as we would go.

Chairman PERKINS. The gentleman from New York, Mr. Scheuer.

Mr. SCHEUER. Mr. Page, how long have you had Headstart programs that were directed by nonpublic agencies in the State of Illinois?

Mr. PAGE. Would you repeat your question?

Mr. SCHEUER. My time is very brief.

Mr. PAGE. Since the origin of this act.

Mr. SCHEUER. A couple of years?

Mr. PAGE. Yes. I might say that a task force on education in the State of Illinois has recommended experimental programs that will be established by the State of Illinois to establish Headstart programs for all children, not just those in educationally deprived areas.

Mr. SCHEUER. The purpose of the act nationally was to provide this extra aid?

Mr. PAGE. This is true.

Mr. SCHEUER. You have had these projects, then, for a couple of years?

Mr. PAGE. That is right.

Mr. SCHEUER. Was I correct in understanding your testimony before that you have never phoned or written the OEO either in Washington or your regional headquarters to ask them the nature and extent of these programs?

Mr. PAGE. We have requested it in the State of Illinois, yes.

Mr. SCHEUER. Have you gotten it?

Mr. PAGE. We have not received it. We have received periodic information but not a comprehensive report on where the Headstart program was being conducted and by whom.

Mr. SCHEUER. I would be very distressed to believe that the partnership concept had broken down that badly between the Federal Government and the State. I would like you to submit for the record any letters that you have written OEO, even to their Washington office or to their regional office in Chicago, requesting that information, giving us the results that were forthcoming from that request.

Mr. PAGE. Very good.

(The information appears in part 2.)

Mr. SCHEUER. You mentioned that you have had millions of dollars worth of physical structures built by the taxpayers for the purpose of education.

You are talking about summer Headstart programs there.

Do you have programs of your own initiated by the State department of education or for the local education agency to use your facilities in the summers?

Mr. PAGE. We are initiating that in this session of the assembly in the State of Illinois.

Mr. SCHEUER. Up to now you haven't used those facilities in the summer?

Mr. PAGE. Not other than some local districts have done it on their own.

Mr. SCHEUER. Do you consider that very good leadership on the State level? In New York City, I guarantee you we don't have 1 inch of unused space in the summer.

Mr. PAGE. We are talking about the entire State of Illinois. There are 1,350 school districts in the State of Illinois, and we are thinking in terms of many of the districts in downstate Illinois that are not using space.

Mr. SCHEUER. Don't you think this is a challenge to the local school leadership to find ways under title I of using those facilities, equipment, and space in the summer?

Mr. PAGE. This is my point.

Mr. SCHEUER. You don't have to take over title I programs and eliminate all nonpublic agency programs in order to use school facilities effectively over the summer.

Mr. PAGE. We are not asking to take it over. We are asking that it be administered through the HEW so there will be articulation between the community action program and the State department of education so we can take advantage of this, to give us authority to do so.

Mr. SCHEUER. You have all the authority in the world to use your school facilities to the maximum extent over the summer. You don't have to create a monopoly of Headstart programs in the public school system.

Mr. Fuller, may I ask you one question? My time is running short.

You mentioned that the review and recommendation formula that we have, whereby the States can contribute to title III programs, has produced disastrous results.

In the State of New York, we have had a very good product from the review and recommendation formula. In my own district, where

I stimulated the first supplementary resources center in the East, the State intervened to provide the staff, know-how, and professionalism and approved the proposal.

There was a highly effective partnership in the work there. Would you say that there has been broadscale, significant experience to the contrary in cities outside of New York State?

Mr. FULLER. I am not so well acquainted with the cities specifically. I know that State by State there have been some very, very disastrous and unfortunate results.

Mr. SCHEUER. Would you do us the courtesy of giving us a report for the record, an item-by-item description of those disastrous incidents?

Mr. FULLER. Yes; I would be glad to do that.

(The report appears in part 2.)

Chairman PERKINS. Mr. Meeds.

Mr. MEEDS. Mr. Fuller, as I understood your testimony, and correct me if I am wrong, your observation was that section B of title V would cause a proliferation of agencies in the oversight area, in the area of State planning, is that correct?

Mr. FULLER. It could.

Mr. MEEDS. Do you feel that it would?

Mr. FULLER. It could and probably would. It might not be in a majority of the States, but it would be in several States.

Mr. MEEDS. Do you feel that agencies other than perhaps the State superintendent's office or the chief State school officer might be designated as this planning agency? Is that your objection?

Mr. FULLER. According to the law they would be authorized to do so.

Mr. MEEDS. When you say "they," who do you mean?

Mr. FULLER. They could be authorized to do so.

Mr. MEEDS. Who do you mean by "they"?

Mr. FULLER. May I answer your question by reading from the press conference report of Commissioner Howe?

Mr. MEEDS. No. I would just like you to answer my question by telling me who you mean when you say "they"?

Mr. CHRISTIAN. The Governor has the power to appoint.

Mr. FULLER. And any agency that the Governor sets up.

Mr. MEEDS. You are afraid that the Governor of a State might designate an agency other than the State superintendent or chief State school officer, is that correct?

Mr. FULLER. Which would separate evaluation from the program or the responsibility to do anything about the program after the evaluation is made, yes.

Mr. MEEDS. Would you recommend, then, that the title might be amended or changed so that the chief State school officer or the department of education, or superintendent—in other words, the State department of education—in that State be the designated agency for this?

Mr. FULLER. Title V already authorizes these evaluations, but it doesn't compel them. It doesn't put them in a Federal mold. It doesn't make a proliferation of agencies at the State level.

Mr. MEEDS. Do you think there should be, then, in each State, the superintendent?

Mr. FULLER. It has worked very well. That is the way it is now.

Mr. MEEDS. We seem to have some trouble here. You feel it should be the chief State school officer in each State?

Mr. FULLER. The chief State school officer has the general supervision of elementary and secondary education in the State. To remove the responsibility for education and the responsibility for improving education from that agency and putting it in one that has no other connection except to evaluate, would be contrary to good educational practices.

Mr. MEEDS. Your fear of this title, really, revolves around whom the Governor might appoint or select as that agency, does it not?

Mr. FULLER. It could.

Mr. MEEDS. And this is a State problem, is it not?

Mr. FULLER. No. When the Federal Government requires a new agency or two agencies—

Mr. MEEDS. The Federal Government does not require any new agency, sir.

Mr. FULLER. Yes, it does, in the statute, itself. It requires a State educational planning agency.

Mr. MEEDS. I have no reason to believe that this wouldn't be the State department of education in my State, for instance. I would think that all of you gentlemen shouldn't have any fear of this in your own States.

Mr. FULLER. Then there should be no objection to just saying State departments of education.

Mr. MEEDS. I have no objection. That is why I was trying to ask you if this would be all right.

Mr. FULLER. Sure.

Mr. MEEDS. Do you find any problem with any of the recommendations and the suggestions that are made? In other words, what the applications should contain, on what the plan or purview of this section B is? Do you think any of these things ought not to be done?

Mr. FULLER. I think section B is a repetition of what is already the law under title V, with the exception that the Federal Government makes prescriptions which must be followed by every State.

This is Federal control of education, in addition to the proliferation of agencies at the will of the Governor of each State.

Mr. MEEDS. Do you see any objection for a State to set statewide educational goals and establish priorities among these goals?

Mr. FULLER. Title V already authorizes that.

Mr. MEEDS. Do you see objection to any of the other things under this section, which are suggested things that ought to be done?

Mr. FULLER. Yes. I see objections to compelling every State to do these mechanical analyses and PBBS systems through Federal fiat or "You don't get the Federal money."

Mr. MEEDS. Do you have objection to the use of mechanical data processing?

Mr. FULLER. Not at all. It is used in almost all the States, but it is not compelled under Federal prescriptions.

Mr. MEEDS. Do you think any State department of education that is really doing a good job is not utilizing these new methods of accounting?

Mr. FULLER. I am sure they couldn't meet those requirements in many States that are doing a good job.

Mr. MEEDS. And do you think they are capable, and have their state-wide goals, that they are programed, and that they are able to look back and see how they are doing under these plans, without utilizing these up-to-date methods?

Mr. FULLER. They have used 20 percent of all the funds under title V for planning already under title V. They have used all of those facilities.

Mr. MEEDS. Thank you.

Chairman PERKINS. The gentleman from Oregon, Mr. Dellenback.

Mr. DELLENBACK. Thank you, Mr. Chairman.

Mr. SPARKS, may I ask you one brief question, please?

You make a statement on page 5 dealing with the 1967 amendments to the National Teacher Corps. You have one sentence that says "An essential ingredient for success is that the program must identify with regular programs and be under the same general administrative direction."

Would you tell me just what you mean by that?

Mr. SPARKS. There needs to be a correlation with the regular programs of the school and identify with them, not that it be similar but that it be correlated with these programs. This we have done, where they are working with disadvantaged youth they are going into the homes but they are coming back and correlating this with the schools. Many of them are working as social workers.

Some of them are working in the classrooms during the day and then going to the children's homes in the evening and contacting parents, this type of thing.

But it is all correlated. As far as we are working with it now, ours is working successfully. But we want to continue this kind of relationship.

Mr. DELLENBACK. Would you say with the amendments that are proposed to the Teacher Corps, as you point out under point 2 you strongly support sections 113 and 114, that this gives sufficient authority to the States to do the coordinating?

Mr. SPARKS. Yes, sir; we have had this.

In fact, they can't work in our schools, public schools in the State of Kentucky, unless they are certificated under our law. They are. And the University of Kentucky and these other universities in our State have worked closely with the certification department.

Mr. DELLENBACK. But on these particular amendments that are proposed, your objection implied in this sentence would be gone?

Mr. SPARKS. I think it would disappear; yes, sir.

Mr. DELLENBACK. Mr. Fuller, may I ask you a question, please, relative to close to the end, when you are dealing with title III. I am not quite sure what you mean, and it seems to me of importance.

You said, "There needs not be parallel, State supported, federally supported, service agencies in the States," and so on.

Can you tell me exactly what you mean by that?

Mr. FULLER. In this study made by the Office of Education and by a professional association of the emergency intermediate units, regional units, within States, which are being developed as Dr. Johnson said for

Iowa, and in other States, there are 11 States here in which they are illustrated. These are service centers of the same general type as title III centers.

It is our view that specially in sparsely settled areas and probably generally, that title III centers supported by Federal funds, and having purposes which fall within the scope of the services of a service center, a regional service center, within the States, ought to be coordinated so that there wouldn't be parallel systems of centers.

Mr. DELLENBACK. How would you work this coordination? How would you get away from a Federal regional service center?

Mr. FULLER. You wouldn't get away from it at all. You would have a Federal-State-local agreement in which the requirements of title III of the Federal law would be carried out from that center, and also any other services. The much larger proportion of funds from State and local sources would be coordinated.

Mr. DELLENBACK. Are you talking about service centers, then, strictly within a State?

Mr. FULLER. Within a State.

Mr. DELLENBACK. What about regional centers as such? Do you have any other comments to make on a regional center which would, in fact, embrace more than a State?

Mr. FULLER. No. Regional here is used in the sense of more than one school district within a State, except possibly for a very large city.

Mr. DELLENBACK. We have intermediate districts in my particular State which are intrastate in operation. I am interested in any comments you have to make on regional service centers in the broader sense, interstate centers rather than intrastate.

Mr. FULLER. These are emerging in the States. The old county superintendencies, except in a few States where they have become centers of this type, have gone out of existence. The regional centers are intermediate units, 16 in Iowa, 17 in Florida, 20 in Texas developing, 19 in Wisconsin; these are developing very rapidly under State and local auspices.

Mr. DELLENBACK. If I may go to this question, and if it is beyond this particular point in your testimony, I would be interested in any comments you might have to make on behalf of your group about regional centers as such.

Do you see these as an advancing aid in education? I am now defining regional as being inter- rather than intrastate.

Mr. FULLER. Interstate?

Mr. DELLENBACK. Interstate.

Mr. FULLER. For service to local school agencies, the intermediate center is regional within States, not interstate.

Mr. DELLENBACK. Would you object to any regional operation which became interstate? Would you feel this a bad move?

Mr. FULLER. A regional operation like under title IV, the development centers, the research centers, I think there is no objection to those. I think there is room for a larger regional unit for research.

But when it comes to the purpose of providing services to local school districts, I believe that should be intrastate regional.

Mr. DELLENBACK. Thank you, Mr. Chairman.

Chairman PERKINS. I notice in the committee room a distinguished member from the State of Florida, Claude Pepper, who has been so helpful to the committee in its consideration of education legislation. Mr. Pepper is a distinguished member of the House Committee on Rules.

Congressman Pepper, I understand you are going to introduce Dr. Gordon, a member of the advisory committee on title V in Dade County, Fla. In introducing him, you may make any other appropriate remarks you desire.

Mr. PEPPER. Thank you, Mr. Chairman.

STATEMENT OF HON. CLAUDE PEPPER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. PEPPER. Mr. Chairman and members of the committee, I thank you very much for allowing me to appear here today.

It has been interesting hearing the testimony which has already been produced. When I ran for the Senate the first time in 1934, the first plank in my platform was Federal aid for education.

You can imagine with what pleasure I have come to live in a time and be a Member of a Congress which has done so much to promote that old dream that we all had for so long.

I welcome every opportunity to assure this distinguished committee of all the support I can possibly give to your great efforts in progressing the cause of education in this country.

I came today particularly, and I appreciate your allowing me to do so, to present to this distinguished committee a gentleman who is here today to give you the benefit of the large experience and broad knowledge that he possesses in this field of secondary education.

In the first place, Mr. Jack Gordon is an outstanding and very successful businessman in Florida. He is head of an institution that has about \$140 million in assets. I have been privileged to be associated with him in that institution for many years and to see the excellence of his mind, to see what an excellent man he is, in the performance of his duties in private business. But his heart has very much been in the cause of public education, or education.

For 6 years he has been a member of the Board of Public Instructors of Dade County. That is the seventh largest school system in the United States.

Mr. Gordon is recognized, I think, as one of the outstanding authorities in the country in the field of secondary education. That was recognized in his appointment to the National Advisory Council on State Departments of Education. I am sure that the committee will find of interest the information Mr. Gordon will be able to bring to you.

I am pleased to present him to you today.

Chairman PERKINS. Thank you very much.

STATEMENT OF DR. JACK D. GORDON, MEMBER, ADVISORY COMMITTEE ON TITLE V, DADE COUNTY, FLA.

Mr. GORDON. Thank you, Mr. Chairman.

I think I would like to confine myself to talking about title V and the particular additional planning grants which seem to disturb some of the chief State school officers.

First, a minor point on the title V amendment that changes the distribution formula. I might say that the advisory council would agree in the recommendations with the change in formula provided it does not penalize any States, and the agreement on the part of all the States to the changed formula was based on the full appropriation of the authorization.

In the current proposed authorization, some of the larger States would receive considerably lesser sums. It would seem while they wouldn't object to a change, they ought not to be penalized for the change and have to step backward in the application of these matters.

Chairman PERKINS. I must observe that I agree with you on that point of view.

Mr. GORDON. The other point, generally, on the question of planning is that I think rather than put this in the context of an argument between Federal control and local control, which seems to be the burden of some of the testimony this morning, what the real problem is, is whether laymen can actually control education, whether they are sitting at the Federal, the State or the local level.

The only way that laymen can control education is to have the thing presented to them in an understandable framework. The goals of education have to be spelled out, specified, they can't just be general goals.

This whole concept of planning implies that goals have to be tied to performance standards. We have to look at the performance and we have to get school administrators to look at performance standards as a framework within which to judge their programs.

For example, we have a system now, speaking very generally, in the country that rejects 30 percent of the students who enter it, that is, 30 percent of the kids who enter school do not graduate from high school. I personally feel that that is a rejection rate far beyond permissible limitation and if you are talking about the performance standards of school systems one of the things you ought to consider as a goal is cutting that rejection rate down to the 2, 3, or 5 percent that would seem more reasonable, and that we ought to understand our educational system in those terms.

If we think that literacy is necessary, and I am sure we do, then we ought to set some standards, it seems to me, and base our judgment of performance upon the reading achievement, for example, of kids in elementary school.

Why can't we say, as we tried to in one way or another, in a school system, that you want second graders to read above second grade level, so that we raise the national norms in reading?

Why can't we use that as a method of judgment? My personal feeling is that the opposition to the idea of stated programs that are goal-oriented and budgeting on the basis of those programs are simply ways of stating opposition to letting laymen get at the real questions and make the real policy decisions.

To put it another way, in our school system, we are proceeding to implement a program budget. We have already installed a research and development unit in our instructional services.

We are applying both under title IV and title III for different aspects of additional funds to implement a program budget and a plan-

ning system. It seems to me that I read that the New York City schools had contracted to do the same thing.

I think that any intelligent layman who sits on a board of education or any intelligent layman who sits in any position where he is passing judgment on the expenditure of funds for education, needs better analytic tools than he has now.

At the State level, it seems to me it is quite necessary to have total planning. The only thing objectionable I would see in this legislation, and I understand why, is the optional character of bringing higher education into a State plan.

I don't think you can do a decent job of resource allocation in a State unless you take into account higher education and vocational education, in our State the junior colleges which are not under higher education but under the local school system, and local elementary and secondary education, and for that matter, preschool education under Headstart.

They are all an educational resource. The manpower training programs under the Department of Labor, also. All of these items have to be looked at as some kind of goal and some kind of priority assigned.

It seems to me that we all recognize this, for example, that you can't watch something at a distance through a magnifying glass and you can't read a piece of paper with a pair of binoculars.

Unless we do some long-range planning with some people set aside to look out for 10, 15 years in the States, and decide what that State is going to be like and what their needs are going to be, we are not going to get much of an educational enterprise and we will not get much that we can measure.

After all, we now assume that children will go through school for 12 years and we are talking about 14 to 16 years of education as being the right of an individual. It would seem to me that the planning ought not to be on a year-to-year basis if we are talking about a 12-, 14-, or 16-year process: that we at least ought to be planning through to the independence of the process and use our budgeting as a means of checking every year on some type of self-correcting basis of: Are we getting where we want to go?

All of these things are involved in planning, and in setting up a planning unit and looking at long-range planning.

Chairman PERKINS. Dr. Gordon, are you suggesting an authorization of some 10 or 12 years here?

Mr. GORDON. It is not Dr. Gordon. I appreciate the honorary degree.

Chairman PERKINS. I appreciate the point you are making.

Mr. GORDON. Mr. Chairman, the point is that you don't need 12-year authorization to make a 12-year plan.

You do need, and I quite agree and we have seen the effects of this many times in our local school system, the necessity for being able to plan beyond an individual year or individual 2 years, as we do in Florida with biennial appropriations; that we need 4 and 5 years at least in terms of financial planning to have the framework within which we can operate.

But it seems to me that we also need to be able to look out and observe the kind of changes that are going on in the world of work, for ex-

ample, that dictate the kind of legislation that you are talking about, the innovations under vocational education.

In a State like Florida, there is the tremendous population growth, and the simple problems of the physical facilities that we will need 10 years from now have to be dealt with now. We can't build a school building in Dade County immediately.

We consider that we need some 2 years of leadtime between the authorization of the school and the time we can expect it. For a high school, we need 3 years. We want to put enough time and effort into the plan to make sure that the school isn't obsolete by the time it gets built.

That simply requires planning. We go ahead and plan on the assumption that funds will become available, which sometimes happens and sometimes doesn't. It would be very nice, and I am sure everybody in the school structure at any level would like to see, to have longer leadtime.

I think the same thing is true in personnel planning, or manpower planning, which is a much neglected field in education. I note under the Higher Education Act amendment it is bringing together the training programs in one place and under one act.

It is certainly a step forward in identifying the manpower needs that all the country's schools are going to need 5, 10, and 15 years from now, and to see whether we can't make the changes in training that will be responsive to these needs.

To summarize, I think in a world which is changing rapidly, where we can see some of the changes as they will appear over a period of time, we are going to have to build and change, I should say, our institutions to be more responsive to those changes, and one name for that process is planning.

People who oppose looking at planning in the terms of the bill, of saying "What do you want to do?" that is setting goals, "What different ways can you get there?" which is the alternative methods, and "How do you know you got there?" which is what evaluation is, seems to me to be in the absence of a substitute advocating nothing but on-faith kind of behavior which is not responsive to the natural world.

It may be responsive to the supernatural, but we are not talking about that. I think it is a most important piece of legislation, and it is most important to see that it gets funded.

I might add one thing. That is, that I am the secretary-treasurer of the National Committee for the Support of the Public Schools. I was chairman of a conference here in Washington last December of legislative leaders from the 50 States who came to Washington under our sponsorship.

This was funded by the Ford Foundation. They came to talk about what we consider to be a neglected area in schools. That is, the State legislatures, which appropriate the money and set the rules, and that nobody has really spent the time to explain to them fully the dynamics of planning and management techniques that are now available for them to observe how money is being spent.

We spent a lot of time talking about the setting up of State planning for education, and I would hope that there would be—I am quite sure there will be from what I have heard since—considerable support

within State legislatures for State departments of education to take the ball on this appropriation when it comes and do an adequate job of planning for the State.

Thank you.

Chairman PERKINS. Thank you very much, Mr. Gordon, for an excellent statement.

I have always felt that one of the problems which has brought about so much frustration has been the lack of a longer period of authorization, for instance, for a period of 4 years, and then get the appropriations out by March or April before the fiscal year closes on June 30, that should be our goal and I think it can be attained.

Let me thank you, Congressman, for coming before the committee.

The committee will now stand in recess until 1:15.

Mr. Gordon will return at that time.

(Whereupon, at 12:30 p.m., the committee recessed to reconvene at 1:15 p.m. the same day.)

AFTER RECESS

(The committee reconvened at 1:15 p.m., Hon. Carl D. Perkins (chairman of the committee) presiding.)

Chairman PERKINS. The committee will come to order. A quorum is present.

Will the witnesses who were here this morning come around?

Mr. Goodell.

Mr. GOODELL. Thank you, Mr. Chairman.

Mr. Page, you were questioned in a rather acerbic if not astringent fashion this morning. I think one of your comments was perhaps taken out of context by the inquisitors.

You were pointing out that you felt, as I understand it, that the poverty program should be coordinated with education groups and agencies locally where they were dealing in education. Although you did not quote it, I presume you were referring to the specific requirement in title I of the Elementary and Secondary Education Act that "The program and projects have been developed in cooperation with the public or private nonprofit agencies responsible for the Community Action Program."

You were pointing out that there is no such provision in the poverty law.

Mr. PAGE. Exactly.

Mr. GOODELL. Requiring such coordination with education agencies where the education program is financed under poverty law.

Mr. PAGE. Exactly. My thought was again, we can guarantee the maintenance of effort in the State by avoiding duplication if we do have this consideration at the State level. I did not mean to make it a point that I felt that the State agency should be taking over Headstart for example.

The point we have made is that Headstart should be under the direction of HEW and, therefore, we could articulate the programs much better with the educational agencies of the State and local districts.

Chairman PERKINS. Will the gentleman yield?

Mr. GOODELL. Yes.

Chairman PERKINS. I was thinking last year in Congress we did something about that when we were considering the OEO legislation. If we did not do it in language, we made it clear in the report. Perhaps I am mistaken. That is what I recall.

Mr. GOODELL. I know we discussed it. I think we made it clear that we want the cooperation to be two ways.

Chairman PERKINS. That is correct.

Mr. GOODELL. I am not sure whether we implemented it effectively.

It is my understanding of your statement you do not know where the Headstart programs are located in the State. There was an attempt to make it appear that every Congressman had advance notice and knows full well where everything is going in the poverty program and that you could very easily get all this information by just consulting a single Congressman.

In the first place, we have had great difficulty getting information of that nature, particularly current information, we in Congress.

In the second place, I presume that you were emphasizing the importance of having the information well in advance so that there can be coordination of plans and not being told by people that there has been a grant of \$30,000 made.

Mr. PAGE. This is one of the major areas of concern. There is a followup that I feel is equally important. We have in particular, in the city of Chicago, sought out the centers and students that are participating in Headstart because we believe by knowing those youngsters that have participated in Headstart we can then, through the public schools, conduct a followup as to the effectiveness of headstart in the school programs once they hit the public schools.

Mr. GOODELL. I am glad you raised that point because I think it is not only important that there be a followup to determine the effectiveness, but it is important that there be a followthrough to carry on some of these programs with youngsters who have had the opportunity of Headstart.

It seems to me the only way we are going to have effective follow-through of the 5-year-old, 6-year-old, and 7-year-old, even, is to have the educational agencies involved and the educators involved in the process. I take it that you agree with this basic view.

Mr. PAGE. There is no question about it. I certainly do.

Mr. GOODELL. There is one problem that is presented by your recommendation, as I see it, that Headstart go under HEW. The amendment which Mr. Quie and I offered last year as a substitute would transfer to the Office of Education the Headstart program.

But there are many present Headstart programs run by the private schools. If we are to transfer the entire Headstart program to the Office of Education and require it to go through the State school systems, are we not going to cut off the funds that presently flow to private Headstart programs?

Mr. PAGE. I think I stated in my prepared statement this morning that the recordings of these programs by all means should be with the State agency and if at all possible the approval.

Of course, I believe that the main point that I have tried to make here, that there is the coordination with the State department. I do not believe that the State educational agency necessarily has to operate all of them or has to be the dominating force in all of them.

Mr. GOODELL. Of course, if we transfer Federal funds to the State for allocation within the State, then the money frequently if not always becomes subject to State constitutional requirements and State legal requirements.

Mr. PAGE. We have that problem now in title II. My legal counsel tells me I am operating illegally when the regulations state that you will make the funds available and the services available to the students and teachers of the church-related schools.

The constitution and laws of Illinois say you can give no financial assistance to the church-related schools. Our legal counsel interprets that when you help the teacher and student you are giving financial assistance to the schools. So we are in conflict there with the State law.

Mr. GOODELL. May I ask you if you feel this kind of procedure would be workable? With the objective of coordinating the State school system and local school system with the Headstart program, could we allocate money through the State agency, giving the State agency the power of allocation of Federal funds to the local community action boards, poverty boards, who could, in turn, contract with public or private, or both, agencies on a local basis for Headstart?

Mr. PAGE. Mr. Goodell, I am not a lawyer and I am not certain that would be within the framework of the law of the State of Illinois.

Mr. GOODELL. I would not ask your opinion on a constitutional question or legal question as much as whether you think this would—

Mr. PAGE. I think this would be very much of an improvement over what we have. Personally, I would be in favor of it.

Mr. GOODELL. If legal, you would be in favor of it?

Mr. PAGE. Right.

Mr. CHRISTIAN. Mr. Goodell, I could testify to that particular point since the Dade County public schools are the party with whom our local poverty board has contracted to operate the Headstart program.

I happen to represent the school board on the poverty board, and here is a situation where public schools are operating a major size Headstart program as a delegated agency of the poverty program and with some joint control.

It just seems to me, looking at this from a school point of view, that some means of bringing the Headstart program within the school system is pretty much necessary if we are going to get the kind of changes that are required to do an adequate job of educating disadvantaged kids.

It might work that OEO would push for this kind of delegation, forgetting about whether you have to necessarily put it under the Office of Education or not, by having some showing as to why the public schools can't perform. There are some places where the public schools simply don't have the facilities or they may not wish to accept a total Headstart program.

But it would seem to me that if in some fashion OEO should have the burden of showing that the public schools could not operate or did not wish to operate or were not properly set up to operate a Headstart program. In the absence of any such showing, you would get the

public school system involved in Headstart and they need to be in order to look at the problem of these kids in a different way than they have normally looked at the problem of all children.

Mr. GOODELL. I agree with what you have said, Mr. Christian, that we do need to have some introduction of a new approach. This is why Mr. Quie and I have devised the scheme of having it go through community action boards.

In addition, the community action board presumably would be free to contract as they do now, probably in the majority of the cases, in the poverty program. They could contract with private agencies or with the public school system in combination.

In many of the communities, for instance, in Pittsburgh, we had the superintendent here this last week, they have Headstart running about 40 percent in the private schools under contract with the community action agency and 60 percent of it in the public schools.

I am sure there would be a different mix in different communities. You would have a different proportion of private school students in different communities.

Mr. PAGE. We do contract under the veterans' approval agency.

Mr. GOODELL. Under which?

Mr. PAGE. Under the veterans' approval agency we contract with nonpublic schools, as it is being done in other areas. It seems to me that we could approach it from the same standpoint.

Mr. GOODELL. This is an objection that the committee raised from the outset in the way that they were implementing the Headstart program. There should be a way of, yes, introducing change, a new approach, but also involving the existing educational agency.

We have had the problem across the country with Headstart. Not only did the State school superintendents not know the proportion of the Headstart programs in the State, but the local school boards did not know what was going on with reference to the Headstart programs locally.

As a result, the local school board presumably preparing an application for funds under title I, could find that they have applied for something that overlaps completely what they are doing in the poverty program in the same community. Do you find this true?

Mr. SPARKS. We have been very fortunate in our State to have the privilege of recommending to the Office of Economic Opportunity within our State a man who was a former school board—well, he was chairman of the State school board association and is qualified to be a superintendent as far as that is concerned.

He has been assigned to our office and works in close relationship with us. We know where every agency is. We have been able to work with him very successfully. We have had no problem at all.

Now, this is because we have had a coordination. However, we would still feel that it would be more appropriate and the program could be made to operate more effectively, since it is an educational program, if it were handled through HEW. We are not anxious to take over the control of it. We want to coordinate the program so that it can fit right into the other part of our educational effort.

However, we have been able to do this even under existing circumstances. But still I believe it could get better leadership from HEW.

Mr. GOODELL. As you describe it, in terms of the national situation, experience, I think that is exceptional.

Mr. SPARKS. Yes, sir.

Mr. GOODELL. Let me change to another topic for a moment. Many of us have been troubled at the cumbersome nature of the allocation formula, particularly as it applies to allocation down at the county level and subsequent distribution to the school district level under title I.

How would you feel about a provision that gave the States the authority to allocate within the State itself, to the school districts? In other words, permit the State to apply whatever equalization it wishes to in the allocation of funds under title I, eliminate the present allocation to counties on the basis of the number of poor children, under the ADC formula and all the rest of it?

Mr. SPARKS. We could do this and I think do it more effectively on the basis of need. We can do it more effectively on the basis of need. But we would have to follow a formula similar to what has been applied.

We haven't objected to the formula that you have applied at the national level, but we could, we might be able to meet need to some extent but as far as we are concerned it has worked very satisfactorily.

Mr. SPARKS. I think, too, some of the statistical data, especially in metropolitan areas such as Chicago, are confusing. For example, in Chicago alone, as far as the eligibility of children are concerned, the figures are based on 1960 data.

Now there are more children in the Puerto Rico wards on ADC now than there were children in those wards in 1960. This, is, in my opinion, important.

Mr. GOODELL. This point was raised in our original hearings on the act. Actually Census Bureau's latest data is 1959 data. It is the 1960 census data collected in 1959.

This has been a problem that was pointed out originally in the allocation formula. That is part of the reason some of us are still seeking to introduce a greater flexibility into this.

Chairman PERKINS. If the gentleman will yield to me on that point, the gentleman from New York helped us work out a formula that I personally feel is equitable. Now, if there is not flexibility at the State level from the guidelines received from Washington, that is in connection with coming up with ways and means of determining need in the local school districts, isn't that left up to the State educational agencies to make that determination under present law under the guidelines established in Washington?

Mr. PAGE. Mr. Chairman, that is the thing that is bothering us at the moment.

Chairman PERKINS. I am not talking about the 1960 data.

Mr. PAGE. You are talking about this question of flexibility and guidance. We, too, want to compliment the Congress on title VI for the special education program. I think you can search this Nation from State to State and you will find no State with more special education than the State of Illinois.

Our appropriation for special education is \$45 million. We have a compulsory law requiring every district in Illinois in 1959 to provide programs for the handicapped children of our State.

We have State regulations for this program, but we also recognize the purpose of the program is to educate children. When it is necessary to make those regulations flexible to better provide for boys and girls, we do it on our State programs.

We feel we should have the same right of flexibility on Federal regulations in the interest of boys and girls. For example, a regulation in the State is this: that no mother, no parent, may teach in a class or be a teacher's aid in a class where her child is in attendance. That might be all right for 90 percent of the cases.

Chairman PERKINS. Let me ask you a question.

From your experience as a State school superintendent, as long as we have this categorical program, how could you more equitably, on the basis of need, reach the needy youngster than we are reaching the needy youngster at the present time, as long as we have this categorical approach. That is my question.

Mr. PAGE. I am afraid that I could not give you a formula at this moment that would do that. I do believe, however, under Mr. Goodell's questioning in regard to the States allocating funds to the counties and to the districts within the counties, I believe we would be in a better position to require quality in relationship to the programs and projects implemented under this act than we might otherwise.

Mr. GOODELL. I would like to point out for the record that I was talking about the terms of equalization, with the State having discretion to allocate money locally on the basis of need in contrast with the present law which specifically allocates it to the school district, if it is available, and if not available to the county, on the basis of the number of youngsters from poor families plus additional factors such as ADC and other things that we have added since.

But again, the data in most cases, the number of poor youngsters, is based on 1959 situations. You have a double inflexibility: One, the law is very specific on the formula distributing to the county at minimum and, if possible, to the school district the specific amount of money; and secondly, the inflexibility is based largely on data of 1959 origin which does produce a great many distortions in our society today where we have so much mobility and changing population.

Let me make a brief comment with reference to the considerable discussion about this problem of early allocation or early money. I think all of us are concerned about this problem. We would like to work out a way to give you adequate information in advance as to how much money you are going to have.

When we are talking about a year or two advance notice to each State, I think we must do it in the context of the realities here in Congress. I think it is very unlikely that we will ever reach the stage where the appropriation process will be committed to a period longer than 1 year.

I think in all likelihood, you are going to have to run through the appropriation process at least every year. Now, there is a problem for a legislative committee handing over a program simply to the appropriations subcommittee involved.

We feel we are here to exercise an evaluation process, to change the law and refocus if we can do a better job. The Appropriations Committees tend to be dominated by the problem of the total budget.

Now, if you are going to turn your fate over to the Appropriations Committees without benefit of hearings or support from the legislative committee, you may find your case is rather disabled in terms of the amount of money you need or want. To put it another way, having come before our committee, having justified the present expenditure of money and urged a program, having had our committee act to improve the law, you are in a much better position, then, to go before the Appropriations Committee and say, "Now here we have made these improvements. We think there have been discrepancies and problems in the past. We urge early appropriation of the money that is needed."

You have, in a sense, advocates from our committee before the Appropriations Committee for the same objective.

I say this to you not that I do not welcome your response, but simply as information to you, first of all, as to what the realities are in the House of Representatives particularly, which is jealous of its appropriations power, and secondly, to make a balance of the comments made about how it would be good if we had a 2-year advance.

Chairman PERKINS. I agree with the statement made by the gentleman from New York. You have to face this thing from the standpoint of reality.

We are hopeful that we will be able to see the Appropriations Committee act early in the year, in February or March, or by mid-April under all circumstances. That would be, to my way of thinking, considering our legislative process, an ideal situation if we could extend an authorization here so that the Appropriations Committee would always have the authority to come along with an early appropriation.

I think that is what we are all working toward here. That is foremost in our minds.

Mr. PAGE. I think in our State, on a common school fund, we are having a problem right now in getting a commitment as to what the foundation level will be for the State of Illinois, with budgets being prepared and teachers negotiating contracts.

But it is important, whether it be the Elementary and Secondary Education Act, or your State programs, to know in March and April when these contracts are being negotiated. Teachers' salaries going up means you have to cut back in some other areas on the allocations which are paying the same salaries in the Federal programs as you do in the State programs.

Mr. ERLBORN. Let me suggest at this point that I am aware of the fact that this committee should take periodic looks at this program in relation to the authorization. Would it not, however, be within this context proper for us this year to be considering the extension of the authorization for the fiscal year 1969? We are reviewing it now under a bill to authorize the extension beyond fiscal year 1968.

Chairman PERKINS. I am hopeful that the committee will approve an amendment extending the legislation to June 30, 1970. I expect

this year to take a good look at the programs authorized and where appropriate to strengthen them, enact amendments to the legislation even though the authorization does not expire.

I think we can amend the act more effectively if the authorization extends into the future. We are not under pressure.

Mr. ERLENBORN. My suggestion is that we extend it 1 year at a time, but do it a year in advance instead of doing it at the time the authorization is expiring and, therefore, withholding action by the Appropriations Committee on the appropriation.

Chairman PERKINS. Last year we were able to get an extension of 2 years, which got us until June 30, 1968, although I sponsored and worked hard for a 4-year extension.

Mr. SPARKS. Mr. Chairman, if we could get this 1 year of lead-time, we would be able to plan more effectively and achieve some of the things you ask for.

Chairman PERKINS. You have a year's leadtime this year.

Mr. SPARKS. Yes, sir.

Chairman PERKINS. We hope to keep it that way.

Mr. SPARKS. If we can keep it this way, we can move in and operate our program much more effectively.

Mr. ERLENBORN. As I understand, the Office of Education, the administration, does not propose in the first session of the 90th Congress to come in with a bill extending the authorization.

Chairman PERKINS. Let me answer you by stating: First, when the bill was brought in here I stated publicly I intended to offer amendments extending the authorization.

Mr. GOODELL. I might point out that it is not going to do us very much good or you very much good if we authorize a year in advance and then pass a change in the law in September so that we have authorized funds for a year in advance and we change the allocation formula, as we did last year, change the rules of the game after your school year has started, which then requires the Office of Education to go back and redo all of the formulas and you may not hear until February or March again what your funds are going to be because of the changes made by Congress in the fall perhaps, in a continuing authorization here.

Mr. ERLENBORN. It would seem to me that if, when we did adopt those amendments last fall, we had made them applicable to fiscal year 1968 rather than fiscal year 1967, everybody would have been advised in advance. There would have been time to draft new rules and regulations. This was our trouble, making them applicable in the school year already underway.

Mr. GOODELL. We would have some difficulty limiting the effect of all amendments to a year hence.

Let me raise another side point here. I think the ultimate solution to your problem, lead time, flexibility and all the other aspects that have been raised here, would be if we could reach a stage where we allocate a specific amount of money back to the States for you to use as you deem appropriate either through a form of tax sharing or block grants.

Once it was authorized, it would doubtlessly be authorized on a permanent or semipermanent basis. There would develop an obliga-

tion on the Appropriations Committee to make the money available and the tax-sharing proposal that I have mentioned would not go to the Appropriations Committee.

You would know, based on a figure well in advance, the money going to your State. The State would, in turn, allocate between education and municipal functions, and you would know again the allocation for your own State.

Another aspect that troubles me: It has come to my attention from a number of areas of the country—I will give you a specific instance.

Under a title III application, a county was given a \$300,000 grant for a 3-year period which involved remedial work in the early elementary grades, \$300,000 for 3 years. Of that amount, \$60,000 a year was for salaries of personnel that were added to administer the grant.

They had to buy a truck. They had a truckdriver. They had to rent quarters. It was a small county. When they got all through, more than 70 percent of the money, 70 percent of the \$300,000 had been eaten up in salaries and overhead expenses.

I had a great many of the school people in that particular area, when I was talking with them, tell me if they could have had the \$100,000 a year distributed to them, they had a large number of high-priority items they could have spent it on in terms of helping the youngster at the early elementary level who needed special care and special help. They resented very much the fact that 70 percent of the money was gone before they saw any of the new materials or other things that they wanted to help these youngsters.

As I say, I have heard this from a variety of sources, every area of the country, each example somewhat different. It seems to me a rather general commentary. I would like to hear your comments.

Mr. JOHNSTON. Sir, I would like to comment on this. I think this points up basically one of the things that we are all concerned about the same as you are. The allocation of funds under title III is not extremely large. If we want to give these supplementary services, then we ought to go to a long-range basis. Service to most of the school districts outside the larger cities really depends upon setting up an area concept to provide services for local school districts.

To do this on the basis that you have expressed is one thing, but to take these funds and start to develop a long-range approach that will serve many school districts on an area concept basis, you do not have to repeat some of the same things that you have indicated time and time again that you can make better utilization of the funds. I think this goes right back to one of the things that we were discussing on the statewide planning approach to this thing. The coordination of these funds between the various titles, in a particular area, is a little over \$1,700,000 this year which can be utilized in many ways or wasted in many ways.

But much of this, if it is used in conjunction with the other programs you can really build a service area for services back to local school districts on a permanent basis. Or you can set it up on an individual application where you can waste a lot of this money over a period of time also. This is one of the things that we are all concerned with, that as these funds become available we do not do it on a basis of 1, 2, or 3 years. We can take a look at a broad concept

of services back to school districts and build on it, using these funds constructively over a period of time.

Mr. GOODELL. Of course, in the instance I cited we could continue \$100,000 per year appropriation for a number of years further and presumably the 60 or 70 percent for overhead will continue in this particular size county throughout the period. I don't know that extending the length of time would help much. I think extending the area might help.

Mr. JOHNSTON. I think this is right.

Mr. GOODELL. You wouldn't have to have as many administrators for a small amount of money that is being put into it.

Mr. JOHNSTON. I think you not only have to take into consideration this, but also the area and how many children it could serve economically and efficiently.

Mr. SPARKS. Title III, its purpose for innovative and exemplary services, there should not be prolonged continuation of this kind of effort. It certainly ought to be a practical type. There ought to be some promise of success, although I hope that some of the things we try out, when they do not prove to be effective we will discontinue them. But to evaluate any project in a very cursory manner would be very dangerous because it may need this extensive or more extensive employment of personnel and planning before such a project is initiated.

I would hesitate to evaluate any project that way without a thorough investigation of its purposes. It is easy for any individual to sit by and say, "We could use this more effectively if it were placed over here." But then it would not serve the purpose of title III, of going in here and trying out something that would prove quite effective if it were extended to a wider area and may prove more successful than some of the things we have practiced in the past. We certainly need to initiate change somehow or other. I think this is an excellent way to do it if we do it thoughtfully and carefully, rather than just bulling our way ahead. I think that this type of thing may prove advantageous, although I will say some of the things we are trying under title III, as soon as we can we ought to get out of.

Mr. GOODELL. I will end with one more question. Do any of you have any suggestions as to how we can simplify or improve the process of application for funds under title I?

Mr. CHRISTIAN. There is one simple way that you pointed out, which is to have a census every 5 years instead of every 10. It would probably do more to speed up responsiveness to changing population characteristics all over the country and all kinds of things beyond education, by simply making the funds available to the Census Bureau to do a census every 5 years. We would automatically build in a better look.

Mr. GOODELL. This would affect the total funds available to the community, but I was more concerned here with the allocation of funds that you know the community is going to get, the allocation process for receiving those funds.

Mr. JOHNSTON. I think this program, like many other programs, you go through the first year or two of struggle; I think all States and the U.S. office require more things probably in applications than we

basically need. I think one of the main features of this program is good. It has made school districts one way or the other lay out on the table the education of deprived children, the programs they are not carrying on.

I think, as a matter of experience I would hope we would eliminate some of the paperwork that is actually involved in the applications. I think the second year's experience has been better than the first year's experience. Nevertheless, we all agree that this is a major problem. But to identify the educationally deprived and make them take a look at the type of education program that is going to meet the needs of these children, I think, is one of the more beneficial parts of this.

Now to get rid of some of the paper and some of the reporting funds is one that I think will take some time to work on. We need to eliminate them.

Mr. GOODELL. You all smiled and hesitated when I asked the question. I am sure you did so because you have heard many complaints such as we have heard from the local level that you people operating at the State level would not perhaps feel as strongly about as the local people do who have to fill out those forms.

Chairman PERKINS. The gentleman from New York has asked a most interesting question. I am certainly hopeful to hear some more encouraging comment and response to the gentleman's question than I have heard this far. He simply has asked the question, as I understood it, you had any ideas, if you knew of any ways that title I applications could be simplified, and that embodies the guidelines from the Office of Education to the State office.

Mr. GOODELL. That is correct.

Chairman PERKINS. Now I would like to hear your comments. If there are no comments on that, no suggestions, I would assume that the administration of it is just about perfect.

Mr. GOODELL. Now the gauntlet is down.

Chairman PERKINS. So let us hear your comments on that in response to the question from the gentleman from New York.

Mr. GOODELL. May the record at least indicate the wincing of the witnesses when you said "almost perfect."

Mr. JOHNSTON. Then I will reply a little more definitely, if this is what you want.

It is, of course, included in the guidelines. I think we all wish frankly that the reaction to some of the reports we have to make could be better. The local districts have the same type of responsibility. I think basically if the applications could get down to the point of believing and trusting that local education officials and State officials are just as concerned with wanting to help the educationally deprived as any one else in the United States is, then what we would need in this is to identify the children that need the programs, and identification of the programs. And this could be done a lot simpler than we do at the present time.

I think I have in my briefcase in the back of the room some 15 pages of comments from my staff on the reporting forms that are required by the U.S. Office of Education and embraced in the guidelines, including the financial reporting. I think there are a lot of materials asked for that it is nice to know, if you have the time and expenditure

of funds to carry on. We get in our State \$155,000 for administering this program. We spend better than \$250,000. Basically it is to supply information that in the long run, in my judgment, will make no difference on the improvement of the educational program of the children in my particular State. I am talking now personally for Iowa.

This can be done by the school districts identifying the program, the children, making applications and outlining the program, the objectives that they want to meet, without a lot of the other characteristics and information that we have to collect.

Mr. GOODELL. The chairman indicated his belief in the importance of the answer to this question. The chairman and this committee sit here trying to get information on which we can improve the present law. We are not going to be able to hear at any great length certainly from a variety of local school superintendents. In effect, you gentlemen will have to be spokesmen for them to a degree in reference to the question I asked.

Now you referred to 15 pages of suggestions from your staff as to how this whole process of guidelines, application forms could be improved. I think it would be very helpful to this committee if you gentlemen individually or as a group could submit suggestions in detail, specifically as to how this could be improved. We can thereafter take your case to the Commissioner of Education to see if we can't implement some of your suggestions.

I agree basically, Mr. Johnston, with your assessment that if we had more faith in the local school districts in identifying the children who are there, who are poor and who could be helped, that we could eliminate a good deal of the other information that is required in these forms. But we need specific help on this.

Mr. JOHNSTON. Mr. Chairman, I will see that you get the transcript of what we believe can be done so far as title I, improving the applications, and so forth. I am not prepared to go down through them item by item.

Chairman PERKINS. Without objection, the statement will be submitted. I think all of you should comment on the question.

Go ahead.

Mr. PAGE. Mr. Chairman, first of all, if we could assume, which we can't, that every State educational agency is equally effective or equally ineffective, I think it would be very simple to answer your question. I refer to a statement I made earlier in the day in the development of these plans and drafting of this act. How do you insure performance of the dilatory without thwarting the efforts of the competent, without jeopardizing the efforts in the State?

Mr. GOODELL. At the outset, would you not be better off if the Office of Education had State plans and have the State take the responsibility and the Office of Education could take a more general oversight?

Mr. PAGE. This is the reference I made to the Defense Education Act which is much more effective in our opinion where we filed the State plans for improvement in education. The answer to that is unqualified, so far as I am concerned.

Now I feel strongly that when I file my assurances that I would administer title I in accordance with the law and regulations of the

U.S. Office of Education, that this then, in a sense, makes regulations law, because this is what I said I would administer the act by. Now when they come along with a telegram or memorandum in the middle of the school year changing the rules in the middle of the ball game, I would like someone to answer for me, Does this become a regulation?

Maybe I would not have filed those assurances if I had known they were going to be changed. Therefore, I feel it is improper to change regulations in the middle of a school year under which we started the operation of the school under this act.

I refer, of course, to the telegram cutting off construction under title I which states precisely that you can have construction for the implementation of programs that qualify for the culturally educationally deprived youngster from the concentrated low-income families, if that instruction is for a specific program for those children.

Mr. GOODELL. I might say to the gentleman that we probed that situation at some length in the hearings we held originally and made it very clear that construction money under the circumstances where there was an area of concentration of poverty was authorized under the act.

Mr. PAGE. It did authorize it, yet because of moving the cutoff date up 30 days or whatever it was, it made it impossible for Illinois to participate because of the time factor. My question, Does that become a regulation when these cutoff dates are changed in the middle of the school year? I do not believe it does.

Mr. JOHNSTON. Mr. Chairman, could I be excused? I am going to catch a plane. I will file a statement in regard to the specific question you asked.

Chairman PERKINS. Without objection.

Mr. PAGE. I would like to make one other comment, if I might, before I turn this over to Dr. Sparks in regard to your question. Our program on a State level involved several agencies of social services. They have been instructed to identify, to classify, to refer to agencies for service, to place pupils into programs. We also follow their achievement. In other words, we involve public aid, we involve the public health, as well as the public schools in the development of our plans.

I think through the involvement of the many agencies that surround the social services in the public schools we can improve these programs at the State level.

Mr. SPARKS. Mr. Goodell, next Monday, a week from today, we will bring before you a group of Kentucky superintendents. We have already made arrangements for this with your chairman. They will give you their specific answers to these questions. I think you will be able to interrogate them and get it much better; it would be much more meaningful than coming from us who are in the State departments of education.

You will have this opportunity then. But we have had much complaint about having to do so much paperwork. Of course, we require a lot of paperwork in addition to this at the State level. Probably we are as guilty sometimes as the U.S. Office in some of our requirements. I am not trying to hide behind this, but I think it would be much better if you got it from these people directly.

Mr. GOODELL. I am frankly amazed among all your resolutions for changes in this act that none of the incessant complaints that have been coming to Congressmen, and most of them coming from the local level regarding the complicated forms, do not come through as a form of resolution someplace in your organization. I think this is a particularly acute problem in smaller school districts. It is less of a problem in a metropolitan area with a large school board where they have a professional staff. They are used to making out applications in large numbers, large numbers of copies, and they have a sizable enough application to cut down the administrative overhead to a reasonable percentage for filing that application.

You get into a smaller area, they may be making five or six applications for a very limited sum of money in each case, sometimes \$5,000 or \$10,000 for an application. They are filing 20 copies and in many instances have to put on a full-time man in charge of Federal applications. The overhead involved for that kind of school operation runs into a substantial percentage of the money they are going to receive. I think this is probably why we hear the complaints so strongly expressed from some of your smaller school districts.

Chairman PERKINS. I think what the gentleman from New York has just stated points up some of the greatest criticism that the press has made in the operation of the act in the poorer areas of the country. The poor school districts just do not have the funds to make the necessary plans and to get programs into operation like other city districts that had the deprived children throughout the country. Where the resources were lacking those were the school districts that were the slowest in taking advantage of the program.

I think that is one of the things that the gentleman from New York has in mind, seeing if the expenditures under title V at the present time—I think you should take that into consideration—whether the assistance that the States are receiving, how much of those funds are diverted to help the local school superintendents and the local school boards in the preparation of plans under title I.

I think this is a question that you people should be able to give us some suggestions on.

Mr. CHRISTIAN. Some run down as low as 2,500 students. We have this problem with 60 counties, 67 counties. You are bound to have some systems that do not have the help you speak of to prepare their applications for projects. I think this is a service that most of the States have rendered. We recognized this from our study of our school systems in Florida and sent our State consultants under title I and also the ones we had under title V into these communities to help prepare these applications in cooperation with these smaller counties or smaller units, and revised them when they were wrong or helped them revise them until we were able to take advantage of every single dime available.

So it can be done if you want to concentrate. The flexibility of this act makes it so that the State Department of Education can do this. That is what we are talking about under title III. That is the reason I think the State can administer under title III as it has under title I. So it is a matter of determining where your weaknesses are and your strength. We would not begin to go to Dade County and tell them

how to prepare an application, because they have a competent staff and they can prepare their applications and revise them, amend them, so that they come into the State department for approval.

But in the smaller sections, you had better have someone at the State level that can go in there and give them this kind of help.

Mr. GOODELL. I am sure, however, we encumber the process. The State people can go in and help the local people. Our concern here is that we disencumber the process to an optimum degree because we feel, whether the State is doing it or the local people are doing it, that there is a lot of wasted effort here in filling out forms for information that is not entirely necessary to get this kind of application through the process.

Mr. GORDON. We need to simplify our applications and also the approval of them. I think this can be done through some study between the U.S. Office of Education and the chiefs.

Mr. SPARKS. In this type of assistance in our Department of Education we have been working in the local districts and poor districts particularly, but our staff worked weekends to achieve this. Certain other needs are left unmet because of much of this unnecessary paperwork.

Mr. GOODELL. Not only that, but let us face it, gentlemen, some years ahead the amount of total money available in the Elementary and Secondary Education Act is going to be insufficient from your viewpoint. We have illustrated that here. In this context, we certainly should see to it that as little money is wasted and encumbered as possible.

Mr. PAGE. I would like to make one final comment in regard to the formula. I did not come here with the idea that we were about to change the formula. We believe that the formula for distributing funds was not about to be changed, but if there is a possibility of changing the formula substantially, we will gladly submit an alternative plan for distribution for your consideration. We would like to do it.

Mr. GOODELL. I don't know whether the Congress in its wisdom will determine that we want to make further alterations in the formula, but I think we would be delighted to receive such an alternative plan.

I personally would. We are going to have, I am sure, some amendments offered along that line. I think most of us would like to continue to improve the formula where improvement can be made, keeping in mind the suggestion of Mr. Erlernborn. If it is late in the year perhaps we could delay the impact of changes until a year hence, and you could continue to make your plans based on the present formula.

Mr. ERLERNBORN. I would like to ask this question as far as the distribution of title I funds are concerned. We are all aware of the difficulty of operating with the facts that are of 1959 vintage given to us in the 1960 census. Would it be possible in the States to identify, year by year, where the children who are underachieving are located by school district? Could this be a factor in statewide distribution if the funds are allocated to the States and then let the States, on the basis of the actual facts, year by year as to where the underachieving children are located, make the allocation within the State or is this too farfetched?

Mr. PAGE. I think we could make that identification, but I am not certain that the underachievers would always qualify under the act.

Mr. FORD. In that regard, there has been no comment from this panel on the formula on title I. Last year we put language in the report to considerably broaden the criteria that could be used within the State for distribution of funds. One of the things that might be used that was discussed on the floor of the House when the bill was passed was this kind of measurement. We might take into consideration distribution within a county, for example, of the relative achievement if there was in that State some way of measuring this.

Mr. GOODELL. I will state to the gentleman before you came I had asked about the title I allocation formula. They did make some considerable comment on it, but as indicated by Mr. Page, they did not come with the idea that we might change the formula this year.

Mr. ERLNBORN. Let me ask just one further question, and I thank you for yielding. One comment was made in the hearing last week that under the title I programs we are developing additional help for the students in the school districts where there is a heavy concentration of the culturally and economically disadvantaged. They have special enriching programs in their schools where the nearby school district—and usually this is related in many areas to the segregated Negro schools and the segregated white schools—does not have these enriching programs and this tends then, even if there is freedom of choice between the school districts, to continue the concentration of Negro children in those school districts where they can get the enriching program. They do not want to move to the all-white school district, even though they have the opportunity.

Now is this a fair assessment of what we may be doing under title I? Are we perpetuating de facto segregation?

Mr. PAGE. I think it is.

Mr. GORDON. I would say so. You have overlapping bounds in any of these districts, but when you get a concentration of them and you start to, the remedial programs start to work, and if they are successful you can see why they would not want to change.

Mr. ERLNBORN. If this is true, should this not be taken into consideration when we so often hear complaints about de facto segregation, that this is not completely within the control of the school district, even if they threw the boundaries wide open and allowed freedom of choice?

We are going to continue de facto segregation to a great degree.

Mr. GORDON. I would comment in a large city you could plan your special programs by utilizing secondary schools particularly that would tend to do away with the segregation pattern. That is, using a New York illustration, if you take a high school of performing arts or a science high school and you make it open to the community and you do an adequate job of counseling, particularly in the disadvantaged areas, and you get the students in there who can benefit most from the program, you will work against the de facto segregation that is essentially a housing pattern and not a school pattern.

If the extra programs for the disadvantaged are so attractive that the people won't move it would seem to me that they would be sufficiently attractive so that some whites would be attracted to those

schools. That happens on occasion. So I don't think you can go wrong making schools better. I don't think you are necessarily imposing a segregation pattern. What may be happening in the set of circumstances you described is that an inadequate job is being done in the so-called upperclass white school.

It probably would lead us to the conclusion which I think would be borne out, that generally speaking we are really not satisfied with what our schools are doing. It is just that we are much more dissatisfied in the areas of so-called economic disadvantaged. If we turn around and look at these things on a performance standard and measure schools against performance and such as you are talking about, and plan on the basis of raising to the standard, then I think we tend to find a way with the segregation question and we are focusing on education, and we would not be, I don't believe, perpetuating de facto segregation.

This is a specific basic problem that our board is dealing with where we have rapidly changing neighborhood patterns in the Miami area and where we are concerned about the kinds of programs being offered in order to maintain the balance that exists within the community. There is no simple answer.

Mr. SPARKS. The studies that have been made on the equalization of educational opportunity would not support his testimony in the fact that the specialized school with higher standards would create a de facto segregation more extensive than we have at present. It means the possibility of wide comprehensive offerings would tend to eliminate this much more than specialized programs in certain schools.

Mr. GORDON. If I could expand, if you had a school of technology that had fine technical training programs in a comprehensive high school that was located in what is now a disadvantaged area so that its programs would be designed to attract white students and advantaged students because this is where the best program was taking place in border areas and in areas that are tending to become segregated, one race or the other, you would tend to provide a mixture in a secondary school that could perhaps alter the housing patterns.

I personally am very much involved in the housing business and think it is an undue burden on schools to expect them to do all of the change in housing patterns that are necessary to provide for integrated neighborhoods. But they can imaginatively assist.

I am not suggesting that you put these schools out in advantaged areas and ask the few disadvantaged kids who can qualify to travel to get here. I am saying let us put those in the disadvantaged areas and change the character of the neighborhood that way.

Mr. GOODELL. The trouble with your argument, Mr. Gordon, is that you get school A with 55 percent of the students disadvantaged in a relatively concentrated area of poverty. Nearby is school B with 5 percent. Now under this act, you are under an obligation to allocate the bulk of the money to the school that has 55 percent. You are not talking about specialized services at a level that is going to attract the 95 percent in school B. You are talking about remedial type programs that are designed especially to help the 55 percent disadvantaged in school A.

So, by putting this money in school A you have a specialized program aimed at the 55 percent disadvantaged at a relatively low level.

It is not to attract people from the middle-income school nearby. In that situation, it seems to me the point made by several of the witnesses and raised by Mr. Erlenborn has validity. You are then encouraging the 55 percent disadvantaged to stay in school A where they have a fairly well mounted program aimed at their distinctive problems, while if they move over and become part of the 6 or 7 or 8 percent of the school B that now has 5 percent, they are going to find a much less adequate program to meet their specialized need.

Mr. Ford. You left out the fact that it is essential to have a proper interpretation of this formula. Are schools A and B in the same school district?

Mr. GOODELL. It could be in the same school district or different.

Mr. Ford. Within the school district the requirement placed upon the local authority for administration of funds is merely that they concentrate on programs which are calculated to improve the quality of education for the educationally deprived children. Educationally deprived is not defined in this act in any way that would put a stricture on the local people and say that means a person with a family income of \$2,000 or on public welfare or other factors. Once the money goes in the school district, the local authority, in conjunction with your title I committee at the State level under your State plan, determines what the educational deprivation is in that school district and then tailors the program.

The program might be entirely in the school with 55 percent low income families. It might not even be located in the school. It might be located in the public library or an educational center or it might be a traveling teacher who goes to every school, even to schools with 1 percent poor.

In making this record I think we ought to make clear that we are not further complicating or confusing the picture facing the local school people in trying to administer that title. And there is no tie between the \$3,000 income and education deprivation within the school district.

Mr. GOODELL. The gentleman has made a largely irrelevant argument. It is right. We do make the allegation purely on the basis of economic deprivation but the testimony of every witness we have heard on this point is that there is a high correlation between educational deprivation and economic deprivation in the areas. I am sure every one of the witnesses here would agree with that.

I also point out to the gentleman we do specifically, under the law, require programs to meet special educational needs for educationally deprived children in school attendance areas having a high concentration of children from low-income families. This is a specific requirement of the law and is not in a general sense that you have to set it up on a citywide basis.

We are requiring them to go into the high attendance areas of those from low income families. This is the law they have to operate under whatever the theory we would like to press here.

Mr. Ford. I disagree with you. The history of this legislation will show we did not mean to tie the hands of the school district, so that they had to pinpoint the program in a specific school or school attendance area. We meant rather, that they would give priority consideration to the problems of the children in the school attendance area with a relatively high number of educationally deprived children. In most

cases, the programs will undoubtedly be carried on in the school normally attended by those educationally deprived children, but not necessarily so.

One of the prime examples was the Greater Cleveland school system which was building a center which we used as a model not only for broadening the original proposal in title I, but also title III that was written into the 1965 act. A number of programs are contemplated where children will be bused from all over Greater Cleveland to a central science laboratory.

Mr. PAGE. Mr. Chairman, this might clarify it a bit as to confusion so far as the State is concerned. Might I read from a draft copy of an audit report of the Chicago funds under title I? We had our conference last Friday with them and challenged this as you have challenged it. They have challenged the wisdom and the right of Chicago to use these funds and I read from their report:

The schools were neither ranked as to the degree of concentration of poverty, nor identified to the projects comprising the two programs.

Therefore, they said Chicago did not have the right to locate these projects as they did unless they located them in the highest priority of high concentration on down the line.

Mr. FORD. I have to respectfully disagree with you. We are more than passively acquainted with the Chicago situation on this committee.

Mr. PAGE. So am I.

Mr. FORD. Because when it came up last year we had a very serious complaint. I think most of the committee agreed that Chicago may have, on the basis of testimony we had last year, gone a little too far in the direction of turning this into general aid to the Chicago school system. There was some difficulty on the part of some groups to trace the effect of this Federal money into programs that were targeted for identifiably educationally deprived children.

You picked perhaps the only city in the country, as a matter of fact the only one in the country I can remember, where this charge has been made. On examination we find that in administering the program for the second year they were more careful in using these funds for a specific program and met the criteria that were set up.

Here we have a situation where the city perhaps stretched in one direction further than we wanted them to go. I want to caution you that Mr. Goodell is probably more opposed to Federal control and Federal aid to education than anybody on this committee. If you agree too quickly with him—

Mr. GOODELL. That is a high compliment of a kind that comes to me very seldom from the gentleman from Michigan.

Mr. FORD. If you agree too quickly with him you are liable to find legislative history on this bill that will do more to put Federal strings on this money.

Mr. GOODELL. The way the law is written and the way the regulations are written and the guidelines they specifically require it to be in areas of concentration of poor families. I will listen as long as you want as to what you say the law should say, and maybe what we said in the off-the-record discussion it would mean, but the regulations are pretty specific on this point.

I don't think we serve the purpose, of this hearing by arguing it any further. It seems to me that the witnesses have indicated their view on this. We are in effect concentrating funds in areas where there is a special need. It does not seem to me that very many Members of Congress are going to dispute that that was our purpose.

Mr. Erlenborn simplified the point which I think is a very valid point that we should consider. In concentrating in areas of specialized need what is the ultimate impact on this whole question of trying to desegregate and balance, not just racially but in terms of education generally so that we are not having some schools in poor areas offering poor curriculum, poor opportunities for white or black students. Obviously if we are concentrating programs in those areas where they have poor schools now, we may be setting up specialized programs that will hold those students there.

It is a legitimate area for us to inquire into, without having to argue about the very obvious provisions of the law as they now stand.

I have concluded, Mr. Chairman. I thank the witness very much. I think your statements have been most illuminating and helpful to this committee.

Mr. FORD. Thank you. The gentleman has consumed, I understand, an hour and 5 minutes. I am sure he has contributed a great deal.

Mr. GOODELL. If the gentleman raises any point about it, the chairman made it clear at the outset we were going in depth. We had 5-minute questioning the first time around and thereafter there was no limitation. I think any snide reference to what time I took is uncalled for.

Mr. FORD. The panel's testimony has been directed pretty much toward the bill that is before us which presents one view of the things in the Elementary and Secondary Education Act that demand attention this year in the way of amendment.

There will be other bills introduced before we are through, affecting a number of other sections of the act, particularly the formula: I would like to ask you as representatives here of State school agencies if you have given any thought to the effect of the changes in the formula that go into operation with the next fiscal year beginning July 1 unless we change them, particularly the option of allocating appropriated funds on the basis of one-half of the national average per pupil expenditure rather than one-half of the average cost within the State.

Now I know from where I am sitting that there are two of you who are from States which are very substantial beneficiaries from this change and one is from a State that lost a lot of money as a result of this change.

Perhaps you would like to comment, bearing in mind that although we have authorized for this year, in title I, \$2.44 billion the administration has only asked for in its budget \$1.2 billion and therefore we are dealing for all practical purposes with a fixed amount of money.

Maybe it is an unfair question to Mr. Sparks.

Mr. SPARKS. It is not unfair at all because I would have to answer directly that we much prefer that the national average be used as a

basis for compiling the grants. Our reason, of course—you could understand readily it would be quite advantageous to us.

Our people go to your State and to other States and in competition over the Nation with children who have—young people who have an excellent education basis. We need to do everything we can to improve ours. We are disadvantaged as far as the average income is concerned staying on the same basis. We feel that this type of approach would be near the same type of approach we use in distributing our own State funds.

It would be nearer on an equalization basis, on the basis of effort plus capability. We feel that if we could draw funds on the basis of the national capability, it would help us tremendously. The same equalization principle would apply that we tried to apply to our own State foundation program.

Mr. FORD. That is on the assumption that the only reason that some States fall below the national average is because they have a willingness to support their schools at the local level, but are totally without the resources to do it, and it presumes that the extra large expenditure by the States such as New York, Illinois, California, which are the leaders, is based on fact as other than a willingness to support education at the local or State level.

Mr. SPARKS. I would say on the basis of our willingness plus as we apply to our local district, basis of the willingness in terms of our capability.

Mr. FORD. Does anybody else wish to comment on that?

Mr. PAGE. We will be one of the States that will get less of course. I do not know how much but we have no great concern with this formula because Illinois has demonstrated its willingness to support education and I do not think it is a major factor.

Mr. CHRISTIAN. Florida reaches almost to the average. It would make very little difference to us. We would favor a national average.

Mr. FORD. You are just below the breaking point.

Mr. CHRISTIAN. Just slightly below.

Mr. FORD. You have a slight advantage now but in 2 or 3 years—

Mr. CHRISTIAN. I expect we will go over the national average so it would not matter.

Mr. FULLER. Speaking for the background of the entire group it has long been the policy of the council that there ought to be distribution of intergovernmental funds for education with equalization at all levels.

In other words, the State officers generally approve of the equalization features of State systems of school finance which now distribute more than \$10 billion a year to local school districts.

According to the policy of the chief State school officers, these systems would have an equalization factor in them, a fairly substantial one I believe. It has always been the policy, and I know of very few chief State school officers from any States that have opposed the policy to have the national funds also exhibit an element of equalization quite substantial as among the States.

Mr. FORD. Did I understand you to say that your formula accepted that principle with respect to all intergovernmental funds for the support of education?

Mr. FULLER. On Federal assistance to education and on State systems of educational finance.

Mr. FORD. Would you support that principle in the distribution of funds under title V of this act to the State school agencies instead of using a straight per capita distribution as we are using now?

Would you entertain the thought of using an equalization formula that would give money to the States on the basis of their support for the State school agency rather than on a per capita basis?

Mr. FULLER. This formula does, the one in this bill and the one which is the consensus of the opinion of 50 chief State school officers. If you drew the vectors of all 50 you would come out almost exactly at 40 percent flat grant and 60 percent on pupil population.

Now the consensus there is based on the assumption that every State has one State department of education and that in the very small States, and particularly in small States with large geographical areas, scattered population, the State department in Montana, say, with 600,000 people, 623 districts and a State so large that if you flattened it out it would probably be third instead of fourth in size in the country. What is required is a strong State agency that deals with a number, a considerable number, of school districts.

Now there is only one State agency in New York or in California. After you get past what——

Mr. FORD. There is only one State per pupil average in New York and California, also.

Mr. FULLER. Yes, but there is only one State department of education. When you look at the one State department of education in California and in New York after you get past this basic minimum under which you can support a minimumly decent State department of education, then the formula takes off on school population, 60 percent on school population.

So that if you were to distribute on an appropriation of \$43,400,000 total, you would be distributing the 83 percent to the State agencies which would be \$36 million.

If you distribute \$36 million then you have about \$285,000, approximately, on a flat grant. After that, Alaska moves up at a rate of 6-percent increase over its base grant whereas California moves up at a rate of 40-percent increase over its flat grant.

If you distribute \$36 million instead of \$18 million as at present, to the States, California runs up to about \$21½ million whereas Alaska remains at only \$40,000 above its flat grant.

This formula replaces one which at present under present 1967 fiscal appropriations averages about 29 percent flat grants, 28 or 29 percent, and 71 or 72 percent on population.

This is regarded by all of the membership practically as an unfair thing to the small State which has to maintain a State department. Take North Dakota, South Dakota, Montana, most of the Rocky Mountain States and States with large rural populations, they need a passably good State department of education regardless of their total population in relationship to that of California and New York.

I might tell you that in this sentigram return on this point, and I have said that the consensus was 40-percent-flat grant and 60 percent,

there is almost no difference in the voting between the large States and the small States. In the membership of the council of superintendents and commissioners in the large States, recognize these problems.

I might tell you that California and New York both voted for an increase in the flat grant, very close to the consensus, as a matter of fact.

Mr. FORD. You said they would support an equalization factor and then you proceeded to defend this on a per capita distribution beyond the basic grant.

That is not what most of the States consider an equalization formula within the States. Normally equalization takes into account the relative ability of the respective districts within the States to distribute the money and they distribute a portion of their money on some per capita basis and the balance of their money taking these other factors into consideration.

What we have here is a flat grant with everybody getting a minimum guaranteed amount of money and then we have a straight per capita distribution.

What we are talking about in title I is not that sort of distribution at all. We are saying notwithstanding the fact that you have the large number, that you have the expense, that we will take into account the relative costs of education in your State per pupil except that we will allow you the option of considering to your benefit the national average which results from the high-cost States being thrown into a common fund.

If we did that with title V do you think your people would approve of that?

Mr. FULLER. I think they would. I know of no instance in the past 20 years in which the States, as a group and the chief State school officers as a group, would not approve an equalization formula based on the equalization grounds.

I might say that this title V formula that is in the bill and that is the consensus of opinion of the chief State school officers does have, when it is figured out, a great deal of equalization.

There are two or three exceptions in it, very small States which have limited geographical areas and not very many school districts. They provide the exceptions. But after these returns were in, the Office of Education spent a couple of weeks trying out empirically a large number of formulas. They ran one formula after another.

When this report and recommendation of 40 percent, 60 percent in title V was presented at a White House conference with Mr. Cater, Mr. Howe, and with Mr. Ralph Huitt, of HEW, and Sam Halperin and a member of the Bureau of the Budget, the immediate reaction from those gentlemen was that that moves too far favoring the smaller States.

We left it for consideration and they went ahead and spent a couple of weeks as I say and ran all kinds of empirical tables testing it out.

The next thing that happened after 2 or 3 weeks and two or three visits was that they said, well, we can't do any better than this, considering all of the States and considering their real needs.

Here there was a consensus of the chief State school officers of which the Office of Education said they could not improve on so they adopted

it. They not only adopted it for title V as it is now but they also adopted that formula for proposed part B.

Mr. FORD. The second formula change that kicks into action in the coming fiscal year is the change of the \$2,000 figure to \$3,000. Again assuming a fixed amount of money, in this case a recommendation of \$1.2 billion or one-half of what we authorized last year, do you have any comments on the reallocation of funds that will result from this change?

I might say some of us believe that we allocate money in exactly the same pockets and in the same direction as the amendment we are just talking about.

Does anybody disagree with that?

Mr. CHRISTIAN. I think you would reallocate in the same pattern you have. In my testimony I said we restudy this and continue the study to find a better method of allocating the funds. Someone mentioned—one of the Congressmen mentioned the possibility of determining by low-achievement areas plus low-income areas where you could make a better concentration of this and determine this is a factor.

I don't think we have arrived at any formula yet that is foolproof. This seems to be about as able as we have at the present time. I think we should continue to work toward a study of improvement. I think this can be done.

Mr. FORD. Theoretically when you go from a \$2,000 figure to a \$3,000 figure you add more children whose heads are counted for the purpose of determining the distribution of money.

But if you don't at the same time add more money what you do is not reallocate it back into the same neighborhoods but you allocate it to different neighborhoods unless you are willing to assume that the ratio of people earning less than \$3,000 is the same throughout the country.

In your State, for example, you find a very dramatic thing happens to Florida as compared to other Southern States because people either make nothing or next to nothing or they are making more than \$3,000, but there are States in the country where that is just about the average in agricultural wage and you actually pick up a lot of employed people.

People employed in Illinois, Florida, and other States would now be counted. If you take a look at the tables that the Office of Education has developed you will discover there is a very great difference when you go from \$2,000 to \$3,000 in the proportionate number of people within the State. When you add the children it is true that you add more children to New York than you do in Alabama but on the percentage of the total children in the school district you add almost 10 times as many children in Alabama as you do in New York.

Once again we have a formula change that is going to reallocate the distribution of a fixed amount of money. As I indicated and other members have indicated we did not come here prepared to deal with that subject today.

I hope before you close these hearings you will take a look to see how your State fares on this and give us the benefit of your thoughts in this regard because I will say very honestly that some of us are

going to try to reopen that question, at least keep it open until such time as the Budget Bureau starts spending the money or advocating spending the money we are asking for.

To get back to the Headstart program, there are two kinds of recommendations for transferring Headstart to the Office of Education. I hope we can make it clear on the record which form of this the people appearing before the committee are advocating.

Spokesmen for the administration are talking about the shifting of Project Headstart from the Office of Economic Opportunity to the Office of Education while retaining all of the features of Headstart that make it something other than a straight educational program in the traditional sense.

However, Mr. Page, as I read your testimony you are suggesting that Headstart should be administered entirely within the public school system.

Mr. PAGE. Mr. Chairman, that is not what I intended to leave you with. We went into this in great detail after lunch. I think we have set the record straight on the position in this regard.

I basically agreed with the concept that Headstart be under the Office of Education which would give us more articulation between the State department and the community action groups that are operating the program.

We are not, and I am not recommending that the educational agency of the State administer this program completely and solely if this is your interpretation. I did not mean to leave it that way.

Mr. FORD. This morning I did not get to the statement at the bottom of page 2 where you say, in referring to the Headstart program:

In view of the cost and coordinated administration, we believe the program should be restricted to assistance to the elementary and secondary schools. This change as proposed would remove any existing restrictions and allow reimbursements to any agency.

That left me with the impression that you were saying Headstart should be strictly a school program.

Mr. PAGE. I received the amendments Thursday and they were worked on Saturday. My point was that through the cooperation of the local school district facilities available with the community action group these facilities could be used to greater advantage rather than renovating buildings in the community and spending more sums of money than necessary.

Mr. FORD. I took time this morning to look at Chicago. For the current 8-month program, \$3,700,000 is going into Chicago for 5,128 children. Only 2,120 of those children are in the public schools in programs administered by public schools, 1,000 in the Catholic schools, and 16 other CAP agencies, most of them religiously connected like the YWCA, Presbyterian Church, and St. John's Methodist Church, have programs, 2,008 children.

You have a ratio of 3 to 2 non-public-school children or nonpublic agencies administering Headstart in Chicago at the present time.

I think from that you will see the concerns that many people have over our taking precipitous action at this point that would shift the program away from people already conducting it by the simple act of making it a public school program.

There is an additional consideration and I know Mr. Fuller is an expert on it: the restraints and restrictions that we have in a number of States on these funds once they get into the pocketbook, even if for only a moment, for redistribution with that State as public school funds.

We have some constitutional prohibitions in some States and where we don't have constitutional prohibitions we have statutory prohibitions which would lock those funds out of these agencies the minute they got into a public school agency.

No matter how willing the public school agency might be to fund these 2,000 kids in the 16 programs and 1,000 Catholic parochial schools in Chicago they could not do it if this State had a restriction against using public school funds in a program carried on in a non-public school.

These are things that we certainly hope you will bear in mind in advocating too strongly to the Congress that it jump at changing this program in its administration to that great an extent.

I am very happy that you have cleared that up. Is that consistent with your view, Mr. Fuller?

Mr. FULLER. Yes, I think the constitutional limitations under State constitutions however are the same out of OEO as they would be out of the Office of Education. I don't see any necessary shift in the administration out of the Office of Education and the administration out of OEO for legal or constitutional reasons.

I think there is one other element here that I would like with your permission to comment on just a little. This is a differentiation which to me makes a difference.

There are two ways, there are two results that might be obtained by shifting the Federal administration of Headstart from OEO to the Office of Education.

One is to shift the program administration over there and still leave on the basis of agreement between OEO and USOE, or on the basis of regulations which were written by OEO and which are carried along with the program, the same regulations that were had before.

Now if the shift were made in the way that the six national education association want they would say that this is an educational program and it belongs in the educational agency and they would shift it with the responsibility for the regulations to the Office of Education.

This would not necessarily make any difference so far as the private children and teachers are concerned. The six organizations in this third recommendation down there recommend the transfer of the Headstart program from the Office of Economic Opportunity to the Office of Education. Then we were unanimously—there are 25 people there from the six groups in favor of "retaining the elements of the program which emphasize health, social service, parent education, and parent participation."

We think it does have innovating practices as it is which should be continued.

Mr. FORD. That is something I would like to clear up with you now.

I think we are in complete agreement on the two theories that you have expressed. One, stated in this language at the beginning of the appendix to your testimony this morning, is the recommendation No. 3, to transfer Headstart to the Office of Education. But by enumerating in that recommendation some things you want to retain, you seem to eliminate or maybe omit others.

You have stated that, whether or not you wanted Headstart to become a part of the Office of Education, you wanted it to be administered directly to a public or public school agency as distinguished from the flexibility in the Office of Economic Opportunity which finances some programs through public agencies and some through quasi-public or in fact private agencies.

The entire Headstart program in Mississippi, for example, was financed outside of the public school agency. There is some doubt in some people's mind that there would be any Headstart at all in Mississippi if it had to be financed exclusively through a public school agency.

Now are you recommending that in the shiftover that this legislation ought to spell out language that would allow the funding outside of public school agencies?

MR. FULLER. Do you mean the agency immediately below the Office of Education which would be dealt with by the Office of Education?

MR. FORD. Perhaps I did not make it clear.

It is my understanding that in every piece of legislation that we have passed authorizing the Office of Education to disburse funds for elementary and secondary school programs or for anybody below higher education level, let us put it that way, there is a very specific restriction requiring that the funds must go to a public agency.

Do you recall in 1965 you gave special testimony and were one of those people who urged that this was an essential part of the Elementary and Secondary Education Act. Now if, we as an amendment to the Elementary and Secondary Education Act of this year, add to the duties of the Office of Education under that act the administration of Headstart I want to know whether you want that restraint that is placed on the other funds in that act, the restraint being that only public school agencies will receive grants, to apply as well to Headstart funds.

Do you want the nonpublic schools to be eligible and other nonpublic agencies other than schools to be eligible for grants for Headstart programs after this transfer or not?

MR. FULLER. I think those would be unconstitutional and I would not want them.

MR. FORD. No one has said they are unconstitutional now before we transfer.

MR. FULLER. I know—

MR. FORD. You say the transfer would make them unconstitutional?

MR. FULLER. No one has said that they are unconstitutional now? What difference is there in the constitutionality when it comes from one Federal agency than from another Federal agency?

MR. FORD. I don't see any constitutional problem but I see a statutory problem because we specifically in order to avoid having a

fight with a lot of people about the constitutionality of the Elementary and Secondary Education Act went along with putting in these restraints.

Now we are faced with a program, with 500,000 kids in it already and another 125,000 in the on-going program and we are talking about transferring it.

What I want to know is whether in your recommendations for the transfer you do not contemplate that the transfer will have the result of putting the nonpublic school and nonpublic agencies out of the Headstart business?

Mr. FULLER. I would say that the Office of Education should operate under the same rules that it operates under in its other educational business.

Mr. FORD. Then you agree with me it would not be proper for the Office of Education to fund the program to the archdiocese for the operation of project Headstart?

Mr. FULLER. I think it would be fully as proper and fully as constitutional as it is for any other Federal agency. I am not avoiding the question.

Mr. GURNEY. If I may make this comment, I don't think it is fair to ask these State school superintendents how they think the constitutionality of operating a Headstart program under any contemplated change of the law would be.

I think what they have recommended is that they agree with the fact that it is a good idea to change the operation of the program from the Office of Economic Opportunity to the Office of Education. Beyond this I don't think it is incumbent upon them to comment on whether private agencies should still stay in the business or not.

This is what you want them to say.

I don't think it is appropriate that you ask them that. Certainly we here in Congress will have to decide that. Maybe it is a good idea, maybe it is not. But this is not testimony that you ought to elicit from these State school superintendents, with a leading question such as you are doing.

Mr. FORD. I appreciate the gentleman's concern but I think I ought to tell you that in 1965 when we wrote this act the gentleman to whom my question is now addressed was one of those who appeared before this committee and was as responsible as any other man in the country for the specific language going into this act that concerns me.

I am not asking for a constitutional opinion. I know what his constitutional opinion is. He has been involved in sufficient litigation to make that clear. I am asking him as a recognized expert on the fine lines that are drawn throughout the country in this regard if he believes that the language we put into this act in 1965 would prevent a Headstart program from being administered under the Elementary and Secondary Education Act by anyone other than a public school agency.

It is that simple.

Mr. CHRISTIAN. Would that not be more appropriate for the U.S. Office of Education to answer? The way the language is in the act would they not be the ones to say whether they could make the contract with the private or parochial agency for Headstart.

Mr. FORD. They ultimately will have to do that. Maybe the Attorney General will have to render an opinion. I think we ought to lay the cards on the table and be honest. If we are simply talking about the transfer for the sake of operating the program more efficiently, fine. But if we are not willing at the same time to admit that the transfer carried with it a secondary purpose of taking out of the business of operating Headstart people who are already in it, why don't we say so.

Mr. CHRISTIAN. I don't think any chief State school officers want to take away from the parochial or private organizations this opportunity of Headstart. Our interest is furthering the education but it ought to be in the educational agency.

The OEO does more than just education. The U.S. Office of Education is an educational agency. We consider Headstart an educational agency. For that reason it ought to be in the U.S. Office of Education.

Someday we are going to grow into a program nationwide where we recognize the kindergarten and preschool youth, that we can prepare program right now. This has moved into the various States in the Nation. They were not prepared for it.

Consequently we had to do the best we could.

Mr. GURNEY. Let me ask this question if I may.

Mr. FORD. I will yield to the gentleman as soon as I respond to the gentleman.

Mr. GURNEY. I had the floor before you did.

Mr. MEEDS. A point of order. The gentleman is out of order.

Mr. FORD. I will yield to the gentleman as soon as I respond. I will say I don't disagree with what you have said but you are not saying what Mr. Fuller has said.

Mr. Fuller will not go so far as to say that the State school officers do not want to change the administration of Headstart with respect to nonpublic school agencies operating Headstart program.

Mr. CHRISTIAN. I go back to my question.

This is the question you should ask the U.S. Office of Education.

Mr. GURNEY. Perhaps this will settle this ball game right now.

Do you gentleman have any nefarious schemes to take away the operation of Headstart from any of the organizations that are now in the program, other than public school organizations by your recommending that it be placed under the Office of Education?

Mr. CHRISTIAN. I want to speak for Florida, absolutely not.

Mr. PAGE. No.

Mr. GURNEY. I think that answers the question, Mr. Chairman.

Mr. FULLER. I would say "No," too.

Mr. FORD. I want to make it very clear that no one on this committee has suggested that Mr. Fuller or anyone else had a nefarious scheme. But Mr. Fuller and members of this committee have been consulting on this subject so long that I don't think we are ruffling his feathers or surprising him with any of these questions. This is not a new question before the committee or a question with Mr. Fuller. We respect very fully his expertise in the field we are dealing with.

Mr. MEEDS. Perhaps this would put it in context, Mr. Chairman. Would it be fair to ask you gentlemen that if you knew that by a change in the program from the Office of Economic Opportunity to

the Office of Education that approximately one-third of the young people who are now undergoing educational experience in Headstart would be deprived, would you still make the suggestion?

Mr. CHRISTIAN. I would like to ask the Congressman where does he have the information they are deprived. The U.S. Office of Education can enter in a contract for use of such funds.

Mr. MEEDS. Not under present legislation. We have specifically excluded this type of operation.

Mr. CHRISTIAN. Are you talking about changing the law? It could be changed could it not?

Mr. PAGE. Don't we enter in private contract with veteran-approved agencies for private schools?

Mr. MEEDS. You think in your State of Illinois there would be no constitutional problem?

Mr. PAGE. I think there probably would be no greater constitutional problem than we now have with title II. My lawyer tells me, under title II, I am operating illegally by abiding by the regulations of the Federal Government. We are going to try to find out.

Mr. MEEDS. Do you think there would be any more problem than what we have now under the Office of Economic Opportunity?

Mr. PAGE. Not being a lawyer I am not sure I can respond. My personal judgment is that there would be some possible trouble.

Mr. MEEDS. Do you contemplate that some children might be deprived, some children in nonpublic schools might be deprived of this opportunity?

Mr. PAGE. I believe that the mechanics could be set up in such a manner that we could have this articulation that in the State agency where we would not deprive youngsters of the opportunity of participating in this enterprise or in this endeavor. One of the things that I think I failed to bring out, that I did bring out after lunch, it is of concern to me and of many chief State school officers I believe that the Headstart is a good program and I personally believe it has great potential, that there should be enough articulation with the State department of education that we could conduct a followup when these youngsters leave Headstart in the public schools which we do not have now.

I think this is extremely important in this act.

Mr. MEEDS. We are hopeful this can be done. May I finish addressing my question to Mr. Christian?

Could you speak for the State of Florida in this regard?

Mr. CHRISTIAN. As I understand the question, do you think there would be any constitutional prohibition? I don't think there is. I believe we could handle this with private and parochial schools. To my knowledge we have. I think it would work just as well under the U.S. Office of Education as under OEO.

Mr. MEEDS. The gentleman from Kentucky, Mr. Sparks.

Mr. SPARKS. I don't know. If it were to be done by the U.S. Office of Education—we would have no problem if it were done through them. However, if the funds were to come to us and then to the local district we might have some difficulty.

Mr. MEEDS. This is the State constitution?

Mr. SPARKS. Yes. From my understanding the talk has been all along that this should be handled by HEW and it did not mean with

no intention of our States dominating or ultimately vetoing or approving these programs. As it was an educational function then it ought to be handled through an educational agency.

Of course, you would have to modify your law.

Mr. MEEDS. That is my next question. You feel the best way to handle it would be to handle it through the Office of Education here nationally?

Mr. SPARKS. Yes, sir.

Mr. MEEDS. The next question is to Mr. Fuller.

Mr. Fuller, would you agree with and support a change in our law which would allow this to happen? Speaking for your organization?

Mr. FULLER. I can't speak for the whole organization on that point except that they believe in the policy of separation of church and state, and so forth, and in obeying the State constitutions as well as the Federal.

I do believe, however, that it would be possible to have it in the Office of Education and I don't think it is necessarily a part of ESEA in the Office of Education which I believe Mr. Ford has assumed. It might be set up separately in the Office of Education.

Mr. FORD. I have been looking at the act with the help of counsel. We do have in several ways individual titles. We have the general language entitled "Definition of local educational agency" because in every title we provide for funds to go to a local education agency. We define it in such a way that an agency that is not administering some kind of public school program is not an educational agency.

Under the Economic Opportunity Act the agency to whom we send money for a community action program may or may not be a public agency and it may then allocate its money to a public school agency to administer which it does in 70 percent of the programs. But in 30 percent of the programs the funds are not administered by a public agency. That is the group we are concerned about.

Recognizing it, it may or may not be a part of the Elementary and Secondary Education Act. Would you agree with me that what these groups, in recommending the transfer, are saying here is that they are advocating that the same restraint be put on these funds that we have on the other elementary fund which in legal effect would clearly prohibit funding outside a public school agency?

Mr. FULLER. As a matter of fact, Mr. Chairman, this was not discussed at all. The items here were proposed, three from each of the six national organizations. They were discussed in Chicago at some length in November. They were discussed here at some length in January. But this question did not arise.

I believe, however, that if the Congress wants to take the title II format that it might utilize the individual benefit theory in the same way that it is being utilized in title II of the ESEA.

I think some adjustment could be made. I do believe that if it is an institutional grant to institutions that you do raise the questions under a number of State constitutions.

Mr. FORD. Let us take a specific example.

The Office of Economic Opportunity, and this is distressing to some people and not to others, found in Harlem that the Headstart program

as a continuing program would be out of business when they looked for space for it.

Talking about using schoolrooms in summer is one thing but as in all other cities as soon as September comes around every nook and cranny is full.

In order to get a second year of Headstart and I don't know whether this is being done anywhere else—they started using, a number of small churches in the neighborhood where these children are found to conduct Headstart programs.

They didn't have sanitary facilities for the children. They put a hot water tap in, a washbasin and commode, and authorized \$500 or \$600 expenditure of OEO money for this purpose. Clearly this was an improvement to church-owned property as distinguished from public property. It was justified on the basis they were actually giving the funds to a community action program which sought this piece of equipment in the same way they sought a projector or something else.

Now this kind of expenditure would, I am sure, be clearly prohibited under any of the existing legislation authorizing the Office of Education to disburse funds.

I think you have answered me by stating that since it wasn't discussed it is not fair to assume that they either were in favor of or opposed to the continuance of Headstart programs in other than public school agencies; is that a fair question?

Mr. FULLER. I think that is a fair question.

Mr. PAGE. I think you have pointed this in your discussion. We are asking, at least I am speaking for myself, that this program be placed under HEW. They may continue the contract with the community action program and as you stated they contract back with the public schools but I would like to again emphasize the point that I think it is extremely important that these contracts at least be recorded with the State educational agency if we are expected and going to be able to carry out any followup in such a manner to see how successful the program might be.

Now why not write it in the law that there will be, it at least will be recorded as to the location of these programs.

Mr. FORD. We do have a requirement that the community action program application go to the State community action officer. He is the fellow appointed by the Governor of your State, whatever State you are from, and every program before it is funded has to clear his office.

As a matter of fact, he has a veto power.

Mr. PAGE. We run in a little different problem when you have the State superintendent being elected and Governor being elected.

Mr. FORD. You have some agency in the State capitol where all this information about Federal programs is being given. It would simply be easier to ask them to forward this information to you as they receive it. They see the program before it is funded.

They go into it in great detail as a matter of fact. They have the right to recommend. If they recommend against it there has to be a specific hearing before the funds can be granted. It is not quite a veto.

Mr. PAGE. I think we all agree as public servants to operate in good faith with each other. I think we can agree that we can reasonably expect that this information is made available.

When you find a situation where it is not, then where do you go. Do you let the followup go? Is there some means by which we can correct this situation? This is my question. We agree with the regulation in title I of the Elementary and Secondary Education Act that those programs should be planned in cooperation with the community action groups.

We also agree that Headstart should at least be recorded with the educational agencies so that we know what is going on in the educational agencies of the States.

Mr. SPARKS. Mr. Ford, in your absence I discussed our liaison with the Headstart program. We do not have the difficulty that they have in Illinois. We have had close cooperation.

Mr. CHRISTIAN. In Florida they send us a copy of every Headstart program where it originates, the amount expended. It is recorded in my office.

Mr. FORD. What we are saying herewith is that you are already telling one office in your State in another bill that they have the power to and must pass on all the programs at the State level. If we come back and tell another State agency that, we are contributing to a separation of State cooperation.

Perhaps what we really need to do is remind these folks of their responsibility under the Economic Opportunity Act because clearly that act does place the responsibility on the State Office of Economic Opportunity to be the clearinghouse of all so-called poverty programs of the State.

You have the other types of programs like the Neighborhood Youth Corps, the out of school program.

Mr. ERLBORN? Mr. Gurney?

Mr. MEEDS. Thank you, Mr. Chairman.

I am sorry I was absent. Did we get back into title V? Did Mr. Gordon testify at length on title V? Were you questioned on title V?

Mr. GORDON. Not after lunch.

Mr. MEEDS. You were a member of the advisory committee on title V, were you not?

Mr. GORDON. Yes.

Mr. MEEDS. You have been engaged in a comprehensive examination of the entire program under title V, is that correct?

Mr. GORDON. We looked at the program.

Mr. MEEDS. You have written one report which was presented to the Office of Education, and as I understand it you have prepared another report?

Mr. GORDON. The counsel has just prepared another report on the program which is being forwarded to the President at the end of this month.

Mr. MEEDS. It is not available yet to us or to the Office of Education, is that correct?

Mr. GORDON. That is correct.

Mr. MEEDS. Can you tell us, Mr. Gordon, without being real specific, I don't want to violate your report or anything, whether or not you found any difficulties with forward planning in the State departments of education?

Mr. GORDON. The recommendations of a year ago suggested, as I recall, encouraging planning and evaluation activities within the State

department and recommendations this year will also urge that the State departments forward studies and do forward planning.

One of the most interesting projects funded under title V is an aid State project in the West by Colorado. They call it Project 1980 which has made an extensive study of what the region will be like in 13 years, and how they might respond and plan the change that will be necessary within those State education agencies, and the educational establishment throughout those States to be responsive to the future needs.

I presume the same type of information will be compiled in other States.

Mr. MEEDS. I have some statistics here somewhere with regard to the amount of money being utilized by the State departments.

Mr. CHRISTIAN. They are in Mr. Fuller's statement, aren't they, Ed?

Mr. FULLER. Yes, there is on title V but there are other allowances in title I and title II.

Mr. MEEDS. Certainly this is understandable and I like to have your comments on it because this is right in your domain. My recollection of the figures showed that approximately 25 percent of the funds and about 27 percent of the positions created were from funds under title V in the first year of the operation of title V and thereafter about 18 percent and some 20 percent of additions in the second year.

I guess the submission of applications showed a further decline in the request of State educational agencies for, one, funds under title I and, two, positions under title I for planning.

Am I correct on that?

Mr. GORDON. Under title I?

Mr. MEEDS. Under title V.

Mr. GORDON. I believe that is true. Essentially the first year, and these gentlemen would know that better than I, we spent recruiting personnel to be able to carry on the added responsibilities that were given to State departments by the other titles if no other and the additional expenditures in other areas.

Mr. FULLER. I think I can give you those statistics. This was in Commissioner Howe's testimony last Tuesday, found on page 18 and a little bit before that I guess. It says that in writing title V that Congress suggested 10 areas in which State agencies might be strengthened.

Of course, the first four of those 10 areas in section 503(a) (1), (2), (3), and (4), I mentioned in my testimony this morning. Those do take in the whole range of planning and evaluation and certainly do allow a State to make a project to include anything at all that is included in proposed part (b).

These figures were based on a first-year appropriation of \$17 million. The States applied for funds to cover some 1,800 new positions. Incidentally they were able to employ only about a thousand of them as it appears later in the testimony.

They said 25 percent of the funds and 27 percent of the personnel were expected to work in the planning and evaluation areas. The States recognized the need and took steps to meet it.

However, by the end of the fiscal year the States had amended their applications to reduce the planning function in 19 percent of the

funds and 20 percent of the positions and for fiscal year 1967 the applications had reduced the personnel for planning function to 14 percent and 18 percent of the funds.

The only thing that amazes me in the testimony of the Commissioner is that the planning function has received as much attention in the States as it has. My secondary surprise is almost as great. That the States would maintain that pace after building up a planning agency and doing planning with a fifth of all of the money for the first 2 years.

Mr. MEEDS. I think it would be fair to assume that the heavy end, so to speak, of the planning would be in the first year.

Mr. FULLER. That is right.

Mr. MEEDS. Because that is when we attempted to get some of these innovative programs off the ground.

Mr. SPARKS. In line with that in our organizational plans we had permanent arrangements for permanent groups to continue in planning but when we finally received our allocation we were reduced approximately one-third; we had to operate and we even had to roll back vacancy credit under which we could continue to operate the programs because we had planned in terms of—in conducting in terms of a \$450,000 appropriation, and we finally had to operate under a \$308,000 allocation.

So we had to eliminate this from our plan and had to revise our own plan with the U.S. Office. So, we would have spent more on planning but we had to maintain our existence. Planning had to go. If it were incorporated under title V without title B, I think we could do an excellent job there.

Mr. MEEDS. If I might ask a couple more questions of Mr. Gordon.

In line with your testimony this morning of, one, finding some long-range objectives or a goal to attempting these things and, two, then evaluate what you are doing, do you think enough of this is being done by State education agencies at this time, Mr. Gordon?

Mr. GORDON. No, I think very few if any have developed any long-range planning. The money, that has been spent for the reasons pointed out I am sure are urgent but just planning consists of a lot of different things.

There is a considerable amount of simple short-range planning necessary, for example, to get the Federal programs going as Mr. Christian pointed out; they needed to plan in the State educational agency in Florida to provide assistance to small counties to get the money they were entitled to get under title I, and I presume, under title II, and I presume, even under title III.

It is the setting of a long-range goal over a longer period of time and trying to fit program objectives into the long-range goal that seemed to me to be the emphasis.

Mr. MEEDS. The comprehensive goal for education in the State, is that correct?

Mr. GORDON. In terms of our own planning we had instituted such a study. We had come out with an overall purpose of continuous planning but we were unable to institute it with the shortage of funds.

Now our feeling is that planning ought to be closely related to operation. If they are divorced you are going to have academic exercise outside the area of education.

In our experience in the past 20 years we had numerous studies and evaluations of our own State department functions and our overall State efforts but they have never been successful when they were disassociated with the State agency.

We have completed this internal study which was done cooperatively to a great extent. We call it a cooperative study and practically instituted. The advances are moving on with the exception really we have eliminated to some extent our planning function because of not being able to finance it at this time.

Mr. MEEDS. I don't think there is any disagreement with anyone at the table that a comprehensive planning, State planning of education is a laudable role. Is there any disagreement with this?

Mr. FULLER. This has been done in so many States and from State to State the last few years that I am surprised and amazed that anyone would raise the question.

It seems to me that the States have gone overboard if anything on long-range planning, middle-range planning and short-range planning.

Mr. MEEDS. Enough comprehensive planning has been done by the State educational agencies at this time.

Mr. FULLER. Yes, and even in this third year considering the amount of money to be expended a larger percentage was expended for planning.

Mr. MEEDS. Then you disagree with the gentleman from Kentucky when he says he needs more funds?

Mr. FULLER. I don't disagree with that at all. I say that the States want to do planning and have been doing planning to the extent of their capacities.

Mr. MEEDS. My next question is, do you think enough has been done?

Mr. FULLER. No. I think it is a continuous process.

Mr. MEEDS. Are we agreed more needs to be done?

Mr. FULLER. Yes.

Mr. MEEDS. Then it is just a question of methodology, is it not?

Mr. FULLER. Largely, and administration.

Mr. MEEDS. Would you have objection—and we are just talking here—would you have objection to a plan under which the so-called section (b) of title V were incorporated in title V, the additional money given under title V, and earmarked for the specific purpose of planning on this comprehensive basis?

Mr. SPARKS. No objection unless it is put under a different agency that has nothing to do with the operation of education. This is our concern. I am afraid you won't achieve your ends if you put it under an agency that may have conflict with the State department of education.

Mr. MEEDS. I don't know that I entirely agree with you. You know, if I can by analogy, I don't know that Congress would be the best one to determine what makes Congress tick sometimes either.

You know, we hire outside consultants to tell us how to modernize our effectiveness or how to make ourselves more effective. Sometimes it is good to have a shot from the outside.

I understand your concern with this. I was trying to bring out that I didn't think you had any objection to the allocation or authori-

zation of more funds for planning and recognized the need for long-range planning. It was just a matter of who does it.

Mr. FULLER. I am sure all chief State school officers would welcome, as they have already said without an objection from anyone, increased funds in title V and they would not resist it if it were earmarked there for planning to some extent.

However, there are two fundamental objections to part (b). One fundamental objection is that this is going to cause untold trouble in at least 10 or 12 States. It probably will not be implemented at all in those States as a result of these troubles which we can predict, knowing the situation.

The second thing is this.

Mr. MEEDS. May you stop right there. Is there any indication that the Governor would authorize someone other than the State educational agency as the agency under section (b) of title V?

Mr. FULLER. We think it would be entirely possible and probable in some States.

Mr. FORD. Where in the bill do you find the suggestion that it would be the Governor who would submit the State plan?

Mr. FULLER. May I read the statement of the Commissioner on that given at the White House press conference?

Mr. FORD. Yes.

Mr. FULLER. He said and this is on title V, part (b), and I take his word for it because he is a good friend of ours, we spent a great deal of time with him, we are on very good terms, we cooperate as completely as we possibly can.

Now I am going to quote, "The second title of the elementary and secondary amendments is this proposed comprehensive educational planning which will be an amendment to title V of the Elementary and Secondary Education Act. It proposes to give to States funds for comprehensive planning activities.

"I would call to your attention the fact that when we say 'to the States' we mean the Governors of the States who will then decide what agency of the State is to conduct this comprehensive planning activity.

"When it is conducted by the educational agency selected by the Governor the proposal for grants from us will flow back through the Governor. Then we will make grants to the agency the Governor has designated.

"The inclusion of the Governor in this results from our brief that any long-range forward-looking planning at the State level has to include those who have responsibility for the planning of State budget."

Politically, we know where this came from. I would like to ask not to have to describe the situation but we know where it came from.

Mr. FORD. Let me say that I am surprised and very much concerned that that is Mr. Howe's view of how this would be administered because that is not the way I read the Perkins bill which is before the committee.

It seems to me we have left it completely to the initiative of someone in the State to submit a State plan in the same way as we have in other cases. I would presume in my own State the most appro-

priate person if our State was to submit any application for educational funds would be the superintendent of public instruction.

The politics of tying us down either way it seems to me gets the Congress in a real mess. I think the bill is very carefully drawn so that the people out in any individual State will have to fight it out as to who is the appropriate person under the constitutional statutes of their State to submit a State plan.

Also, Mr. Gordon this morning expressed some concern about the ability to have one planning agency for the elementary and secondary schools and a separate one for higher education. This recognizes a political fact of life that in some States we have a constitutional separation for higher education. In my own State of Michigan, for example, the regents of the University of Michigan, Michigan State and our other State constitutionally created institutions would hit the ceiling if we said their planning was to be done by an agency that threw them all into the pot.

They have managed to get excellent separation by virtue of constitutional provisions that have recently been rewritten and strengthened. In order to keep them happy we have to have the possibility of one group doing the planning for them and one for elementary schools.

I can see that if we put into the statute what Mr. Howe had said in a press conference in my State we would have a real howl because we have a Republican Governor and a Democratic board of education that appoints the superintendent of public instruction and we would be injecting ourselves into a local political fight.

In Illinois as has already been indicated today we have a Governor and superintendent of public instruction from different parties. Goodness knows what would happen when they fight in Illinois if anybody wants to take sides in that argument.

I hope that we won't have to. What you have just read here from Mr. Howe is the first suggestion I have heard of a directive from Washington as to who in the State will submit the application. It is their assumption it would be safe for Congress to leave it to the individual States to determine either by local statute that might have to be passed or by existing laws that already confer certain powers and duties on people.

As a matter of fact, I have had occasion in recent years to review the educational provisions of the constitution of a number of States when we were writing our own in Michigan. There were a number of States that were very careful to circumscribe the duties of the Governor with respect to the educational agencies of the State.

The powers are really limited in a large number of the States, the theory being that the Governor is always political and the office of education of the State is not.

I would think that there is already existing law in the States that pretty well directs you to have the authority to submit the application.

Do you have any pragmatic type of suggestions on the language that is in this bill? I am inviting in effect a suggestion from you as to how we can avoid stirring up conflict.

Mr. GORDON. It is a question of what you want to do. I happen to be a graduate from the University of Michigan. I remember the

political situation of Michigan fairly well. If you want to have a total plan of some sort in the State whether there is some interaction between the political body and the school system in the State then in some fashion, they have to be brought to bear upon each other.

What happens now, if I recall the situation, is, generally speaking, a fight within the appropriations committee of the legislature. That is really where the relationships are worked out.

To an extent that is our situation in Florida where we have an independent board of regents who are concerned with higher education. Yet the junior colleges are under the county school systems.

So, I am in a position of being on a local school board which operates the largest institution of higher education in the State of Florida because we have some 20,000 students in a community college.

Out in Colorado we have a situation where there is not only a board of higher education and elementary and secondary education, but the vocational education has a separate board. I am sure that is true in other States.

So in some way, we have to bring these things that relate to each other. I assume whoever you toss the ball to in the State is going to be involved in a heck of an argument.

I would see no objection to the requirement that the chief State school officer prepare a plan that not only takes into account his specific responsibilities but parcels out in some fashion a way for the other agencies to interact.

Somebody has to coordinate this. We have this situation, for example, in many States where State education agencies are involved in curriculum support. They have supervisors who are working in mathematics in a number of school districts but they have no particular relationship with the State universities that are training the new teachers of mathematics.

You have very little feedback between what is actually happening in schools, what is happening in colleges of education and what is happening in the inservice training of existing teachers.

This is a highly inefficient way to get curriculum change unless you are forcing them to get together. In many States there is no opportunity to do that. It seems to me in some fashion as we move along in education, we are going to have to bring these factors to bear on each other without necessarily saying who is in control.

Let us see that everybody knows what everybody else is doing. That is very much in favor of focusing on some type of comprehensive long-range plan for education through the States.

MR. MEEDS. Mr. Chairman, I have just one question, if I may. I will ask the question of Mr. Fuller. If some language could be devised to take care of this problem which would make it primarily the object or the duty of the State educational agency, then would you suggest that that same agency be required to give approval or disapproval in the exercising of the veto power which you are suggesting under title III?

MR. FULLER. I don't quite understand as applying to title V.

MR. MEEDS. This morning your objection to title III was that the State ought to be able to say whether a program was going to be instituted and it should come under a State plan rather than the action between the Federal Government and the locality.

Wasn't that the effect of your testimony this morning?

Mr. FULLER. Yes.

Mr. MEEDS. When you say the State, to whom are you referring in the State, the Governor of the State or the agency which we are talking about here?

Mr. FULLER. That is the difficulty. That way this is written and as a practical matter when you say the State, you throw up a whole series of roadblocks. Some of these roadblocks are in the fact of timing again. If a legislature is in session as in Florida, there may be an appropriate committee to go to.

Ordinarily, however, the legislature is not in session and the general government of the State is under a Governor. It seems to me that in most instances at most times in most States, it would be the Governor.

Now, you have all kinds of educational complications also. There has been a gradual development for the past 15 or 20 years toward using the State educational agencies as the focal point for the administration of Federal aids, at least to public education.

This would be a reversal of 15 or 20 years of experience, doubt, confusion, political battles. I agree with the chairman that this would raise all kinds of political hackles in a good many States.

If I had the time, I could name the States and name the way the political hackles will arise; they are already there. When you raise anything more that can be used as a roadblock for the smooth, carefully planned administration of intergovernmental funds in education, you are doing a real disservice.

So, I think this ought not to be in any organization except the State education agency. Now, I would go this far and I realize the political promises that have been made in regard to this. I would say this is my personal viewpoint—I would say that the review and recommendations by the Governor which would give the Governor as much as the States now have under title III would be all right, just a review and recommendation.

Mr. MEEDS. To the State department of education?

Mr. FULLER. To the State department. I would go that far to satisfy the promises that have been made. But let me say again that there is no confusion in the Office of Education about this.

I have had personally several conferences during the last month or so as it was being developed. There is no misunderstanding there about the role of the Governor in this, almost always the Governor.

It has to be practically.

Mr. MEEDS. This is the problem we are faced with, as members of this committee, in writing legislation. With whom should we deal in the State when you speak of the State. That is why I asked for clarification.

As I understand your testimony, your testimony is that under title III, the veto power should be exercised by the State department of education or State educational agency.

Mr. FULLER. The service and approval and the time and place and number and the coordination with the intermediate units already operated by the State and local resources with title III supplementary centers.

Mr. MEEDS. It is presently being coordinated but what I am asking you is, let us assume that the State department of education did not approve of a supplementary center in Chicago which was proposed?

Mr. FULLER. I can't imagine that.

Mr. MEEDS. As I understand your testimony this morning you would want the State of Illinois to be able to disapprove of this plan. Is that correct?

Mr. FULLER. You would have a cooperative State plan developed with the full participation of the local people in the State. The State department does not sit up there and just take a guess and impose something.

Mr. MEEDS. I am not trying to trap you or anything, Mr. Fuller. I am just trying to get a straight answer about who on the State level should approve or disapprove of this proposal between the Federal Government and the local government.

Mr. FULLER. The State educational agency. I think there is no exception to that where it involves the elementary and secondary public schools.

Mr. GURNEY. Mr. Chairman, may I ask the floor?

Mr. FORD. Go ahead.

Mr. GURNEY. May I ask a question here of the three school superintendents? How much planning have you done in recent years. for example, such as provided under the grants in title V?

How much has been done? In Florida, for example, have we done anything in this field in recent years?

Mr. CHRISTIAN. Yes. We have had extensive planning. As you perhaps know, we have conducted several statewide educational planning conferences and only recently concluded another one and have planned four more of which we are trying to establish our objectives and goals in education for the State of Florida.

We are like so many other States. When we were caught with this appropriation after it was reduced, we had to reduce our planning and go ahead with already existing employees on the payroll.

We could not cut those people off in the middle of the year when we found out our allocation but Florida has done extensive planning, it will do more as I indicated to you, with additional conferences, with professional and lay citizens, I might say, in this field.

Mr. GURNEY. How much money have you spent in this area of planning?

Mr. CHRISTIAN. We had an appropriation of something over \$300,000. I know we have spent close to \$75,000 in the area of planning already.

Mr. GURNEY. What I am really getting at, of course, while planning is important, I am trying to find out if the States are doing considerable planning—as you point out, we have done much in Florida in fairly substantial fashion.

Mr. CHRISTIAN. Yes. I think the major point that Mr. Ford was trying to mention how can you write a bill to insure educational planning which needs to encompass not only the regular school program in the junior college but institutions of higher learning, the whole thing, to be sure it is comprehensive in nature and not leave anyone out.

I think it can be done by designating some local agency and review by the Government and write in the bill that all these various institutions have to be included. I don't think this is a complicated thing to write.

I say here we can do this. It is included now in title V. We want this additional money. Let us not leave here thinking it is not needed for educational planning. This money is needed: This \$15,000 proposed is needed, wanted and can be used.

Our question is who is the agency best to serve this purpose? We think the State department of education. I think our Republican Governor would designate our agency to do it in our State.

At the same time, I think the law ought to spell it out to keep other States from having to wonder who would do it.

Mr. GURNEY. What about the State of Illinois? What comment do you have?

Mr. PAGE. Two years ago our general assembly appropriated I believe it is \$210,000 for a jointly sponsored task force on education in the State of Illinois, sponsored by the Governor, the superintendent of public instruction and chairman of the school problems commission.

That report has been released. The report encompasses all facets of education, method of finance, school district reorganization, State department reorganization, county reorganization.

It encompassed curriculum development, vocational education. All agencies have been studied and a comprehensive planning program has been developed in the State of Illinois. The school problems commission has now in the State of Illinois a bipartisan legislative commission with five lay citizens on it plus the superintendent of public instruction, director of finance, are now giving priorities to the recommendation of the task force as to what can be implemented in this session of the general assembly as opposed to what can be put off until the next session.

So we are doing a great deal of planning in the State of Illinois.

Mr. GURNEY. In other words, then in your case, this would be a duplication.

Mr. PAGE. I think in some respect it might be but, I think, more important it would supplement our planning because we have the plans but we do not have the resources to implement many of the programs that are now recommended.

Mr. GURNEY. What about Kentucky?

Mr. SPARKS. In the past 6 to 8 years we have spent almost \$300,000 in planning in the State of Kentucky. We have made a curriculum study. We have had three different studies of the department of education and one is just being—it just has been completed on the foundation program of service which sets out for it the priorities through about 1974 right now.

The last study we made, we just completed a final study on the department of education which reviewed the other studies made for the past 10 years.

It was done by the way with title V funds. We need additional funds for continued planning. We have the base now from which to move. We feel we can do this continued planning much less expen-

sively than we could if you put in another agency now to have to begin all over.

Mr. FORD. By observing the section we have made quite a contribution here because it seems we have identified a possible problem. But also we should start to identify what Mr. Perkins has in mind here for this whole concept.

For example, in Illinois, a very logical and easy way to move quickly would be simply to take the group that they have, the task force on education, and designate that in the application as their planning group.

If you look at this we are not suggesting that the planning group should have any power except to examine your resources, evaluate the resources and, taking into account your potential and your future needs, make a recommendation as to the priorities with respect to all of these resources bringing them to bear on the educational problem of that State as they see it.

There might be some value as a matter of fact in, for example, making the superintendent of public instruction the State chairman of such a commission and putting him in a position to be fully aware of what he was examining. But it would seem to me to make good sense in my own State to have someone representing the appropriating committees of the legislature and someone representing the other agencies of Government that are obliquely connected with the educational institution so that you have a contribution from all of these sources in the planning.

The worst that can happen is that somebody can get up on the floor of the legislature and say the planning group financed by the Federal Government says that we ought to spend more money on higher education than we are spending.

I think we should bear in mind that this legislation is not an attempt to confer on this planning group, whether it is your office of education or an entirely new group made up of part of the Office of Education and someone else, any power to dictate to or direct the educational program but merely to evaluate and suggest.

This could be bothersome but out of irritation comes a pearl. With no attempt to be unduly harsh with any segment of the educational community, there are some parts of it that could well stand to be irritated a little bit because there is a certain amount of inertia that we are still finding at various levels and in particular areas that have to be overcome in some way.

The great Senator Barkley from your State tells the story about the fellow with a mule and how he would talk to the mule and get it to do anything he wanted it to do but first he had to hit it across the snout with a two-by-four to get its attention.

That is something that the agency might come up with. All of us who are charged with the duty of administering a limited amount of money, all people in American Government, have the constant problem of big spenders who are suggesting things but are not getting the Congress to give them the money to carry them out.

We sit up here in Congress and we tell you to innovate and to use your imagination and so on. Then we are talking about giving you an amount of money here that is not very innovative in its impact.

I don't think there is a Member certainly on this side who is satisfied that we are getting enough money. We have always appropriated more money or asked for more money on this committee than the administration has asked for.

Whether we will get it or not is an entirely different consideration. But in asking people to do all these things at the local level, we may be putting a block in the road but if you don't do it, who will? It would seem to me that the Governor would be taking an awful great risk if he tried to bypass his established State educational agency and create something outside and then expected any State legislature to appropriate money to carry out the recommendations of that planning board. As a former legislator, I know we have a great deal of respect for the recommendations and requests that come from their elected and appointed school administrators.

It just is not good political sense to try to ignore you folk.

MR. SPARKS. As it is with many of the Governors, some of them are in for 2 years, or 4 without the privilege of succeeding themselves. The same thing with some of our chief State school officers.

There is in our offices and in our Department the possibility of a continuing professional staff which rarely changes with the changing of the leader. This type of thing is necessary that we might have long-term planning.

I am just in office for 10 more months and can't succeed myself but this is not worrying me at all. What does worry me is maybe the same kind of leadership will be in the Governor's office and the professional staff will not get to really study the plans and to participate in the long-term and long-range plans and the same thing I feel about the legislature may be prohibited from taking part in this and we need to have representatives from all segments of Government participate in this.

Higher education necessarily so, you see. Now, they will probably have a continuing force much more than we have in the political side.

MR. FORD. Doesn't that contemplate what you might call a little Hoover Commission on Education?

Recalling the experience we had with the Hoover Commission, there was not a great rush down here to enact a whole slew of recommendations but it did focus public attention on a number of needs in Government which little by little are finding their way to the surface and becoming an accepted concept in improving the legislative and executive branch in every part of Government.

Isn't that really what we are trying to do here, giving you the assistance of having a prestigious group of people with tools to work with and money to work with who can be a little Hoover Commission on the educational establishment and needs of your State?

MR. FULLER. This may be, this is one concept of it. Another thing is that the part B is set up for 5 years. It is more or less like a continuing agency, not an evaluating agency but a continuing agency.

Now, suppose this agency is outside the State department of education and other groups like the Commission on Higher Education and the agency evaluates and it finds out something and it has some recommendations, it has 4 more years to go, and it is not in a position to make the reforms.

It is not in a position when it comes in there as an outside agency that is very much different than the four or five or six outside surveys that Harry Sparks had in Kentucky over a 10-year period.

Mr. FORD. Here you might have this agency recommending, for example, that higher education be tuition-free. You might have the member recommending tuition. You might have a recommendation from a member fighting tuition.

The end result will be a weighing of the relative merits of the proposals made by the several people who have differences of opinion on whether this is good for the future of education.

In the final analysis, it is going to be the legislature that has to take action on it. So really these people aren't going to be the last word. You might find as a matter of fact that you have a planning board with the superintendent of public instruction from the State as chairman and the majority of his planning board disagreed with him.

He can't suppress their public statement. He might find himself facing in the legislature a committee that says, "This is what you tell us but the people out here in the committee have been saying you are wrong."

This can happen any time. There is no way that we can in this act guarantee that you will have the continued and undivided attention and/or confidence of your State legislature in your recommendations with regard to education.

Mr. FULLER. It seems to me that this is not intended in a harsh way either, it seems to me that if the purpose of title V is to strengthen State departments of education, that part B of title V would be making a good start in the other direction in a number of States if it is enacted.

Mr. FORD. I hope that is not what happens. On behalf of the committee, I want to thank you gentlemen for this marathon session. We have kept you an awfully long time. We had a very genuine and direct contribution in the writing of this legislation in the 3 years now that I have been privileged to work on it and we are very grateful for the contribution that the chief State school officers have made to its conception, its birth and now its development.

We may not agree with all you have brought to us today but we certainly will be enriched. So will other Members of Congress, who will take the time to read this record.

I thank you on behalf of Chairman Perkins who I might say had to leave because he discovered during the lunch hour—he went to a doctor—that he had a dislocated shoulder. When he was sitting here this afternoon, he could not lift up this gavel because his arm was in pain.

Mr. FULLER. We thank you very much, sir.

Mr. FORD. The committee will stand in recess until 9:30 tomorrow morning and we will have Secretary Gardner of the Health, Education, and Welfare.

(Whereupon, at 4:15 p.m., the committee recessed, to reconvene at 9:30 a.m., Tuesday, March 7, 1967.)

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1967

TUESDAY, MARCH 7, 1967

HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The committee met at 9:30 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee), presiding.

Present: Representatives Perkins, Green, Holland, Dent, Daniels, Brademas, Hawkins, Gibbons, Ford, Hathaway, Mink, Scheuer, Meeds, Burton, Ayres, Quie, Goodell, Bell, Reid, Gurney, Erlenborn, Scherle, Dellenback, Esch, Eshleman, Gardner, and Steiger.

Staff members present: Robert E. McCord, senior specialist, H. D. Reed, Jr., general counsel, William D. Gaul, associate general counsel, Louise M. Dargans, research assistant, and Charles W. Radcliffe, special education counsel for minority.

Chairman PERKINS. The committee will come to order. A quorum is present. We are delighted to have with us this morning the Secretary of Health, Education, and Welfare. John Gardner has done an excellent and skillful job as Secretary. Considering the magnitude of new education legislation and the diverse problems with which the Department must deal, the Nation has just grounds to be tremendously pleased in the needed services and aid which are flowing in efficient manner to meet effectively many of our problems.

Yesterday the chief State school officers presented their testimony and it was suggested that they tell us how the administration of the programs, the Elementary and Secondary Education Act, particularly title I, could be improved.

We welcomed any suggestions they could offer us in simplifying the application that must come from the local education agencies. There were so few suggestions which to my way of thinking clearly pointed up that the administration of the act was being carried on in an excellent manner. It is a great pleasure for me to welcome you here this morning, Mr. Secretary.

I understand that you do not have available copies of your prepared statement but that copies will be available in approximately 30 minutes. Until those copies arrive we will let you just continue to read your statement. You may proceed.

STATEMENT OF HON. JOHN W. GARDNER, SECRETARY, U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Secretary GARDNER. Thank you very much, Mr. Chairman.

Mr. Chairman, members of the committee: For the members of this distinguished committee there is no need to elaborate on the increasing

significance of education for our time. By your actions in the past decade you have amply demonstrated your commitment to American education.

Suffice it to say that the fulfillment of each citizen's hopes and the solution of our society's most crucial problems demand that we continue to improve our Nation's educational opportunities.

Improvement, however, can only come through careful assessment of what has proven successful in the past and careful planning for what appears to be needed in the future. I feel strongly that these hearings, early in the first session of a new Congress, provide a useful opportunity to carry out this assessment and planning. Thus, I am pleased to appear before you today to discuss certain key measures of our 1967 legislative proposals for education.

The Elementary and Secondary Education Amendments of 1967 contained in H.R. 6230 build upon a number of our most successful existing programs and, also, call for the establishment of several vitally needed new programs. All of these amendments are worthy of your support. At this time, however, I would like to restrict my remarks to two proposals which I feel are especially deserving of comment—the Teacher Corps and comprehensive educational planning.

I do not wish to discuss the Teacher Corps in detail. I understand that my colleagues, Commissioner Howe and Director Graham, fulfilled that task most admirably in their testimony last week.

Chairman PERKINS. Excuse me, Mr. Secretary. I forgot to recognize our distinguished Commissioner of Education, Mr. Harold Howe, also Assistant Secretary, Mr. Ralph Hewitt.

Secretary GARDNER. And Nolan Estes, head of the Bureau of Elementary and Secondary Education.

Chairman PERKINS. Yes; he was here the other day.

Secretary GARDNER. I do wish to make clear, however, what I consider to be the most outstanding feature of the Teacher Corps.

First, the Teachers Corps is designed to help in alleviating one of the most crucial problems of our time: the education of disadvantaged youth. All too often children raised in city ghettos, in underdeveloped rural areas, on Indian reservations, or in migrant labor camps are faced with a life almost devoid of the opportunity to gain individual and material success.

Teacher Corps volunteers carry with them or develop skills specifically geared to the problems of underprivileged youth. Perhaps more important, however, they carry with them an intense personal concern for the children they teach. If a child is deprived and alienated, neither money, buildings, nor books can in themselves make him interested in learning.

Most often, the crucial ingredient is an inspired, considerate, and concerned teacher who is able to respond to the needs of each child. We have many such teachers regularly employed in our schools today. But we need many more, especially in economically disadvantaged areas. The Teacher Corps is helping to provide such dedicated teachers with the opportunity to serve where they are needed most. We must continue this effort.

A second feature of the Teacher Corps is the positive influence it is having upon educational practices. Many Teacher Corps volun-

teers, both interns and master teachers, bring a refreshing vigor to their work. Often their breadth of outlook and innovative spirit serve as a breath of fresh air to both the pupils they instruct and the teachers with whom they work.

Moreover, corpsmen act as a direct link between the colleges and universities in which many of our new educational ideas are created and the practical world of the school where those ideas are needed. This is a kind of link which has too often been lacking or has been too fragile in the past. It is a link which deserves to be strengthened and continued in the future.

The positive influence of corpsmen is not limited to their pupils and schools. There is increasing evidence that the freshness of outlook and the practical teaching experiences of corps members are also bringing about changes in teacher training practices. Schools of education are coming to see the advantages in providing trainees with more extensive field experiences. And the Teacher Corps is making a marked contribution to this movement.

A third significant feature of the Teacher Corps is that it, at least partially, offsets our crucial shortage of educators. Our many new educational programs have brought great benefits, but our supply of capable educators has not kept pace with the increased demands. In time, training programs will help to redress the balance, but for the interim, programs such as the Teacher Corps are of value in meeting the personnel needs of our schools.

The Teacher Corps is particularly helpful in this regard because it places teachers where they are in greatest demand, in our urban ghettos and rural areas.

Fourth, the corps embodies one of our culture's most strongly held values: a desire to help other people. Genuine service to the disadvantaged is demanding work and often takes place in unpleasant surroundings. It calls for a form of selflessness and individual sacrifice which our society has always valued and must continue to foster and reward. The Teacher Corps provides an outlet for the expression of personal idealism and concern for one's fellow man.

The young people of our society have given ample evidence of their desire to create a better world. The highly successful programs of the Peace Corps and VISTA have proved that idealism can be a powerful force for individual and societal improvement. In the short time it has existed, the Teacher Corps has proven that it too can serve as a positive instrument for channeling idealism into programs of practical benefit to our society.

Many of our best young people today wonder whether they have any place in this vast and complicated society of ours.

They feel anonymous and ruthless and alienated. They are oppressed by the impersonality of our institutions. In my judgment there isn't any quicker cure for that ailment than evidence that their society needs them. I don't think there could be anything better for a great many of our young people than a period of hard voluntary service in a venture surrounded by a spirit of dedication.

The idea of a corps, as in the Peace Corps, considerably enhances the atmosphere of service. We are proposing several amendments to the original Teacher Corps legislation which stem from our experi-

ence to date. We will, perhaps, need to make other adjustments in the future.

Nevertheless, I am convinced that the Teacher Corps is deserving of extension and expansion.

I now would like to turn from the Teacher Corps and concentrate the remainder of my formal comments upon what I consider to be one of the most significant of our proposed new programs—Comprehensive Educational Planning.

There has never been a greater need for educational planning. The fulfillment of our citizens and the survival of our society now depend to an increasing degree upon the quality of our Nation's schools. Thus, it is imperative that we give more attention at all levels—local, State, and Federal—to the direction in which this Nation's education is and should be heading.

The proposed Comprehensive Planning amendment would enable States, local school districts, and metropolitan areas to strengthen their educational planning capabilities.

The Comprehensive Planning proposal would authorize \$15 million, the major portion of which would be allotted to State educational planning agencies. A portion of the funds would be allotted at the discretion of the Commission of Education so as to foster planning in metropolitan areas or among groups of States in a region. These funds could be used to hire the trained personnel needed to organize and carry out a major planning effort.

The funds could also be used to provide technical assistance to local school districts requesting it. Planning for higher education would not be mandatory but would be left to the discretion of the States. If a State chose to, it could establish a separate agency for higher education planning.

As it is currently conducted, statewide educational planning is too wholly inadequate. Many States lack any unit whose responsibility is comprehensive planning for the best use of the State's educational resources.

States have periodically created special committees and commissions to draw up State plans—sometimes a master plan, sometimes a plan for a particular activity, such as vocational education. Such ad hoc planning activities have their uses but they are no substitute for the continuous reassessment of progress.

Social and economic conditions change rapidly, and new Federal programs become available. There should be a mechanism for integrating these changes into a State's educational plan.

Such planning as the States have done has often been stimulated by the Federal Government and has tended to deal with particular aspects of education. States are stimulated by Federal programs to devise plans for vocational education, higher education facilities, for improving science and language instruction, or other facets of education. These plans are often developed by different agencies and are not brought together into an overall plan.

It is extremely difficult to plan sensibly for preschool education by itself, remedial education by itself, or vocational education by itself. This is especially the case now that it is becoming more and more clear to educators that it is the whole school experience of the child,

not so much a particular course or curriculum, which has the greatest and longest impact.

Much State planning in the past has been of the following sort: A standard for some particular educational component, such as classrooms, has been defined. For example, it is specified that there should be one classroom for every 30 pupils and the classrooms should have certain physical dimensions, so many windows, so many square feet of floorspace, and so forth. The number of classrooms which do not meet these standards are then compiled into a State "need" for new classrooms. To take another example, it may be decided that teachers must have certain educational qualifications and there should be one teacher for a specified number of pupils.

An assessment is then made to see how many teachers are meeting the qualifications and how many more qualified teachers would be needed to bring the ratio of students to teachers into the desired proportion. The State plan may then consist of a statement that so many classrooms and so many teachers are needed to fulfill the State's educational objectives.

This kind of information is useful, but more significant kinds of planning are possible. With the funds that would be made available under the proposed amendments, the States will be able to engage in the kind of educational planning that forward-looking educators now consider essential.

Such experts believe, for example, that the States should engage in a continuous process of defining the goals of education, not just in terms of classroom characteristics and teacher qualifications, but in terms of what they want children to learn, and to be able to do, when they complete their schooling.

The States may wish to examine the relationship between a child's achievement, attitude, and other characteristics as he completes school and the various components which went into his schooling. They would then be able to assess the relative importance of different stages in the educational process. Moreover, they would be able to measure the potential impact of such innovations as new school designs, teaching methods, and arrangements of teachers. As these relationships become clear, it will be possible for the States to make better judgments about the best use of their resources to achieve their educational objectives.

Comprehensive planning would enable States and local school districts to fulfill more adequately their responsibilities for education. In recent years we have witnessed a remarkable growth in the number of Federal educational programs. These programs have been carefully designed to meet important educational needs, but these needs vary in their intensity from State to State and school district to school district.

What best fits the needs of Montana may not always apply to Indiana, and vice versa. The problem, however, is that too few States and local school systems have had the resources or the opportunity to plan adequately their educational objectives and establish priorities among them.

And this lack of objectives and plans places States and local governments on the defensive in many ways. They are constantly having to

react rather than act. They too seldom have the opportunity to assume the initiative.

Thus the proposed planning measures would strengthen the hand of the States and local school systems. Having the resources to plan, they would be able to formulate their own educational goals and decide upon those they want to meet first.

Then they would be in a position to choose among the many Federal programs available to them. Moreover, once developed, State and local educational plans would have the added advantage of allowing for a coordinated use of resources. Comprehensive plans would readily reveal where resources were most available, where local funds should best be used, where State funds would be most applicable and where Federal programs might be appropriate.

We are rightfully concerned today with building a more effective Federal-State-local system. I believe that the concept of creative federalism is of very great importance to the future of this Nation. But to create the new relationships envisaged in that concept is an exacting task.

The comprehensive educational planning proposal before you is a major step toward making "creative federalism" a working reality.

Another major advantage which could result from passage of these provisions is more adequate coordination between the various educational levels and agencies existing within the States and metropolitan areas.

Currently there exist within most States preschool and elementary and secondary education programs, vocational educational schools, junior colleges, colleges and universities and business schools and technical institutes, adult education programs and assorted other educationally related endeavors. This variety has both advantages and disadvantages. One advantage is the diverse educational and training programs which offer opportunities in keeping with the varied needs of our population.

But such diversity sometimes leads to duplication of effort and waste of resources. An attempt to identify the purposes of each of the various educational programs and coordinate their functions would simultaneously preserve the benefits and reduce the disadvantages of diversity.

This bill seeks to strengthen the planning function where the major legal responsibilities for education reside—in the States and local school districts. Our tradition of State control and local responsibility has many advantages upon which we wish to capitalize. This bill contains nothing which would require a State or local school district to participate.

It is a program which provides for voluntary State cooperation. It would enable these agencies traditionally responsible for education to plot better the course of their educational programs, to allocate their resources more effectively, and to assess their progress more accurately.

Mr. Chairman, in addition to myself, Commissioner Howe and my other associates are available to the committee for any questions which you or your colleagues may care to pose.

Chairman PERKINS. Thank you, Mr. Secretary.

Mr. Daniels.

Mr. DANIELS. Mr. Secretary, in discussing the program of education and planning, you mentioned the concept that Federal, State, and local systems are developing into what you refer to as Federal effort. Now is there any idea in that concept of any Federal control over local or State educational planning?

Secretary GARDNER. No, sir, the whole thrust of this effort is to throw the challenge back to the States and local school districts and enable them to take greater initiative in this relationship.

Mr. DANIELS. Would the Federal Government set forth any standard to be complied with by the State and local educational entities?

Secretary GARDNER. No, sir.

Mr. DANIELS. Each State and each school district would exercise its own judgment as to what would be appropriate for its particular area.

Secretary GARDNER. That is right. Well, the major thrust of this is toward the States rather than the local school district.

Mr. DANIELS. You mentioned what might be good for some regions may not necessarily be an advantage to another State located in an entirely different region.

Secretary GARDNER. That is right.

Mr. DANIELS. Does not the Federal Office of Education propose to coordinate these various plans and to make recommendations to States and local agencies as to what would be preferable?

Secretary GARDNER. No, sir. I would like to ask Commissioner Howe to comment on this.

Commissioner HOWE. One comment I will make on your question, sir, is that we would expect that plans be truly comprehensive in nature, that they address themselves to the full range of educational issues within the State. What we are seeking here is the development of a capacity within a State to look ahead in terms of all of its educational problems over a 5-year period, let us say, to use that capacity on a regular basis each year, to update its plans, and to do a complete job of looking at all the areas of education such as the needs of handicapped children within the State, the special needs of vocational education, whatever they might be in that State, the types of curriculum required by the State and how these indeed seem to be working out in terms of success for the pupils, the organization of education within the State, the need for buildings, the whole variety of components which make up the total educational enterprise. I wanted to make it clear that whereas there is no Federal control assumed here we would be asking States to do a comprehensive job of planning.

Mr. DANIELS. And in so doing would it be confined to elementary and secondary education or the whole gamut of education from the elementary side all the way up to the college level?

Commissioner HOWE. It will be up to the State. The State may include higher education in its planning effort and receive funds for that purpose but the minimal coverage must be across the board in elementary and secondary education.

Mr. DANIELS. Now with respect to the Teacher Corps, the Secretary mentioned that certain amendments were proposed but you did not discuss your proposed amendments. Would you care to state what you would recommend?

Secretary GARDNER. Yes, sir; I would like to ask Commissioner Howe to describe those.

Commissioner HOWE. The proposed amendments to the Teacher Corps, sir, you were asking about?

Mr. DANIELS. Yes.

Commissioner HOWE. There are several proposed amendments to the Teacher Corps. The major one, is first of all, an amendment which adjusts the rate of pay for Teacher Corps trainees, lowering that rate of pay to make it similar to the rate of pay we award in teacher training institutes, both in the Office of Education and in the National Science Foundation. There has been some criticism of the Teacher Corps on the grounds that by using the beginning salary of appointed school teachers in the school system we were over compensating the trainees in the Teacher Corps who in fact are not quite full-time teachers. This is an effort to meet the criticism and to operate the Teacher Corps on a more economical basis.

I think it will succeed on both counts.

There are two other amendments which are perhaps significant. One makes clear the matter of local control of the trainees in the Teacher Corps, whereas there has not been in our minds any doubt about this it is not spelled out in legislation because there have been concerns about it.

We are spelling out in legislation through this amendment the fact that the local school district has full control over the acceptance, the routines, and the discharge of these Teacher Corps trainees who work in that local school district. A third amendment is of the same nature but addresses itself to the prerogatives of the State.

Here again there have been concerns about the Teacher Corps and the fact that it might be introduced in a State without that State's approval. Our practice has been to consult the State education authorities but here again we wish to spell it out in legislation and in effect to give the State a sign off on the introduction of Teacher Corps trainees in the Teacher Corps system of the State.

This will guarantee for instance such matters as teacher certification over which the State has authority will be checked with that State prior to the introduction of this teacher training program in the State. There are one or two other minor amendments.

Mr. DANIELS. My five minutes are up. I will be back later.

Chairman PERKINS. We will give everybody a chance to go around. Mr. Ayres.

Mr. AYRES. I have no questions.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Mr. Secretary, I appreciate your coming up here today. I was interested in your comments on the Teachers Corps. I wonder how this relates to the proposal that you made for the education profession development program. I understand that in this program you provide not only for the training of teachers in an institute program but also encourage qualified persons to enter the field of education.

Aren't you really running two programs here? Won't you be doing the same thing in the Teacher Corps with that program?

Secretary GARDNER. We are running two programs. The education profession assistance program is the same sort of program that we

have in almost all of our other fields, all of the fields in my Department.

Manpower, the training of professional manpower, is of central concern and we are going about it on a very broad basis and trying to recruit for all of these professional fields and move them along. The Teacher Corps is a much more specialized, and in many ways more interesting, effort and a much more limited effort.

It involves these very special arrangements which I consider very important. The one that interests me the most personally is the one that it shares with the Peace Corps and that is being a corps in which individuals elect to take on very difficult assignments at an early period in their lives and get an opportunity not only to learn but to serve the society in this period.

In the normal professional training there is no focus on disadvantaged areas, you don't send the youngsters necessarily into the slum areas.

Mr. QUIE. Let me interrupt right here. Suppose that a college or university has a program under the education profession development. There would be a fellowship program and the trainees would receive the same type of stipend as I understand in the Teacher Corps they would receive as inservice trainees in the local school and as some education programs are doing now. Then the only difference is that one is called a corps and the other one is not.

You say that the corps inspires other teachers. I can't understand why one will inspire teachers more than the other except that one wears a tie clasp or pin.

Secretary GARDNER. I don't know how many teacher programs you have looked at but they have far less intensive field experience and are much more likely to have that experience in the better schools near the teacher training institution. There certainly has not been a focus on the poorer schools.

You could do it the other way, but you would lose the kind of advantage that you get in the Peace Corps of individuals who are self-selected for committed service in the toughest teaching assignments that you can handle.

Mr. QUIE. Why haven't you focused the fellowship program on training people for the poorer school district? We have focused programs for guidance counseling and a number of other specialized training.

Secretary GARDNER. If you wish to take the fellowship programs in the conventional professional training and create a few which are focussed on disadvantaged areas and which have much more intensive field experience and which then have the advantage of national recruitment and the esprit de corps that you get with a group, you would get the same results and you would end up with something very much like the Teacher Corps.

Mr. QUIE. You have a second difference between the Teacher Corps and a regular fellowship program. To me I can only see one—you put a label on the corps.

The other one, you run them through this machine and you have national recruitment. I understand educational institutions come and pick from that machine. Now you will have the same trouble I would

think as we are having in the Job Corps program where people from all over the country come to one education institution and there is again no feeling of community which we should have.

Secretary GARDNER. I really believe there are not only differences that I have described but additional differences. I would put a lot of emphasis on the ties between schools and the university they are getting in the case of Teacher Corps groups. I think there is a lot of feedback from the Teacher Corps experience in the teacher training institutions. That is very effective.

Mr. QUIN. That is being done in other programs, is it not, other than the Teacher Corps?

Secretary GARDNER. That is true.

Chairman PERKINS. Mrs. Green.

Mrs. GREEN. I am sorry, I was not here, Mr. Secretary, to hear your statement. I am anxious to know what the views of the Department are in regard to strengthening the State departments of education. Is that a matter of high priority or is it becoming one of overpriority?

Secretary GARDNER. I am sorry, I missed your question. I was reading a note.

Mrs. GREEN. In terms of the State departments of education, title V, what is the Department attitude? Is this a matter of high priority to strengthen State departments of education?

Secretary GARDNER. Yes; it is.

Mrs. GREEN. The reason I asked this question is that it seems to me that in this bill there is a conflict of interest.

For example, we say we want to strengthen the State departments but we have added part B in title V which is for comprehensive educational planning and evaluation. Then we have over on page 30 plans for metropolitan planning in education.

Again just limiting it to this bill I notice we really bypass the State departments of education. We bypass them in terms of the handicapped, we bypass them in terms of vocational education and we bypass them in even strengthening the State departments if we are going to have the comprehensive planning.

At another time I would like to discuss the educational laboratories around the country which it seems to me deserves this same review. Limiting it to this bill will you comment on that?

Is there a conflict?

Secretary GARDNER. I think we are in a transitional stage now. I don't know how long it will last or where it will come out. The plain truth is that there may always be some things in which you bypass the State department of education.

If we had some representatives of the leading universities here I think they would argue very strongly that in certain matters such as curriculum development they would wish to deal directly with the Federal Government and cooperate with the State government but not necessarily have all curriculum developments grants go through the State capitals.

I think in many other respects in the present state of development of State educational agencies there are reasons why you may wish to move directly to deal with the problems of the cities or directly to deal with some other problems.

But our long-term objectives are certainly to strengthen the State departments of education. I feel very strongly about title V. In fact, if we mean what we say about it—about the new Federal-State-local relationship we simply must strengthen these agencies to play their role in the partnership.

Now some States are already very well prepared to play that role. Others need a great deal of strengthening before they can do so.

Mrs. GREEN. Why, for instance, in vocational education or in regard to the handicapped if we want to strengthen the State departments why then should congress grant the authority for the Commissioner to enter into contracts with public or private agencies, institutions or organizations, both profit and nonprofit?

It would seem to me if we channel all the funds to them and then let them contract if they so desire with such an agency.

Secretary GARDNER. Would you like to respond to that, Mr. Howe?

Commissioner HOWE. Mrs. Green, the proposed amendment for vocational education will involve in its administration the vocational education authorities of the States and the arrangements we will make for the administering of those funds under that proposed appropriation of \$30 million in that amendment will be handled in such a way that the vocational education representatives in the States whether they are in the regular State department of education or a separate agency, will be part of the decision making process about grants.

In regard to your specific issue about private profit or nonprofit organizations, I think what we are trying to do here is simply to bring into the field of vocational education, as an additional stimulant to it, the possibility that people concerned with business and industry who have a great deal to say about what constitutes training for business and industry try, and have a great deal, to add to the conservation of planning in this area and ought to have the possibility of taking part in the development of new training procedures.

I would call to your attention that the suggested amendment sets up a base for creating demonstration activities, new departures in vocational education somewhat analogous to what we have had in title III of the Elementary and Secondary Education Act.

Mrs. GREEN. If I may interrupt, you say grants to organizations and institutions would be made in consultation with State departments?

Commissioner HOWE. In consultation with the State vocational education authorities which may not be the State department of education.

Mrs. GREEN. Blanket authority to give the Commissioner the right to make grants without consultation if he wishes?

Commissioner HOWE. That is right.

Mrs. GREEN. If that is your intent why is it not written in the bill that the Commissioner will, after consulting with State department, be allowed to do this?

Why do you want blanket authority?

Commissioner HOWE. What you have is similar to what you have in title III. You have the Commissioner engaging in advice and consultation in title III with State agencies on a very effective basis, about 95 or 97 percent of the awards in title III of the Elementary and Secondary Act are awards made by approval of the State department as well as the Commissioner.

Mrs. GREEN. Does title III bypass the State departments?

Commissioner HOWE. I would not say that title III does bypass the State departments. I would say we are bringing title III in closer and closer alinement with State department interest and activity in those funds and the administration of it has shown that States have more and more participation over the past years.

Chairman PERKINS. Mr. Reid.

Mr. REID. Thank you, Mr. Chairman. I certainly would like to thank the Secretary for coming up here for a visit this morning.

Mr. Secretary, I would like to add one philosophical and perhaps a practical question as well. I am increasingly concerned about the danger that some of the youth of America may feel or in fact may be shortchanged in the ghettos in our big cities.

I am concerned about cutback in variable CAP funds of about 50 percent. That leads me to this question. The committee worked out some approximate figures on the comparison of the 1968 authorization in the budget request, in the legislation you are testifying on this morning.

The authorization for title I, according to our figure, is approximately fully funded, \$2,441 million whereas there is a budget request of \$1,200 million. To put it another way, the budget request is approximately 49 percent of the authorization that the Congress would permit.

The total under this bill that you are requesting from the budget standpoint is \$1,673 million versus a potential authorization of \$3,141 million.

My question, against this background, why are we not trying to fully fund title I in those States that might be prepared to have the capacity and teachers to move toward—forward and is the budget request a flat figure or can you raise it?

Secretary GARDNER. It is a flat figure. We would not be able to fully fund this in certain States without doing it in all. We would have to go the whole hog. I mean we would have to decide to do it totally as a formula process. But basically this goes back to the long and difficult, painful process of making up a budget and examining it and the kind of tradeoffs you have to face if you have budgetary constraints and a great many worthy programs and the figure which we came out with was the result of this long and very conscientiously pursued process.

Mr. REID. Mr. Secretary, I appreciate the candor of your response. I have noted your comments about creative federalism in the sense of priorities. Is it not, speaking in your capacity as an educator, possible to consider cutbacks in foreign subsidies or possibly a stretchout in space as being of lesser national imperative than a cutback in title I in our schools and would it not be reasonable to suppose that the Congress and the administration—possibly your department—should fight much harder for the funds because I think a cutback in this area would be a serious mistake if we are to move forward?

Secretary GARDNER. This is a hard question for me to answer. You know me well enough to know what my own commitments and convictions are. I cannot regard myself as an objective judge of national needs when I am so deeply involved in one aspect of it. I do believe that the process works with reasonable fairness.

I believe that I got a good hearing.

Mr. REID. Could I ask one final question? If the funds were available in the budget is there any reason why the educational systems or educational agencies could not take advantage wisely and soundly of a full authorization?

Secretary GARDNER. As you have indicated, this does vary some with the States. I believe that our conception of how much States could absorb and the rapidity with which they could absorb it has become more cautious in the last year as we have watched this process of absorption.

But I think it would be foolish for me to argue that they could not absorb more than they are getting. Many States could.

Mr. REID. And a significant increase?

Secretary GARDNER. That I think is possible.

Mr. REID. Thank you, Mr. Secretary.

Chairman PERKINS. The gentleman from Pennsylvania, Mr. Dent.

Mr. DENT. Mr. Secretary, I want to get back to the situation that was discussed when the gentleman from Minnesota, Mr. Quie, was interrogating you—the Teachers Corps relationship between local, State, and Federal. We all know that the Teachers Corps program is one of our toughest hurdles to clear during this session in this legislation. Are we in a sense offering some kind of compromise to get away from the basic principles behind the whole thing?

Are we deciding that in order to pass it we compromise with the State, we will take over from on in, we provide the money, you do all the rest of it?

We will go on with the expense of recruitment; we will go on with the expense of setting it up. The State will then say all right, we will tell you where to put them, we will control the teachers, we will handle the mobility, and we will now establish the salary base which in some instances could be lower in some States than in others—the starting wage is higher in some States and lower in others?

I always thought the starting salary was pretty much of a fair guideline since we have no two local units that have the same starting salaries in many instances. They are different from one school board to another. Are we in a sense saying here we want to pass this bill even though we compromise on any Federal control?

If the States demand the right to veto it, they can veto any project we may establish in a local district. Wasn't that basically the reason we went to the local district?

Was it the idea that States would not set them up in certain areas, that they needed Teachers Corps trainees, that they needed Teachers Corps personnel more than the others? Are we saying to the States, "We don't want you to set up a project in Tuscaloosa in some places, we will set it up here."

The idea behind all of this was that we had neglected areas where we had children who were not getting proper attention from the States. The States have always had the right to set up special training but here we are saying we are going to compromise that right out of the bill because of the fact we have to pass the bill.

Why pass it if it does not meet what we started to do, unless I am completely wrong with what I am talking about, and I would like to be corrected if I am wrong.

Secretary GARDNER. To my mind it does not affect the heart of the program.

Mr. DENT. What is the heart of the program other than setting up the local areas that need this particular kind of training? What else is there to it? The other things are just limbs on a tree. Training at universities and setting up programs, that just has to be done in order that the one prime objective that we have is met.

Certainly the Federal Government has to state its position in saying where these projects go unless I am completely wrong.

Secretary GARDNER. I have been familiar with the Teacher Corps since it was a piece of conversation among a few people.

There is not any question in my mind what the basic purposes of it were. We have a very serious problem of getting good teachers of any kind for any assignment. We have a particular problem of getting able teachers in the disadvantaged areas. We have at the same time in this generation of young people, a great many youngsters, who have a deep interest in these disadvantaged areas who would be willing to serve, willing to devote themselves to this kind of thing under appropriate circumstances.

We talked a long time about what those appropriate circumstances were. It seemed to us that one of them was that they must continue to be close to the universities because the best youngsters now just want to get their training and they don't want to be professionally lost.

They want to continue on the career ladder. We felt also that they needed some kind of atmosphere, the kind of atmosphere that a corps would provide, a common service and a common cause. One major purpose was the purpose of getting good people into these disadvantaged areas. Another major purpose was to get first-class young people into the teaching profession, youngsters who would be drawn by the atmosphere of dedication.

We believe that the States will not frustrate either of those objectives and we believe that the present amendments are perfectly compatible with what we set out to do.

Mr. DENT. Mr. Secretary, what happens when the State does frustrate them since we have no veto power over a State veto?

Let me read from your own testimony. You say that the Teachers Corps provides an outlet for the expression of personal idealism and concern for one's fellow man. You also discuss in your testimony the children of city ghettos and underdeveloped areas, rural areas, and Indian reservations or migrant camps.

Can you picture a State organization allowing a youth who feels very deeply about migrant labor being allowed to go to that particular school districts? I can't see it.

Chairman PERKINS. Mr. Erlernborn.

Mr. ERLERNBORN. Mr. Secretary, let me apologize for not being here at the time you gave us your original presentation. A good deal of our discussion in the last few days in these hearings has been about the Teachers Corps. As you can see this is the most interesting topic. It seems to me most of the arguments that are given for the Teachers Corps come down to the idea that an esprit de corps is developed through this sort of program.

So at the risk of being accused of making a fast pun it seems to me what you are saying is that you can't have esprit without "de corps."

That seems to be the sum and substance of the argument. My deep concern is about late funding of the educational program. Now I don't sit here as an original advocate or even today as an advocate of Federal aid to education.

I would like to see block grants or tax sharing as the vehicle. As long as we do have these programs I think we ought to get a dollar's worth for a dollar spent. It seems to me that after 2 years of operation no one in the educational community will say that we have gotten this.

One of the principal reasons is the fact that we have late funding. The school districts have not known until well after the school year—until well after the beginning of the school year—how much money they will have of title I funds.

Now we presently have an authorization that will extend until the end of the fiscal year 1968. I understand that the Department has no intention of coming in this year, this session, with a request for an extension of this authorization which means that it will have then to come in the second session.

We will be considering the authorization for fiscal year 1969 probably on into the beginning of fiscal year 1969 or if not that late at least close to it since the appropriation process will extend into fiscal year 1969.

Again we will have this late funding problem. Will you explain to me why it is you have no intention of asking for extension of the authorization in this session rather than waiting until the second session?

Secretary GARDNER. This is something we have discussed at some length. May I ask Commissioner Howe to respond?

Commissioner HOWE. I was asked this question the other day here, Mr. Erlenborn, and responded that our reasons for not bringing up the Elementary and Secondary Education Act for renewal were really two: One, the press of business we created for this committee and for the Congress by bringing up the Higher Education Act and the National Defense Education Act a year earlier for the same reasons you considered we ought to consider the Elementary and Secondary Act and secondly, the fact we had just been through the second year of having brought it up 2 years in a row and all of us were perhaps looking for a vacation from the process of examining that complicated formula and allowing it to operate for a 2-year period on a consistent basis.

At this point I am going to make it clear that we are not unfriendly to the idea of looking at the Elementary and Secondary Education Act this year. We would like to discuss with your chairman this possibility.

Because if there is a possibility, in the crush of all the other business we have, of accomplishing what you suggest we would clearly like to make arrangements to work on that. So that it seems to me, Mr. Chairman, that this is something that we might consult about.

Mr. ERLBORN. Let me ask this. In the event that you do not ask for an extension of the authorization until the next year, until the be-

ginning of the next session, do you think it will be at all possible or probable, in view of the past experience that we have, that fiscal year 1969 could be funded before the beginning of the fiscal year?

Secretary GARDNER. Of course bringing up of the act and settling the authorization in this current year would not handle the appropriations problem.

Mr. ERLNBORN. It would compound it if we don't bring it up.

Secretary GARDNER. Quite correct, it would compound the thing because the appropriations this year would then be on the table at the same time that the rules of the road for appropriations were on the table. It seems to me that it is well worth thinking about the possibility of getting the authorization settled and I hope you appreciate our reasons for not bringing this up.

There is no great issue of principle here. It is simply a matter of pacing and convenience for both ourselves and the Congress and we have to look at that. I do not know how to handle the appropriations question as easily.

It is certainly true that the President and the administration as a whole is going to want to consider this large item in the light of all the rest of the budget and not consider it a year ahead of time without considering it in the total context of the budget but perhaps we can move more rapidly somehow in the appropriations process.

Chairman PERKINS. Mr. Brademas.

Mr. BRADEMAS. Mr. Secretary, I have just two or three questions but first let me make an observation with respect to the Teachers Corps. I have said several times in the committee hearings that I have been puzzled by the fact that there has been almost no criticism of the Teachers Corps coming in, at least I have not heard any, from State or local educational officials.

I am still waiting expectantly that my question might trigger something, some genuine solid evidence of trouble. I am assuming that the reason is that the program is still so very modest and that there has been in fact no violation of State and local control. I don't know if you have any rapid comment on that or not.

Secretary GARDNER. No, sir, I share your experience of lack of criticism of the program. In fact we get very warm and enthusiastic comments.

Mr. BRADEMAS. The second question I want to raise is with respect to the role of the States under the title III programs. Yesterday we had State school superintendents in here along with the executive director of the Chief State School Officers Association. He was very much upset about the absence of a mandatory statutory veto by the State department over title III projects but the State superintendents seemed not to be very much upset about the absence of such a mandatory veto.

I was a little surprised that while the director of the State education departments was so exercised, none of the men who actually run the State departments seemed to have any great complaints. Do you have any comment about that?

Secretary GARDNER. I would like to emphasize, I would like to make a general comment that bears on all these questions of State control and this comes back to Mrs. Green's point, and that is that it is a real

point of debate as to how much control the State should have over the local school districts.

Many local school people whom I see make a very strong point to me that in our eagerness to share Federal power and initiative with the States we not forget that the local school district is presumably the home and the base of decision in our system of education.

Many of them are at least as concerned about control by the State capitals as they are by any control from the Federal Government. I think we have to debate very seriously in each of these instances the extent to which we help the local schools preserve their role.

Mr. BRADEMAs. Your experience has been similar to mine. In this respect, I thought it was significant that while we have been talking about the tax payback or tax sharing of Federal dollars with the States, the mayors the other day said that if such Federal money is to come along they would like to get in the act because they too are in business as well as the State governments.

I have another question on title V. It was contended in our hearings yesterday that the title V amendments you proposed were aimed at providing for the use, in the language of one witness, of federally molded evaluation and planning of education on a mandatory basis. Do you have any comment on that?

Secretary GARDNER. You are speaking of the comprehensive planning amendments.

Mr. BRADEMAs. Yes, sir.

Secretary GARDNER. Yes; I would describe that as a very inaccurate phrase as far as any objectives that we have. Our concern in the comprehensive planning amendments seems to stem from our concern for the Federal-State relationship and the awareness that the States never can play their role, their full role, in education unless they have the kind of funds that will permit them to plan, permit them to set their own objectives and order their own priorities.

Mr. BRADEMAs. I also would like to ask you a related question. Criticism was voiced yesterday about the utilization of computer and system analysis techniques for evaluating the effectiveness of educational programs.

I was in Seattle, Wash., last week and noticed out there a local newspaper article entitled, "Seattle Schools Adopt Computer Age Management," a story indicating in the Seattle school system they are moving in the direction of using systems planning for improving their school systems.

Could you give us a general comment on the subject with which I think most of us are not very familiar but which is raised by your title V planning amendment; namely, utilization of such techniques?

I am very ignorant in this field. Any light you can shed on it will be helpful.

Secretary GARDNER. The use of computers in education can be at several levels.

Mr. BRADEMAs. I refer to especially to the evaluation of effectiveness because I think that is what is involved in part of your title V amendment. Is that not true?

Secretary GARDNER. Evaluation is certainly involved. There was no discussion of the use of computers but presumably if they get very far into evaluation they will find some use for computer methods.

But this a long, slow process of experimentation. We have a long way to go before we get into precise evaluation of educational conditions.

Mr. BRADEMAs. Thank you.

Chairman PERKINS. Mr. Scherle.

Mr. SCHERLE. Thank you, Mr. Chairman.

I also would like to apologize, Mr. Secretary, for not being here earlier this morning. As a new Member, I have found out that there are not enough hours in a day. May I say that I am very complimented to have been appointed to this committee. I have a high regard for education. My State of Iowa has the highest literacy rate in the Union. We are moving in the field of education like we have never moved forward before. I feel very complimented to be acquainted with your Department and to serve with my experienced and learned colleagues on both sides of the aisle.

Along that same line, it will probably be more of an expression of sentiment than it will of questioning. That is, I am having bill H.R. 6230 completely researched, analyzed, and appraised. Perhaps some of my questions will come at a later date rather than during the portion of the hearings.

So with that, Mr. Chairman, I will yield back the rest of my time. Thank you.

Chairman PERKINS. Mr. Hawkins.

Mr. HAWKINS. Mr. Secretary, under the operation of title I in California I believe great accomplishments have resulted. However, I notice that in the Civil Rights Commission report that they concluded that compensatory programs have not proved themselves. I am wondering whether or not you have had an opportunity to evaluate their study: because they did, as I understand it, include Philadelphia, Seattle, Syracuse and, I believe, Berkeley in their studies in which they concluded that these programs had not been very effective.

I am wondering whether or not this conclusion is shared by you. Why would there be such a difference of opinion based on two separate agencies or bodies in reference to this program?

Secretary GARDNER. I would like to ask Commissioner Howe to answer that question.

Mr. Howe. In response to that, sir, let me say that the Civil Rights Commission report says expressly in its text that it made no effort to evaluate or examine the large Federal enterprises in compensatory education, and is making no judgment about these. Then, in the various compensatory education projects which it does examine it points out that in all of these projects the efforts at compensatory education amount, in no case, to more than \$80 per child and in most cases less than that. All of these are relatively small enterprises restricted in nature to a few schools.

So that we are yet to have a really good evaluation of a much larger effort which runs around \$150 per child for title I of the Elementary and Secondary Education Act and which will have added to it with Operation Follow-Through this year about \$300 per child for those children included in Operation Follow-Through. I think we have not only hopes, but some reason to believe that the nature of compensatory education and the massiveness of it caused by this new Federal activity will indeed prove successful.

Mr. HAWKINS. In view of that answer, it seems to me somewhat strange that the actual funding of the program has been reduced so drastically, which seems to negate to some extent the effort to make the program adequate. I have, for example, from the California Advisory Compensatory Commission their statement that in California for fiscal 1967 the program is only 67 percent of authorization, that it has been necessary to reduce the amount per child from \$252 down to \$180, and that even at that they face other reductions as a result of the fact that they have been required to advert children, that is, children of migrant farmworkers, and delinquent and handicapped youth, and also the income level has been increased.

My question is, In view of the limited funding apparently that is available, why would it not be more than desirable to concentrate on a fewer number of children and to stop liberalizing the program if the funding is not available? Why offer the prospect of reaching a large number of individuals, a large number of children, at the same time that more liberal features are being required of local agencies?

Mr. HOWE. I see your point. I will say in response to it that we have increased the total dollar amount available for the program by over \$150 million. This does not fully support exactly the same level of per pupil expenditure that we had in the previous year, but this comes very close to it. When you add to this the \$110 million which we will be putting into Operation Follow-Through, you have a major expansion of dollars and for a good many children, a major advance in per child funding in fiscal 1968.

But this does not deny, sir, that your point about some decrease per child in some places is going to occur.

Mr. HAWKINS. Do you think a reduction from \$252 for each eligible child to \$180 is a disaster? Do you think that this is sufficient to actually make the program successful so that the same conclusion will not be reached that was reached by the U.S. Civil Rights Commission, that in those cities not enough is actually being expended, that the program has not proved to be successful?

Mr. HOWE. I certainly agree with the implication that we ought to hold the levels up here as best we can. I do not want to question those figures, because I am not familiar with the basis on which they are arranged. It does seem to me that it is extraordinary the way they have been computed to create that much reduction. We would like to look at them. Mr. Estes would like to make a brief comment on this.

Mr. ESTES. I simply want to point out that your observations are basically correct. We certainly concur in your conclusions. Our original request this year for \$1,070 million of the authorization amount would have resulted in very little, if any, decrease in the States. However, as a result of the amendments which moved the AFDC data up from 1962 to 1965 and in addition, when we added the foster and neglected and delinquent children, this resulted in a decreased amount.

Chairman PERKINS. The gentleman from Oregon, Mr. Dellenback.

Mr. DELLENBACK. Thank you, Mr. Chairman.

Mr. Secretary, it is good to see you again. May I ask one specific general question first? I don't mean to put you on the spot, but I

recognize that we do. So far as the difference, particularly in title I, is concerned between the 1968 authorization and the 1968 budget request, I recognize that the figure of \$1,200 million is in part an over-all project beyond the reach of your office. But if it were not for the very vital need to do some budget balancing or to pare expenditures, would you see the 1968 budget appropriation matching the 1968 authorization?

Secretary GARDNER. I find that is a very hard question to answer. It is so outside the frame in which I have had to think these things through that it is very difficult.

Mr. DELLENBACK. Let me phrase it a different way. Is there a present capacity in the educational system in America to handle a full appropriation of \$2.441 million, if these dollars were to be deemed to be available?

Secretary GARDNER. I think that even if we were perfectly free, we would not go to that figure.

Mr. DELLENBACK. Would you give me any estimate of where, or would you give the committee any estimate of where the capacity stands at the present time to utilize appropriated funds?

Secretary GARDNER. I just would not be able to do it. I would have to pick a figure out of the air. The budgetmaking process is 3 months of long, hard struggling, negotiation and discussion, and it is very hard at this late date to go back and suggest what might have been, had we not had so many considerations to face.

Mr. DELLENBACK. Despite all these considerations, you would see the appropriation at something less than the 1968 authorization?

Secretary GARDNER. Yes.

Mr. DELLENBACK. May I ask you a question in the field of relationship between the Federal, State, and local districts? In general, do you see in the future an increasing amount of Federal-local district involvement? I am talking about direct involvement between the Federal and local districts. Or do you see an increasing Federal-State level involvement in the field of education?

Secretary GARDNER. As I said, I think we are in a period of transition, and none of us know how it will come out. You talk to big city superintendents and they feel very strongly that the day when all money flows through the State capitol will be a very difficult day for them, and they would like very much to have some capacity to come to the Federal Government directly.

I talked with one big city superintendent quite recently who was talking about a program that was to go through the State capitol. He said, "All right, let it go through the State capitol, but don't let them get their grimy hands on it."

Mr. DELLENBACK. Would you say that is the general philosophy in many large cities?

Secretary GARDNER. No, sir. Well, the large cities, I think, have characteristically tended to chafe under any control by the States. This has been a very common thing in education and in other problems. But we have taken the position that the States must be strengthened and must be given a substantially increased role. I would be extremely hesitant to suggest that that role should eventually squeeze out all other routes and all other ways of dealing with the cities.

Mr. DELLENBACK. But you would see, so far as your own philosophy is concerned—and I am staying away from specifics and trivia—you would see a constant increase in the relationship between the Federal office and the State departments? As the State departments under title V are strengthened, you would see an increased role for the State departments?

Secretary GARDNER. Yes, indeed.

Mr. DELLENBACK. Let me ask you one more even more general question, if time permits. Beyond these titles, beyond the amendments of 1967, can you in brief give us a roadmap of where you think we are going in education?

Secretary GARDNER. Sir, I have been so deeply involved in getting this far along the road, getting this program ready to put before you, that I would find it very difficult to predict our next steps. I know the points of debate. I don't know where we will come out. The main point of debate, perhaps, is the question of whether or not we take seriously the possibility of block grants or the Heller plan or some other such thing. This is bound to be discussed very seriously in the executive branch and in Congress.

I believe that we will continue down the path of more emphasis on enabling the States and the cities to do better planning. We will certainly live with the manpower question the rest of our lives—professional manpower question. And we will live with continued efforts to refine the Federal-State-Local relationships so that each partner keeps its own integrity and autonomy, but there is better communication and better coordination of effort.

Mr. DELLENBACK. Recognizing that you might not want to answer this one, I relieve you from any obligation to do so. Would you have any stand that you would put forward at this time on the debate on the block grant or Heller plan? Is this a desirable plan? This again is presuming our State departments are capable of handling the tasks handed to them. Would this be a good idea or bad one?

Secretary GARDNER. I will simply have to say that we are studying this, not just in our Department, but in the administration as a whole, and it would not be possible to make a comment until we come out with some better appraisal than we have now.

Mr. DELLENBACK. Thank you.

Chairman PERKINS. Mr. Gibbons.

Mr. GIBBONS. Mr. Secretary, I realize that the Teacher Corps is just in the beginning stage and, assuming that the legislation that you submitted this year passes, what should be the ultimate size of the Teacher Corps?

Secretary GARDNER. I can't honestly give you an answer to that. We have discussed it. It would never be a large corps in relation to the size of the profession. It would always be small. We think of it as a relatively small corps which will continue to pump a good many teachers into this system who have had experience, excellent training.

Mr. GIBBONS. When you say "relatively small," do you mean a hundred thousand, or what?

Secretary GARDNER. I would have thought much lower than that, perhaps in the area of 10,000, 12,000, 15,000, 20,000. Perhaps the Commissioner would like to pick a number.

Mr. HOWE. I said 10,000 the other day. I had better stick with it.

But really we don't have a good answer to your question, Mr. Gibbons. We are having enough trouble getting 5,000. We thought we would stick with that figure for a while.

Mr. GIBBONS. In the 10,000 answer, Mr. Howe, when are you projecting that? What stage of development?

Mr. HOWE. It seems to me that this would be 2 or 3 years down the road. The justification for a small exercise like a 5,000-member corps is really the effect and stimulation that it has, the demonstration endeavor, on other patterns of teacher training around the country, that as it exists in universities it will come to control what they do with the rest of their teacher training, will focus interest on training people to work in these difficult schools; and it will be through these ripple effects turning out more people to do the hard teaching job. The result of it will be more than its numbers.

Mr. GIBBONS. Mr. Secretary, State educational planning agencies that I will call SEPA from now on, who is going to designate them? How are they designated?

Secretary GARDNER. As I understand it, under our proposal the Governors will be free to designate the agency to do this planning.

Mr. GIBBONS. It does not say the Governor. It leaves it up in the air and says the State shall designate. Is that to be by legislative act, or how do they do it? You can recognize anybody under this law, Mr. Secretary.

Secretary GARDNER. It was our intention that the Governor would do it. I would like the Commissioner to comment.

Mr. HOWE. Mr. Gibbons, I am told by legal associates that when you designate the State, as we have in this legislation, that that in effect means the State chief executive officer. Our intention here, and hope, is that the Governor will designate the chief State educational agency and that the executive of that, the chief State school officer, would have the major responsibility for setting up this planning activity.

On the other hand, there may be some States which have in being comprehensive planning agencies already, which have moved in different fashions from the rest of the States and for which it may make sense to have the Governor designate some other agency. It was our belief in placing the Governor in this position that long-range forward planning implied such commitments for the total State that the Governor ought to have some role in such activity. And we thought that the role of designating the agency and then having the project for planning pass through the Governor for his comment would be an appropriate role.

Mr. GIBBONS. I am going to ask you a real practical problem now, a problem that will influence how I vote on this. In Florida we have a State board of education composed of the Governor and five other elected officials. The Governor is the chairman of this board. It does the educational planning, whatever is done in Florida now, for both higher education and for the elementary and secondary levels. In fact, it is the Budget Commission of Florida.

Would this be the agency or could the Governor set up a special agency?

Secretary GARDNER. The way this legislation is now written, he could set up a special agency. Not knowing the details of your State,

I hesitate to comment on this; but it sounds to me, from what you say, as if it would be wise to set up a professional staff using these funds, which would report through that agency you mentioned.

Mr. GIBBONS. Your answer, as I understand it, is that this State Board of Education of Florida, the Governor could ignore that and could appoint his own special agency. Am I correct in that?

Secretary GARDNER. I think in the legal sense the way the legislation is now written you are correct.

Mr. GIBBONS. Thank you, sir.

Chairman PERKINS. Mr. Bell.

Mr. BELL. Thank you, Mr. Chairman.

Mr. Secretary, it is my pleasure to see you here and to read the very fine statement which you made. Mr. Secretary, I was concerned at the end of last year's session with the action of the appropriation bill. As you know, we transferred Adult Basic Education from the Anti-Poverty Act to the Commissioner of Education. When we made that transfer, however, the Appropriations Committee did not allot additional funds.

So, the Office of Education was left with, I believe, something like a deficit of \$25 million.

Secretary GARDNER. \$30 million.

Mr. BELL. Yes. That was supposed to be transferred with the adult education to the Commissioner of Education's jurisdiction, but it was not. Now what happened in that case? Are you suffering from that situation? Are you having to rob Peter to pay Paul to do that job adequately?

Secretary GARDNER. I would like to ask Nolan Estes to tell you that story.

Mr. ESTES. I must say we are not without our problem because of this. The end result was that we took \$16 million from title I. We took \$12 million from title III of the "Elementary and Secondary Education" appropriation.

Mr. BELL. How much from I?

Mr. ESTES. \$16 million. And we took \$3 or \$4 million from title II of the Elementary and Secondary Education Act appropriation. Each of these amounts appropriated was subtracted by that amount.

Mr. BELL. Then in effect what happened there, as I see it, there really was no adult education program at all. So you were left with \$30 million you had to take from other places, or you could not take care of the important adult basic education program from the standpoint of what was properly allotted to it.

Now what happened was that you then, in effect, cut back, had to cut back some very important programs under title I that you are now saying are short of money, and title III which you are saying are short of money. But you robbed \$16 million from the very important title I, which you could very well have used. Then you took another amount as you said from title III, from that project. That seems to me a rather unfortunate procedure you should have to follow. Do you not believe this?

Mr. ESTES. This, of course, is not the only area which resulted in a decrease of funds. The amendments, as you know, using the latest AFDC data, 1965 data, resulted in a decrease of funds, also including

neglected and delinquent children, resulted in a decrease of funds that was available.

Mr. BELL. The thing that disturbs me is that I don't think we received much help from the administration on this particular issue. They didn't bring this out. They didn't come to our aid on this situation.

For example, supposing, Mr. Secretary, we transferred Headstart from the Poverty Act. Supposing that that is done. Supposing we transferred Headstart out of the Poverty Act to the Office of Education where it belongs, is your organization going to give us some support so that we can get the money there too, so that it will not be short changed there?

Secretary GARDNER. I think we should stand together on that, Mr. Bell.

Mr. BELL. I assume from that you also would like to see it transferred, would you not?

Secretary GARDNER. Yes, sir.

Mr. BELL. You would like to see Headstart transferred out of the Poverty Act?

Secretary GARDNER. That is a question of timing on which we really are not prepared to express ourselves. We have always taken the view that eventually, its eventual home is HEW. But when it comes is a matter of timing.

Mr. BELL. I think that there we are talking about the money that we need very badly for our educational programs. I think that was one spot there where we could have acted and we could have saved ourselves \$16 million in one case and \$12 million in the other.

Now I will yield to my friend, Mr. Burton.

Mr. BURTON. I concur in the remarks and the observations of my colleague from California, Mr. Bell.

With reference to the use of AFDC data, Mr. Secretary, I want to know why HEW did not even seek in the supplemental, nor apparently this year either, the funding for that change in the formula. The Subcommittee on Appropriations in our House was unaware that the policy change took place. The Department refused in the face of a decision of this committee and the Congress to fund that additional policy consideration in terms of matching. This worked to the disadvantage of the States which relied on your estimates as to what additional funds this would bring to them.

I wonder if you have any reason. One, you refused to seek funding of this policy, and, two, are you this year in addition to the other authorizations going to seek funding for this AFDC policy?

Secretary GARDNER. I would like to ask Commissioner Howe to comment.

Mr. HOWE. We have no plans at the present time for bringing the supplemental appropriation before the Congress to handle this problem.

Mr. BURTON. Will you repeat that, please?

Mr. HOWE. We have no plans at the present time for bringing a supplemental before the Congress to handle this problem. We are increasingly aware of the problem and looking into any possibilities there may be for a solution. We do believe that we made considerable

progress in funding in the total support of the schools in the current fiscal year.

Mr. BURTON. In other words, if I might terminate this dialog now, you are telling this committee despite the fact the Congress changed the formula, because you ignored our mandate a few years ago, you are refusing to seek to get funding for it?

Mr. BELL. Mr. Chairman, may I clarify this point? This question was asked yesterday.

Mr. BURTON, yesterday, I believe, this question, or the day before yesterday this question was asked. They are going to try to, according to the gentlemen here, they are going to try to get that AFDC data brought up to date. But the problem was that we passed the bill out too late last year, as I recall it.

Isn't that accurate?

Mr. ESTES. Yes.

Mr. BURTON. They are going to bring the data up to date but no money to implement the policy. Commissioner Howe said they have no funds to fund this policy. The data will be up to date, but there will be no money to back it up.

Mr. HOWE. As I stated, Mr. Bell, we have no present plans for a supplemental appropriation.

Chairman PERKINS Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman.

I am happy to see you here, Mr. Secretary. I think I should tell you, however, that as a person who considers himself a strong friend of this legislation that I am terribly disappointed in your recommendations from the Department and from the administration.

For education this year, I find it extremely difficult to get excited about what looks to me to be a very, very pale view of the future of education in this country in view of the very growing promises that some of us made in selling this legislation on the floor in 1965 and 1966.

In line with what Mr. Burton has just raised, I call your attention to the fact that last year we appropriated out of the authorization of title I \$1,042 million. This year the President's budget only asks for a total of \$1,200 million, and if we got full funding of what he asked for it would be less than half of what we authorized last year in this bill for expenditure under Title I. Now here is what happens. On July 1, 1967, the beginning of that fiscal year, several things kick into gear. The first is that you will have to distribute this limited amount of money in some states on the optional basis of one-half the national average per-pupil expenditure. You will have to distribute on the formula recognizing \$3,000 as the low-income factor instead of \$2,000.

In addition to that, you will have the up-to-date AFDC data, the Indian schools, and other categories that we have. It is quite clear that if we are dealing with the same amount of money as we had last year that to put these things into effect—and you don't have much option, it seems to me—you are going to have to take some money away from people who got it last year in order to redistribute this fixed amount of money under this new formula.

My question to you is, have you warned any of the school districts across the country that were getting money under title I to expect that they are going to get cuts commensurate with the reallocation of the funds under the new formula?

Secretary GARDNER. Mr. Ford, we worry about this a good deal. I would like to ask Commissioner Howe to tell you about it.

Mr. HOWE. I would like to make one or two comments, and then ask Mr. Estes to say a word on it. First of all, in the differences between fiscal 1966 and 1967 we, I believe, can show quite clearly that we try to inform both chief State school officers and local superintendents reasonably about the funding they could expect to have under the budget amounts that were being planned. I think there have been problems in this program.

Mr. FORD. Because of the very limited time, let us stick to the difference between fiscal 1967 and 1968. The formula was basically the same in 1966 and 1967, but we have changed the substantive law so that the money will be allocated according to a new formula in fiscal 1968. What are you telling the people with respect to what they can expect as of now, if we fully fund what the President has asked for in fiscal 1968?

Some of the big States are going to have to lose some money.

Mr. HOWE. That is correct, sir. We will tell the school districts and the States this spring the amounts of money that the \$1,200 million will make available to the States, and give the school districts some percentage guidance, as we did last year on this same point.

Mr. FORD. Now I would like to go back to title V-B for a moment. I presume that when we talk about the State that we are talking about some group in the State appointed by the respective Governors of the States. In light of what the Secretary and Mr. Howe said this morning, it seems clear that in administering this program you would presume that normally the Governor would, by assigning this responsibility to the people who generally handle elementary and secondary education in that State, superintendent of public instruction or whatever the agency might be.

With that in mind, would you have any objection if this legislation picked up from Public Law 89-10 under title VI this definition in subsection (k) :

The term "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary school, or, if there is no such officer or agency, then officer or agency designated by the Governor or by State law.

Would you have any objection to that kind of provision in lieu of the very vague language that we presently have in the bill before us?

Mr. HOWE. Listening to it, off the cuff, Mr. Ford, it seems to me a possibility. We would like to examine that. I think that the main reason for our getting into this posture vis-a-vis the Governor is the fact that long-range planning automatically creates long-range commitments in which both the Governor and the legislature become involved and it affects other activities in the State besides education.

We would like to examine this possibility as an alternative to the one we propose.

Mr. O'HARA. Mr. Secretary, in response to Mr. Ford's question the Commissioner indicated that they would be telling the school districts this spring how much they might expect under the budget request made for the operation for the next fiscal year. I wonder if you could inform the committee in the very near future just what the al-

location of title I funds would be, State by State and, if possible, county by county, under the budget request made for fiscal 1968, taking into account the new formula considerations you are going to have to introduce.

(The table referred to follows:)

ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965, PUBLIC LAW 89-10, AS AMENDED, TITLE I: ASSISTANCE FOR EDUCATIONALLY DEPRIVED CHILDREN

Comparison of fiscal year 1967 allotments with estimated 1968 allotments

	Actual 1967 allotments (1)	Estimated 1968 allotments (2)	Difference, col (2) to col (1) (3)
United States, outlying parts, and Department of the Interior.....	\$1,053,410,000	\$1,200,000,000	\$146,590,000
50 States and the District of Columbia.....	1,027,906,650	1,170,748,000	142,841,350
Alabama.....	31,013,087	42,002,128	
Alaska.....	1,883,190	1,883,190	10,989,041
Arizona.....	8,971,597	8,971,597	
Arkansas.....	20,861,373	26,266,364	5,404,991
California.....	74,360,293	74,577,136	216,843
Colorado.....	8,566,375	8,669,709	103,334
Connecticut.....	8,567,812	8,592,933	25,121
Delaware.....	2,145,235	2,145,235	
Florida.....	28,452,341	33,425,297	4,972,956
Georgia.....	35,072,317	45,813,018	10,740,701
Hawaii.....	2,301,425	2,326,303	24,878
Idaho.....	2,725,898	3,273,805	547,907
Illinois.....	47,180,934	47,320,222	139,288
Indiana.....	15,377,019	17,082,542	1,705,523
Iowa.....	15,568,711	15,568,711	
Kansas.....	10,092,438	10,092,438	
Kentucky.....	27,607,634	34,068,587	8,460,953
Louisiana.....	29,300,680	37,766,872	8,466,192
Maine.....	3,573,204	4,786,075	1,212,871
Maryland.....	14,667,876	14,712,753	44,877
Massachusetts.....	14,916,771	14,960,745	43,974
Michigan.....	32,407,534	32,407,534	
Minnesota.....	19,651,289	20,358,381	707,092
Mississippi.....	23,562,737	40,591,146	17,028,409
Missouri.....	23,919,082	25,571,142	1,652,060
Montana.....	3,291,805	3,623,242	331,437
Nebraska.....	5,522,165	7,827,352	2,305,187
Nevada.....	985,902	985,902	
New Hampshire.....	1,392,513	1,758,896	366,383
New Jersey.....	24,213,382	24,284,233	70,850
New Mexico.....	10,027,182	10,027,182	
New York.....	114,811,439	115,150,179	338,740
North Carolina.....	46,184,679	59,438,914	13,254,835
North Dakota.....	4,146,397	5,276,647	1,130,250
Ohio.....	35,126,949	35,126,949	
Oklahoma.....	17,288,784	17,527,533	238,749
Oregon.....	7,527,292	7,527,292	
Pennsylvania.....	48,634,063	48,634,063	
Rhode Island.....	3,655,835	3,655,835	
South Carolina.....	21,514,677	35,756,515	14,241,838
South Dakota.....	6,482,147	6,041,587	559,140
Tennessee.....	29,786,306	46,451,657	16,665,291
Texas.....	68,886,571	82,839,660	14,007,089
Utah.....	3,042,185	3,042,185	
Vermont.....	1,694,922	2,094,717	429,755
Virginia.....	24,226,749	33,193,921	8,967,175
Washington.....	10,709,524	10,709,524	
West Virginia.....	14,923,368	18,631,221	3,707,853
Wisconsin.....	14,931,330	16,504,347	1,573,017
Wyoming.....	1,466,944	1,633,694	166,750
District of Columbia.....	5,717,037	5,717,037	
American Samoa.....	106,060		
Guam.....	567,390		
Puerto Rico.....	18,814,659		
Trust territories.....	726,259	29,252,900	3,748,650
Virgin Islands.....	295,042		
Department of the Interior.....	5,000,000		

Mr. HOWE. I think we could give you information, Mr. O'Hara, State by State. I don't think we could do this in a breakdown by local school districts. We could give you State-by-State information. I would point out to you a point that Mr. Estes just passed on to me, that the so-called floor provision in the appropriations in fiscal year 1968 assures States of the amount allocated for fiscal year 1967, so that the floor provision would operate in a way to prevent any State's decrease from 1967 to 1968.

Chairman PERKINS. Mr. Esch.

Mr. ESCH. Thank you, Mr. Chairman.

Mr. Secretary, speaking on behalf of my new colleagues, I echo the sentiment of the challenge of being here and the honor of having you here. Let us stay with title V for a short time.

First of all, you are asking for approximately \$30 million in funds, or that \$29,700,000: is that right? You have authorized \$50 million for title V, but you are asking for \$29,700,000?

Mr. HOWE. We are asking for \$29.7 million for the previously in-being positions in title V and other elements of State administration, and then an additional 15 for this planning exercise.

Mr. ESCH. The planning exercise and you use the phrase "exercise," the planning exercise would reflect and go to State educational planning agencies, at least, a portion of it. However, what portion would go to the State agencies, what portion would go to metropolitan areas or other agencies?

The emphasis in title V seems to be to strengthen State agencies. Is that the concept of title V?

Secretary GARDNER. I believe 75 percent of it would go directly to the States and there would be a 25 percent set aside for projects that could go directly to cities or to other instrumentalities concerned with planning.

Mr. ESCH. In effect, Mr. Secretary, what you are saying, if I understand it correctly, is that three-fourths of your effort will be toward improving and developing and encouraging State agencies, one-fourth of your effort will be toward discouraging State agencies through direct grants locally and through regional planning?

Secretary GARDNER. Well, I don't believe that any more than I think you believe it, really. The quarter that will not go directly to the States will still be directed at problems with which the States will be deeply concerned. Our tradition in this country has always been one of having a lot of people in the act, and there are a lot of people in the States who want to be in the act, and we who have a long tradition of being in the act. It would be wrong to assume that 25 percent set aside is in any way to discourage the States. It can be spent in ways which will vastly simplify their task in educational planning.

Mr. ESCH. Might we assume that this proportion reflects the uncertainty of your group toward which direction we should take, whether it should be strengthening State agencies as opposed to direct Federal local relationship or regional planning? Does this separation reflect, as you indicated earlier, you "don't know where we are going to come out"? That we are in a period of transition and you would not like to give any direction at this particular time. Am I assuming that this is correct?

Secretary GARDNER. The situation is that we see objectives which are not mutually exclusive, need not be considered so. We can go both

paths at once without any lack of consistency or logic. We can provide for regional planning effort or metropolitan area planning efforts at the same time we are strengthening the States, and it seemed a sensible thing to do.

Mr. ESCH. Mr. Secretary, I assume that you would not want to make any kind of value judgment as to the emphasis that the Federal Government should make at this time in terms of to what degree we should strengthen the State government operation?

Secretary GARDNER. I have made some judgment on that in saying that our primary emphasis is on strengthening the States and that we have held to ever since we developed title V, and will continue to do so.

Mr. ESCH. Might we return to one other area briefly, and that is the question of planning by local districts and State agencies toward Federal appropriations. It has been suggested—

Chairman PERKINS. Would the gentleman yield to the gentlelady from Oregon?

Mr. ESCH. Yes.

Mrs. GREEN. Could I have a clarification on the amount you are asking under title V? Are you asking for \$29,700,000 under part A?

Secretary GARDNER. Under part A. And 15 for part B.

Mrs. GREEN. Twenty-five percent of the \$29,700,000 would go for the commissioner's grant?

Secretary GARDNER. Twenty-five percent of 15.

Mrs. GREEN. Twenty-five percent of 15? And how much of the 29?

Secretary GARDNER. Fifteen percent.

Mrs. GREEN. Pardon?

Mr. HOWE. Fifteen percent of the 29, which has been the regular level of operation for that portion of title V up to now.

Mrs. GREEN. Thank you.

Mr. ESCH. I have just one more question. It has been suggested, and I assume erroneously, that the real reason we are not working a year ahead in terms of appropriation is for the convenience of Congress and the Department. I assume the statement is not correct.

It has been suggested that we are not working on appropriations for 1969 because it would not be convenient for us to work on it at this time.

Secretary GARDNER. You mean working on the renewal of the ESEA?

Mr. ESCH. Right.

Secretary GARDNER. I don't think that is an accurate summary.

Mr. HOWE. It seems to me on the appropriations side there is a need for some informal and planning conversations between representatives of Congress. The President, in his education message, asked the Secretary of Health, Education, and Welfare to initiate such conversations. I assume that this will occur. Right now, we are all on a 1-year cycle on appropriations.

Mr. ESCH. If we might reflect on that, is it not the inherent problem that these discussions never reach or communicate to local districts and State boards? Perhaps herein lies the problem of planning, rather than inherent within the State?

Mr. HOWE. If you are suggesting that we ask them to take a different cycle of planning, I really think that is more difficult to achieve than it is for us in the Federal Government.

Chairman PERKINS. The gentleman from Michigan.

Mr. O'HARA. Mr. Secretary, to further pursue the question that I raised earlier regarding how State-by-State allocations will be under title I, assuming the budget request is the amount of appropriation, I would like a State-by-State breakdown of how you envision it will work out and compare it to the current fiscal year and previous fiscal year.

Secondly, in response to that question some reference was made to the fact that the Appropriations Committee in making the appropriations for the current fiscal year inserted a limitation to the effect that no State shall receive less than received in the previous fiscal year. Might I inquire how, in your testimony before the Appropriations Committee, you intend to act with respect to title I? Will that same limitation be maintained?

Secretary GARDNER. With respect to the first part of your comments, we will supply for the record a State-by-State breakdown. With respect to the second part, I would like Nolan Estes to comment.

(The breakdown requested follows:)

Summary of title I, ESEA funds for fiscal years 1966, 1967, and 1968

	1966 expenditures	1967 allotments	1968 estimated allotments
Northeast:			
Connecticut.....	\$5,592,820	\$8,567,812	\$8,592,933
Delaware.....	1,474,821	2,145,235	2,145,235
District of Columbia.....	5,635,825	5,717,037	5,717,037
Maine.....	3,517,866	3,573,204	4,786,075
Maryland.....	9,550,906	14,667,876	14,712,753
Massachusetts.....	8,451,854	14,916,771	14,960,745
New Hampshire.....	1,115,343	1,392,513	1,758,896
New Jersey.....	22,433,297	24,213,383	24,284,233
New York.....	112,567,498	114,811,439	115,150,179
Pennsylvania.....	48,175,523	48,634,003	48,634,003
Rhode Island.....	2,982,428	3,655,835	3,655,835
Vermont.....	1,598,159	1,664,962	2,094,717
Regional total.....	223,096,340	243,960,070	246,492,641
Alabama.....	30,644,707	31,013,087	42,002,128
Arkansas.....	20,645,220	20,861,373	26,266,364
Florida.....	27,268,169	28,452,341	33,425,297
Georgia.....	34,745,390	35,072,317	45,813,018
Kentucky.....	27,378,019	27,607,634	34,068,587
Louisiana.....	24,347,694	29,300,680	37,766,872
Mississippi.....	20,991,195	23,562,737	40,591,146
North Carolina.....	45,560,380	46,184,079	59,438,914
South Carolina.....	21,308,692	21,514,677	35,756,515
Tennessee.....	29,535,101	29,786,366	40,451,657
Virginia.....	20,967,118	24,226,749	33,193,924
West Virginia.....	14,788,530	14,923,368	18,631,221
Regional total.....	318,115,215	332,505,408	447,405,643
Midwest:			
Illinois.....	41,587,584	47,180,934	47,320,222
Indiana.....	14,572,330	15,377,019	17,082,542
Iowa.....	15,445,609	15,568,711	15,568,711
Kansas.....	9,900,878	10,092,438	10,092,438
Michigan.....	31,758,110	32,407,534	32,407,534
Minnesota.....	18,198,578	19,651,289	20,358,381
Missouri.....	23,630,170	23,919,082	25,571,142
Nebraska.....	5,068,252	5,522,165	7,827,352
North Dakota.....	3,147,155	4,146,397	5,276,647
Ohio.....	34,656,152	35,126,949	35,126,949
South Dakota.....	4,460,564	5,482,447	6,041,587
Wisconsin.....	13,277,563	14,931,330	16,504,347
Regional total.....	215,717,945	229,406,295	239,177,852

Summary of title I, ESEA funds for fiscal years 1966, 1967, and 1968—Continued

	1966 expenditures	1967 allotments	1968 estimated allotments
West:			
Alaska.....	\$1,529,606	\$1,883,190	\$1,883,190
Arizona.....	8,657,958	8,971,597	8,971,597
California.....	67,995,659	74,360,293	74,577,136
Colorado.....	7,914,597	8,566,375	8,669,709
Hawaii.....	2,290,571	2,301,425	2,326,303
Idaho.....	2,564,201	2,725,898	3,273,805
Montana.....	3,172,448	3,291,805	3,623,242
Nevada.....	726,713	985,902	985,902
New Mexico.....	9,842,929	10,027,182	10,027,182
Oklahoma.....	17,070,840	17,288,784	17,527,533
Oregon.....	7,263,184	7,527,202	7,527,202
Texas.....	66,260,930	68,886,571	82,893,660
Utah.....	2,996,925	3,042,185	3,042,185
Washington.....	10,421,297	10,709,524	10,709,524
Wyoming.....	1,281,956	1,466,944	1,633,694
Regional total.....	209,989,814	222,034,877	237,671,864
Outlying areas:			
American Samoa.....		100,000	29,252,000
Guam.....	536,514	567,390	
Puerto Rico.....	19,166,185	18,814,659	
Trust Territories.....	631,365	726,259	
Virgin Islands.....	342,793	295,042	29,252,000
Department of Interior.....		5,000,000	
Outlying areas.....	20,676,857	25,503,350	29,252,000
Grand total.....	987,596,171	1,053,410,000	1,200,000,000

Mr. ESTES. We would expect to ask for the same provision to protect the States from any decrease over the amount obligated this last year. We will have in 1968 about 15 States that will be on the floor, which is a decrease from 27 this year that come under the floor provision.

Mr. O'HARA. I yield to the gentleman from Michigan, Mr. Ford, who has a question in respect to title III.

Mr. FORD. Mr. Secretary and Commissioner Howe, section 304 of Public Law 89-10 was amended last year to provide a new subsection C in the granting of title III applications to a certain category of local school districts, and in the authorization we thought we were considering about \$500 million to accommodate this new category of preferences.

We notice that again less than half of that is being asked for. My concern is this: In talking with local school people I find that they have been unable to get from the Office of Education any indication of whether you are going to have guidelines to help them to determine that they are a local educational agency making a reasonable tax effort, that they are, nevertheless, unable to meet critical education needs, that they have problems because their schools are seriously overcrowded, and that these result from shifts, from rapid growth, or whatever the case might be. In other words, what do you consider a reasonable tax effort? What do you consider critical education needs? What would you consider a criterion for overcrowding?

In other words, there are a number of things that would be taken into consideration, but the school people across the country are not going to be able to prepare applications and see whether they come

in for this special consideration until you tell them how you define these terms with some guidelines.

What progress is being made toward having those ready so that their applications will be prepared and filed before the fiscal year funding starts?

Secretary GARDNER. I would like to ask Mr. Estes to answer that.

Mr. ESTES. As you know, this amendment becomes effective with the beginning of fiscal year 1968. We are in the process of revising our guidelines to include all of the amendments that were made to title III within the next 2 or 3 weeks. Local school districts and State educational agencies will be receiving this information concerning special consideration that will be given projects.

Mr. FORD. Thank you.

Chairman PERKINS. Mr. Eshleman.

Mr. ESHLEMAN. Mr. Chairman, thank you.

My first question is directed to Commissioner Howe. In a reply to Mrs. Green you stated that the U.S. Department of Education is getting closer and closer in alinement with State departments of education. My question to you is: Why the U.S. Department's dealing 100 percent through the State departments of education is evidently impossible at this time?

Mr. HOWE. I assume, Mr. Eshleman, this in the context of title III of the Elementary and Secondary Education Act. Actually, I think it is not a matter of lack of faith but a matter of being realistic about the fact that some State departments are in different stages of development than others; that the operation of title V of the Elementary and Secondary Education Act will, over a period of time, help all of them to have the administrative capacity to do things which we would like to see them do.

I think that you would find from us no concern in principle that there should be State department control, if you will. We brought this matter before our advisory committee and our advisory committee, looking at the situation in State departments, suggested to us that this was not the year to bring such a proposal before you.

But I think you will find within that advisory committee the same feeling that I just outlined, a feeling that at some point there ought to be such an adjustment. In the meantime, we are moving with quite a number of States to have them develop comprehensive plans which we accept from them as a basis for making title III awards. This is all arranged on an administrative basis without benefit of legislation. Yet it shows a good faith move on our part to give more and more control to State departments which are interested in accepting responsibility.

Mr. ESHLEMAN. May I interpret your remarks, and I use your quote, "We are getting closer and closer in alinement with those States"—and I would like to think of my own as one of them—"those States that have good departments of public instruction," that you are dealing 100 percent through the State department in those States in title III?

Mr. HOWE. We are dealing on every single title III grant with the State department in every State, and must do so by law. We are receiving a recommendation from the State before we make any title III grant as to how that State feels about the grant.

Mr. ESHELMAN. In respect to the other titles?

Mr. HOWE. In respect to the other titles, of course, title I is highly decentralized and is a matter of the State approving the projects entirely. We are not involved in project approval of title I at all. We simply draw up the broad regulations with the State department as its basis for approval and then the State makes individual project approvals.

In title II there is a State plan which we approve and then the State makes the decisions about the use of the funds in title II.

Title V is, of course, a project-grant arrangement from us to the States to strengthen the State departments. So that what you have in elementary and secondary education is in very large part a vote of confidence in the capacity of the States to do this job, and an actual operation in which the States are taking the prerogative in most cases.

Mr. ESHELMAN. Thank you.

Chairman PERKINS. Mrs. Mink.

Mrs. MINK. Thank you very much, Mr. Chairman.

I would like to associate myself with the remarks made by my colleague, Mr. Ford from Michigan, and join him in my expression of great disappointment that the Department was unable to come up with a budget request that came anywhere near the amounts that we felt were needed for the support of education in the country.

I want to address my few minutes that I have to questions relative to title V. I wonder if you could give us the number of educational agencies that did not submit grants under the existing law for programs under title V.

Mr. ESTES. All of the States participated. Not all of the States this year have planning projects, however.

Mrs. MINK. In other words, the total amount that was appropriated by the last Congress for title V programs have actually been utilized for programs to strengthen the State departments of education?

Mr. ESTES. Except in a few cases. In one State they used two-thirds of the total amount. Maybe in a half-dozen cases they did not utilize all the amount allocated, mainly because of the lack of personnel.

Mrs. MINK. The committee in its wisdom in evaluating the total Public Law 89-10 program felt that title V was an important provision and we authorized \$50 million for the next fiscal year's program. Now taking the new recommendations that we find in the bill that has been presented to us and adding the new program which it envisions for \$15 million together with what you are requesting for the existing programs, this still falls short, does it not, of the \$50 million authorization?

Mr. HOWE. By about \$5 million.

Mrs. MINK. Now in recommending your new part B, under title V, was it a new policy decision of the Department that there be a separate State planning agency to move into the areas of program development as distinguished from the current bill, which leaves the matter of program development and evaluation and strengthening of departments with the agencies that actually have the responsibility for administering it?

Secretary GARDNER. We felt very strongly that there should be a separate section on planning, that this should be a specific amount

of money to be used for what appeared to us to be an extremely high priority task if we wished to strengthen these State educational agencies.

Mrs. MINK. Does not the existing title V already set out the general outlines of what was intended on requiring the State departments, or the State educational agencies to go into the matter of educational planning? Is there not already sufficient guidelines under title V for such plans to be promulgated but depending upon the initiative of the State agencies?

Secretary GARDNER. It is possible under present title V. I would say that relatively few States, with the limited funds at their disposal, have gone into planning on a scale that we think would benefit them very much, and that many of them think, too.

Mrs. MINK. Borrowing from your comment regarding limited funds available under title V, would you not say that one of the major reasons the States have not gone into the program planning and development idea was the lack of funds and would not the full implementation of title V as envisioned by this committee in the \$50 million program enable the State educational agencies to assume this responsibility without setting aside another agency for the specific purposes of planning?

Mr. HOWE. Mrs. Mink, I think your observation is, in part, true. At the same time I think funds for planning when they are placed in competition with funds for administration, no matter what the level of funding, are very likely to lose out in the tough decision States have to make a decision as to whether they are going to do something that demands a service right now, the administrative function of the State versus the longer range payoff that comes with planning. Therefore, it seemed wise to us to try to sequester a portion of these funds for that very important purpose which is likely to get shortchanged.

Mrs. MINK. Could you not accomplish the same purpose—and I quite agree with you that planning is an essential component for strengthening the departments—could you not accomplish the same goal by simply apportioning the \$50 million fund that we authorized under the existing provisions of title V and require that a certain percentage of these funds heretofore authorized must be used for planning purposes, and still leave the responsibility in the State educational agency and not call for the development of another agency that has no administrative responsibility in the State?

Mr. HOWE. I think here we are not really calling for the delineation of an additional agency. As I said in earlier testimony, it is our hope that existing planning agencies and, in fact, the existing responsible board in elementary and secondary education will pick up these functions and use these funds to get critical staff for the special purpose of planning.

But I do believe that there is less likelihood of getting that accomplished unless we make it a specialized and identified function as we are suggesting here.

Chairman PERKINS. Mr. Steiger.

Mr. STEIGER. Mr. Secretary, if I may touch briefly on the Teacher Corps, would you agree that one of the difficulties that we have in teacher education is that most teacher education students who have

little difficulty in meeting typical university academic standards are not interested in teaching in schools where a high percentage of the children are culturally disadvantaged? Is that an appropriate commentary about teacher education programs to date in this country?

Secretary GARDNER. I don't know whether we have systematic data on that point. Do you know, Commissioner?

Commissioner HOWE. I really don't, Mr. Secretary. I suspect that because of the motivation that many young people in college have, which the Secretary was speaking of earlier, that the group highly motivated toward social service at some time are likely to be superior students. I would guess you would find this true of members of the Peace Corps and similar agencies.

I think the selection process that we will go through to get Teacher Corps people will guarantee this.

Mr. STEIGER. I wonder whether or not you have any available data on what kind of waiting lists exist in metropolitan areas, let us say, Chicago, Milwaukee, or any of the other urban areas, that come from the waiting list that might exist from the transfer of teachers from inner core schools to what we will call a nice residential area?

Secretary GARDNER. We don't have any data on that. We know that it is generally regarded as a privilege to make that move and many of the teachers' associations insist on this as one of the privileges of seniority that a teacher be given the choice of move and then very frequently exercise it.

Mr. STEIGER. I appreciate that. My concern here is really as to whether or not what you are doing in the Teacher Corps is going to be able to attract and maintain and hold in the inner city the dedicated teacher.

I raised this point with Mr. Graham and Commissioner Howe on Thursday of last week. Are we not working at cross purposes here if we are pursuing excellence by making it a 4-year bachelor degree as a prerequisite for going into teaching in these areas?

What about the kid in school after school in this country who drops out of college because we live by the God grade, who has the dedication, who has the interest, but who will be foreclosed from pursuing that dedication in the Teacher Corps, are in the Peace Corps but not in the Teacher Corps, because you have set a bachelor's degree or its equivalent.

How do we continue to expand the operations in these types of areas if we put down these kinds of requirements or do you think this is necessary?

Secretary GARDNER. It certainly is a very interesting question and a relevant one. Generally, the feeling about the requirement of an A.B. for entry into even practice teaching is pretty strong, and it would be hard to think of a Government program which assumed that these youngsters needed less-prepared or less-educated teachers than other areas did.

I think it is quite possible that there are youngsters at an earlier level who would profit by this and do a good job but I think it would be a hard line to break.

Mr. STEIGER. Let me touch on title III for just a moment. The underlying philosophy we would gather from title III as it is drafted

and operated is that the State educational agencies are really not in too good a position to administer the purposes of the title. If that is the case, then why are they strong enough to administer title I and II of ESSA and NDEA and a whole host of all kinds of other programs?

Secretary GARDNER. Let me break that question in two parts and answer the part that I can answer. I will ask Commissioner Howe to answer the other part.

I do hope that, I wish that we could get away from assuming that anything but complete lodging of responsibility in the State is a vote of no confidence in the State. We have an educational system in which local school districts have had an honored place and an important place and they have some right to be heard when they insist that we not now move to a system in which everything is absolutely centralized in the State.

Commissioner HOWE. I have just a brief comment. Taking up from the Secretary's general comment it does not seem to me that the way title III is now set up is a vote of no confidence in State educational agencies.

Their opinions are very much considered; 95 percent of our determinations are in correlation with their determinations about grants. As I said earlier, there are a number of States in which we are moving really to a planning base by the State for title III and we are accepting that planning. So that what we really are developing is a cooperative endeavor around the making of grants to local educational agencies with the State and ours involved. As I implied a moment ago, I see down the road the possibility that responsibility ought to shift. I don't know how to shift a time limit on this, that ultimate responsibility ought to shift.

We have discussed this at some length among ourselves, with chief State school officers, with advisory committees. We have had a number of chief State school officers tell us that now is not the time to make such a shift, that they are not ready to take on these responsibilities.

So we are looking at this proposition in very much the same light that your question implies you are, perhaps coming down with a slightly different judgment, but I don't think there is any difference in principle.

Chairman PERKINS. Mr. Scheuer.

Mr. SCHEUER. Mr. Secretary, I welcome you here today knowing of your conviction and your commitments. Now, it is because of that knowledge that I join my colleagues in a deep sense of frustration at the course of the program and the lack of forward thrust in it.

I wish I could join my colleague from Iowa in describing the educational excellence in my district. Unfortunately in about half of my district the average eighth grader is 3 years and 4 months behind grade level in reading.

With all of the efforts that I have made to bring some kind of resources into the district, the net result of the 2 years of our programs has been trivial.

I am desperately frustrated. I feel that while we are creating a program of comprehensive education planning on the State and city levels we have not performed that function on the Federal level.

I am even more frustrated from the excellent reports we have received from your agency, three reports from the National Advisory

Council which were superb, plus the Coleman report on the educationally disadvantaged which confirmed my view we are trying to fight a mass sophisticated all-out 20th-century war against educational deprivation with a slingshot and a peashooter.

If we take these reports together, the four of them, the message that this is a total war and unless you achieve a total effect you have lost the war before you start, that the whole is greater than the sum of the parts.

These four reports indicate clearly that if you do not make some changes in the home through a comprehensive parent-child program you have lost the battle. They indicate clearly that unless the child has adequate health, adequate nutrition you have lost the battle.

They indicate clearly that if the child does not have adequate supportive services then, class sizes that are dramatically smaller than they are now with adequate teacher aids supporting the teachers, you have lost the battle.

You can't even attract good teachers in the slum schools unless you create the total gestalt for educational excellence. I believe the arguments you have heard this morning and the frustration you have heard are basically on the question of a trivial program to which you add 5 or 10 percent.

It is still trivial. In the question you have had over the follow-through program, you are still dealing with a small fraction of the kids who desperately need that followthrough. I would like to know when is the Government going to perform this indispensable function of long-range educational planning and come up with some kind of benchmark, some kind of yardstick, that will tell us the kind of resources, the kind of educational change that we are going to have to produce so that we won't be fixing our eyes on how to add 5 or 10 percent to a program that is so utterly trivial, inconsequential, that we are faced with an exercise in futility and disillusionment, making modest percentage increases on a totally inadequate program.

When are we going to get from you the leadership and long-term program with which this Congress will have to wrestle, about which the American people will have to search their hearts and their souls to come up with the resources necessary?

Secretary GARDNER. We certainly have been engaged in the kind of planning that you talk about, and in fact, well, two of the reports you quoted from were reports which we were responsible for.

Mr. SCHEUER. All of the reports, sir, the three reports, the National Advisory Council on title I plus your report on educationally disadvantaged, the Coleman report?

Secretary GARDNER. Yes. We will continue this and we will pay attention to what is in the reports. I hope as much attention as you do. But I think that no matter how good our planning effort, we will always live in a world of some resource constraints and at that point we will have to shift our thinking to something other than, we will have to add something that is not in the reports and that is how much money we have and how we best distribute it among the various very serious needs facing us on many fronts.

Mr. SCHEUER. I understand your point and your regret that you cannot go the whole hog and that you must engage in these tradeoffs as you characterize it.

I think what we also need is some view of the total program gains so that when we may be able to extricate ourselves from the Vietnam commitment and its heavy burden we can transfer massive resources into these educational programs.

I am concerned that unless we have some kind of national discourse on the level of resources that should be channeled into the total education programs and antipoverty programs that at that point in time the public will be ready for some kind of tax reduction programs or massive highway programs and they will not have gone through what I consider a necessary process of soul searching to come to a national commitment for educational excellence with all that that implies.

I think the time is over due when you should make available to us a synthesis of your conclusions stemming from these four reports so that the Congress can begin to engage in this agonizing appraisal and so that the American public can too.

Just take the question of manpower. We know we are going to have to have a massive increase in educational manpower. If you have \$5 or \$10 billion extra to inject, in the stream of commerce, so to speak, in education today you could not do it because we don't have the manpower.

What I am concerned is we are not even thinking about the programs for developing manpower both on the professional level and in the aide category, the teacher aide, the social worker, and the family planning aide.

There has to be a pipeline, several years of development of manpower programs to service us in this period when the resources are available. If we don't start planning now when the funds are available the agencies will not be ready to use them.

Chairman PERKINS. Mr. Gurney.

Mr. GURNEY. Let me ask you a question about the planning grant. What provision have you made for flexibility? Yesterday one of the State commissioners of education pointed out that his State has just recently completed a comprehensive educational study and planning for his whole school system. Assuming this is the last word perhaps in this sort of field, how are we going to handle that sort of State under this part of the act?

Secretary GARDNER. First, I think planning is a more or less continuous process which involves appraisal and reappraisal of objectives. I literally don't know of any State that has done the kind of educational planning it ought to do or might do and in fact in many cases our basis of data and test knowledge in the educational field is so inadequate that it will take years of development of just the statistical materials that will permit effective planning.

So, I believe that what we are really going to launch the States on is a learning period in which they learn how to do effective planning, they build the data basis for effective planning and it is going to be sometime before one of them can come up and say we have an effective, we have a really comprehensive plan.

Mr. GURNEY. Of course I really am at a loss to discuss it too intelligently because I don't know enough about education in that particular State. Yet assuming that they did have the benefit of the latest methods in studying planning it would appear to me that there is a possi-

bility of duplication in the act, or to put it another way, suppose you have a State that has completed its study and has come up with a plan, it would occur to me that they would not need the money half as much as many other States who have not made any comprehensive study or planning at all I am sure there are such States.

Again I wonder if you have provided some flexibility. That is all I am asking. Not that the idea is good or bad. Have we flexibility? After all you are providing for only \$15 million the first year. That is not a great deal of money. My question again is directed to the question, how can you get the most use out of it.

I would not think you would be getting the most use out of it if you put money into a State that had recently completed a pretty good study and come up with some sort of plan. As one of the State superintendents said, what we need right now is not planning money but implementation money to implement the plan we have got.

I think there might be some point to that.

Secretary GARDNER. I think we have a more ambitious conception of what this planning involves than the State superintendent whom you quoted. In my opinion he must have again had a fairly shallow view of what educational planning amounts to. I do not know where he could have gotten the information to have an effective plan.

The plain truth is we have enormous aspirations, the American people have enormous aspirations for so many things, health and education and housing and all kinds of things that put heavy burdens on our resources and in many of these fields heavy burdens on our manpower, and if we are going to do the job that needs to be done we can't any longer do it in a helter-skelter way, everybody dashing down the road doing what comes naturally.

We are going to have to ask ourselves, for example, in the field of higher education, what are the most economical and effective patterns of institutional development in higher education?

What is the sensible thing to do if you want to get the most education for the youngster out of every dollar you spend? Do you scatter junior colleges around the State? Do you put all your resources into a central campus? How do you spend your money so that you get the most out of it?

This is the kind of judgment for which we have laid a basis in many other fields of human endeavor. We have not in education. We spend our money fairly blindly, even today.

Mr. GURNEY. Let me ask this other question with regard to comprehensive study and planning. Again I wish I knew what study they had done so that I could speak better to it. But you did say, Mr. Secretary, that you doubted if they really made the sort of study they should have made and come up with the sort of plan they should have.

I don't know anything about that but let me ask you this. What makes you think that if a State seriously undertook a study would not be able to get the sort of input in it that you want or to put it another way, where is expertise going to come from that is not available to them now?

This incidentally was the State of Illinois which is one of the wealthier and richer States and as I understand it has at least some of the best educational systems in the country.

Is there a magic here in Washington that is not available to them? I ask that in all seriousness.

Secretary GARDNER. There is quite a lot of magic in Illinois if the money were available to bring it to bear on this problem. You have in the universities, the great universities of your State, ample—

Mr. GURNEY. This is not my State by the way.

Secretary GARDNER. Well, I am sorry. That is right. It is Florida.

Mr. GURNEY. I wonder if the Secretary could answer that question for the record, not now. Could you put some material in the record for us?

Secretary GARDNER. Yes, sir; I will answer it for the record.

(The document referred to follows:)

STATEMENT ON THE NEED FOR STAFF RESOURCES FOR EDUCATIONAL PLANNING IN
STATE DEPARTMENTS OF EDUCATION

A review of the professional staff resources of State education agencies shows that relatively little attention is being given to educational planning. There is a practical explanation for this: operational responsibilities of State agencies have increased tremendously in recent years, and these responsibilities have inevitably taken precedence over planning needs. While large infusions of Federal grants have forced State agencies to use all their available resources to carry out funded programs, paradoxically these very infusions have made planning all the more important and necessary. Moreover, State agencies have been caught in a period of gargantuan expansion of educational horizons, and this also has made planning a vital matter.

If planning is to result in more effective educational programs and to help develop new directions for the schools of the future, State agencies must have a highly professional staff whose expertise covers a wide spectrum of concerns. The fact of the matter is that the composite of resources needed to conduct comprehensive planning is not available in State education agencies. The funds anticipated with the proposed amendment to title V, ESEA would encourage States to hire the people who can give this much neglected function of planning the attention it should have.

It is true that State education agencies with the existing authority of title V could devote some of their funds to planning, and the record indicates that they have done so. However, not nearly enough is being done, and the objective of the amendment is to encourage the States to do more. Without the amendment, the States will probably continue to emphasize staff needs in operational areas and planning will continue to be ignored.

Mr. GURNEY. Thank you.

Chairman PERKINS. Mr. Meeds.

Mr. MEEDS. Mr. Secretary, I would like to welcome you here and also compliment you on the testimony particularly that dealing with the Teacher Corps in which you state the purpose of the Teacher Corps is to draw out the idealism of younger people.

I think we need a lot more of this approach. I hope it is successful. Second, I also compliment you on the idea of part B of title V, which is to channel educational planning through the State. I think there is no question but that your statement that States do not react is because they have not been able to plan, particularly on a comprehensive basis.

Now after having said those things, I must say that I have to join my colleagues, particularly Mr. Ford and Mrs. Mink, in expressing concern that the request of the Office of Education this year does not seem to me to reflect the forward thrust that the Department had last year and particularly 2 years ago.

I point particularly again now to title V in which as I recall the recommendation of the Department or the Office of Education was \$50

million for fiscal 1968 and which we wrote into the bill. Now if I understand correctly you are asking at this particular time for \$44.75 million; is that right?

Secretary GARDNER. Yes.

Mr. MEEDS. Yet you are asking that a portion of this, exactly \$15 million, be apportioned to the planning function or the comprehensive planning. Am I correct in this?

Secretary GARDNER. Yes.

Mr. MEEDS. Would it not make as much sense to in effect incorporate the purposes of section B into title V that now exists and earmark a portion of that money for the planning function?

We get away from the problem that has been expressed all along this row and that row with regard to who is going to do this planning function in the State. Also, we get away from the problem of writing in a new agency situation.

Would your office have any great objection if this were done by the committee? Is this something you feel very strongly about?

Secretary GARDNER. I would like to ask the Commissioner to comment on that.

Mr. HOWE. I can't comment in detail. I would want to examine the actual language that addresses itself to planning and refresh my memory on it before giving you a positive or negative answer about it.

We did examine it carefully of course when we came up with this suggestion. The important objective to achieve here is one of getting a definite amount of money into the planning function on a truly comprehensive and long-range basis in such fashion that this planning activity continues year in and year out, has a specialized staff, is protected from invasion by administrative activities so that the State can guarantee itself the benefit of such a function over the years.

As the Secretary said earlier, there is no quick and easy way to get at this problem of forward planning. It will be a kind of kindergarten operation in the beginning and is going to have to build by building a base of information which will then be used in subsequent years.

But we would be happy to take your suggestion and take another look at this possibility.

Mr. MEEDS. As much as I hate to do so I am afraid I will have to disagree with the earlier statement of the Commissioner that there would be more continuity in this planning function if it were delegated to the Governor of the State. It is my feeling it would be the opposite.

There would be more continuity if this planning function were delegated to the State agency, the superintendent of schools or the chief State school officer.

Mr. HOWE. I would like to call your attention to two points: One, there is a variety of arrangements in the several States for which allowance must be made and beginning with the backing resources of Federal planning; second, higher education involves a complex element in the planning of the State—chiefly the State school officers and the board of education of the State have not had, been responsible for higher education although that is not universally true. In New York State you have a board of regents that is across the whole picture of education. So, you have a mixed picture for which allowance must be made.

Mr. MEEDS. I am certain this would be a portion of your reservation to my original question: in other words, what kind of arrangements were made for this comprehensive planning and was, for instance, higher education included and, if so, how?

Incorporating the entire intent and perhaps language of section B it seems to me we can work out this problem and get the thrust and planning which I am sure we agree is needed and which the chief State school officers yesterday agreed we needed.

Mr. HOWE. I think the problem would come down to whether or not we, by regulation and guidelines, could require that the planning functions be carried through under existing legislation or whether we really ought to have congressional authorization to make this kind of requirement.

It was our earlier determination that it was wise to get congressional authorization to make this kind of requirement.

Mr. MEEDS. I agree with you there.

Chairman PERKINS. Mr. Burton.

Mr. BURTON. Commissioner, have you requested this in this year's budget, the funds to implement the AFDC policy?

Mr. HOWE. In the 1968 budget?

Mr. BURTON. Yes.

Mr. HOWE. We have, through the appropriations process, we have requested funds sufficient to implement it so that no State will receive less than it received in 1967.

Mr. BURTON. That is not really responsive. If we had no AFDC policy at all you could make that statement, could you not?

As I understood, we constructed this supplemental method of determining the needs of the State because the income formula just was not relevant to the high-income States that find themselves with a high incidence of welfare families.

Mr. HOWE. The AFDC policy will have the general effect, I believe, of providing particular help to larger cities and that effect is already operating in the current year and will continue to operate in fiscal 1968 under the funds we have appropriated.

Chairman PERKINS. If you—if the gentleman will yield to me at this point, if I understand correctly, and I tried to listen to the testimony the best I could this morning, if your request before the Bureau of the Budget was sufficient to see that no State received less funding than it received last year, that simply means that the formula adopted in the 1966 legislation which cover the States with the least resources up to the national average would not go into effect, am I correct, under the funding presently included in the amount by the Bureau of the Budget?

Mr. HOWE. I think only partially correct. May I ask Mr. Estes to comment on this?

Mr. ESTES. You are correct: it will not go into complete or full effect. However, in some States it means they would receive a 30-percent increase because of the change from the State average to the national.

Chairman PERKINS. Do you have authority of that nature to so interpret the legislation in that respect? That is the question in my mind because that is defying the members on this committee in writ-

ing legislation. In other words, you would really never know the true intent of legislation that would be enacted if it were enacted—interpreted or construed by the Office of Education or any other department in the manner that the present legislation as I understand is being construed.

I may be all wrong but I sat here this morning trying to listen to the testimony the best I could.

Mr. HOWE. Mr. Perkins, I think the appropriations process being a separate one really traps you and us in the point you raised here because whatever the appropriation we have to find some logical way to fit it into the formula which the authorization has created and that is what we have endeavored to do with the appropriations that we have.

We may not fully meet your intentions but this comes back again to the fact that the appropriations process is a separate one, a matter on which you should be instructing me, not I you.

Chairman PERKINS. I hardly see any way you could fund except to follow the law in the distribution of funds. That is the puzzling point to me. Were we not to include this floor provision for no loss of funds by a State from 1967 to 1968, there would, I believe, be a few States that would suffer considerably.

Mr. ESTES. That is correct. But you do raise a good point. It is appropriate to include the floor provisions.

Mr. BURTON. Mr. Chairman.

Chairman PERKINS. Mr. Burton.

Mr. BURTON. When we act on this legislation as a whole it reflects a balancing out as best we are able to determine of where we think our resources should go. When you ignore portions of the clear intention of ours you then thoroughly distort and totally frustrate our will.

We may not be especially gifted in terms of judgment but it is our will for better or for worse. Now the large cities were under the impression that they would be able to obtain additional support financially and the fact of the matter is it was, as one of my colleagues stated with reference to this whole matter, an exercise in futility.

A lot of us spent a good deal of time and effort on this provision and found out we may as well not have embodied it at all.

I am really dumfounded that our view in this particular has been to all intents and purposes completely ignored.

Commissioner HOWE. I think we have to agree with you that there is a problem of funding in terms of your expectations.

Mr. BURTON. To make it worse the Appropriations Subcommittee does not even have the benefit of deciding if they want to reject your request for the funding of these various policies because the issue is not even raised with them. Your requests are such—so much lower than that which was authorized and also not reflecting these new policy considerations that they have not turned you down, you have not given them an opportunity to turn you down much less adopt what we have recommended as the policy committee.

I find that very difficult to understand or justify.

Chairman PERKINS. Mrs. Green.

Mrs. GREEN. What is the intent of the chairman?

Chairman PERKINS. It is my plan to recess until approximately a quarter of or 2 o'clock. I thought if you wanted to ask some ques-

tions we would run 15 or 20 minutes and then come back at quarter after 2.

Would that meet with your convenience, Mr. Secretary, a quarter after 2 this afternoon?

Secretary GARDNER. To reconvene at quarter after 2?

Chairman PERKINS. Yes, sir.

Secretary GARDNER. Yes, sir. I am at your convenience.

Mrs. GREEN. I have a couple of questions then if I may then I will wait until this afternoon. In the implementation of policy and long-range plans you utilize consultants, do you not?

Secretary GARDNER. We have many advisory committees. Sometimes there is more than one formulating policy with respect to the same question but we listen very seriously to these. I would like the Commissioner to comment.

Mrs. GREEN. I wanted to lead up to this. With a very large part of the budget committed to your elementary and secondary education and with elementary and secondary education very important, and I think I am correct on this, that of all of the entire panels of consultants only 18 positions or 9 percent are held by individuals identified as representing elementary and secondary levels of education, and of the 18 six are affiliated with schools for the deaf and blind, three are concerned with education of the handicapped at the State department educational level, there is one chief State school officer, one board of education member and five members of an educational agency.

Then in terms of just taking the Bureau of Research that has a total of 822 field readers and they define readers as experts a little bit differently.

By occupation or affiliation we find that only 41 readers are identified as representing elementary and secondary level of education. Now also the traditional jealousy or rivalry or dissatisfaction with each other in higher education between elementary and secondary and competition in the educational community.

Do you think that this kind of representation of people identified with the elementary and secondary level gives you the right balance in making judgment either in implementation of programs or long-range planning if you consider them important?

Secretary GARDNER. I am less concerned about the research consultants and because they do tend to cluster in the universities and around the universities even though they may have very deep identification with elementary and secondary education.

But your first point is one I think we must look into very seriously. I would be grateful if we could have those figures and reexamine our representation of elementary and secondary education.

Mrs. GREEN. When people are applying for grants or whatever it is by a person who has been identified with elementary and secondary education why bring in an entirely different kind of understanding to the application that is made?

I would think this would be almost as important as consultant in terms of interpreting.

Secretary GARDNER. The people who can judge research the best are usually researchers. People of deep practical experience may have

their own insights into the problems involved but they do not have a very good record of being effective critics and judges of research programs.

Many of the people in the universities who are doing this kind of judging and are in research, have again had a period of their careers in the elementary and secondary schools.

Mrs. GREEN. Let me turn to one other item. Whether this deserves more interest by this committee, Mr. Secretary, I am not prepared to say, but the recommendation in regard to the draft and I refer to that part of it which has to do with deferment of college students. We have a budget of a little over \$3 million, I believe, for education.

The Department of Defense has a budget of \$2,361 million. Have your Department and your planners and programmers, and so on, given consideration to the educational impact that these recommendations might have—and I am specifically concerned and, I must say, that I do not always agree with the Department of Education, HEW, but I have more love for the Office of Education and HEW than I have for the Pentagon, but if we do not defer college students have we given any consideration to what role the Department of Defense may play in education now?

Will it increase their role and the number of students whom they will then be sending to college themselves or they will be sending for advanced education in a specific area?

Secretary GARDNER. There are a good many questions there which remain to be studied that they ought to have.

Mrs. GREEN. Have you ever been consulted?

Secretary GARDNER. Yes. In fact, the Assistant Secretary for Program Coordination, William Gorham, came to us from the manpower section of the Pentagon and, in fact, did one of these studies of the draft that just came out about a year ago and was the occasion for appointing this—I am sorry, it was not the occasion but it was one of the steps in this process that led to the present recommendations.

We have been consulted. We thought a good deal about it. I don't think we have explored all the issues nearly as fully as we might.

Mrs. GREEN. Would this committee be able to have the benefit of that thinking and study before we are called upon to vote on the recommendations?

Secretary GARDNER. I think the best thing would be for us to try to prepare some material for you, Mrs. Green, and show you what we do have in the way of thinking on this and what issues still seem open to us. Would that be appropriate?

Mrs. GREEN. Personally, I would like to have it. I would make the suggestion if I understand the chairman's plans we will start on the higher education bill immediately after the Easter recess.

Chairman PERKINS. That is right.

Mrs. GREEN. Depending on when the Armed Services Committee makes their recommendations, if it is prior to that time it seems to me the full committee might want to study the educational implications of that provision. Another reflection I would make and just make it in terms of thinking, I hope that some day we will have the Secretary return to have one session on guidelines.

It does not seem to me we can approve legislation this year without at least looking into that and taking a stand one way or the other.

Chairman PERKINS. I insisted with the chief State school officers that they come up with more suggestions. I want to say to Mrs. Green that the Commissioner will come back at another date when we will have additional questions to ask the Commissioner.

Commissioner HOWE. Mr. Chairman, if I could say just a word on Mrs. Green's remark about the changes in the draft. We have a number of programs in the Office of Education which will certainly be affected by major changes in the draft law, among them the various student aid program for loans and grants and work study.

We would want to take a look at these in the light of the suggestions of the possible undergraduate deferments and see what the effect would be. It is even possible that our projections related to higher education facilities might be affected in the short run, not certainly in the long run, perhaps not in the long run—by the deferment policies so that when the conversation you suggest takes place I hope that we can have some harder information than we have now about the possible effects on those programs and the need for future funding planning for those programs related to this deferment.

It seems to me that the President has given us an opportunity to look at this deferment question in the context of the effects it will have by suggesting that there be an open discussion of this rather than an immediate decision.

Chairman PERKINS. I will cooperate with the gentlelady. The committee will recess until 2:15.

(Whereupon, at 12:30 p.m., the committee recessed to reconvene at 2:15 p.m.)

AFTERNOON SESSION

Chairman PERKINS. The committee will come to order. Mrs. Green?

Mrs. GREEN. If I may go back to the title V, and to its specific purport, on page 26, where you spell out that this is under the comprehensive planning grants, do you spell out what the statewide program is to do?

Is this a part of what has been referred to as the PPBS system?

Secretary GARDNER. We have assumed that in the process of developing a modern planning system, they would attempt a good many of the things that we are attempting under PPBS, and this is a helpful and useful way to go about some of these things.

Mrs. GREEN. Is this mandatory?

Secretary GARDNER. That that system as such be set up? No.

Mrs. GREEN. Will there be an effort made to persuade States that they should come in under this? Will there be any carrot on a string?

Secretary GARDNER. No; not that I know of. Commissioner, would you comment?

Mr. HOWE. I would think not. Really, Mrs. Green, there probably, and I have to introduce this by saying I am not an expert in these matters at all, but there are certainly a number of ways to attack the problem of comprehensive planning, and we would want a State to demonstrate that its efforts were to be analytical in nature, and to constitute a genuine look ahead in all phases of education, but not try at all to incorporate the activities of the State into some system that we had going in the Federal Government.

Mrs. GREEN. I understood you to say you thought this would be desirable, perhaps, if they would do it on a voluntary basis.

Secretary GARDNER. I distinguished between the kind of efforts that we are engaged in and the system itself. The programing, planning, budgeting system is something that anybody can do, anybody can try, and in their own way. If the people would do it in different ways, different States might do it in different ways, come at it with different categories, and different measures and different ways of analyzing the data, and I would find it hard to believe that most of them would not at some time want to try some kind of things that would be rather similar to what we have called the programing planning budgeting system, but there would be no pressure at all for them to adopt the categories we are using, and the system that we happen to be using in HEW.

Mrs. GREEN. That originated, as I recall, in the Department of Defense?

Secretary GARDNER. It was fairly highly developed in the Department of Defense, although it has come up as a part of modern management in industry and other areas. It got its greater public attention in Defense.

Mrs. GREEN. Do you think you have had enough experience with it in HEW to make a judgment that this is the way that school systems should go, when you are dealing with children, human beings, rather than hardware?

Secretary GARDNER. I believe, and I have expressed this belief a good many times in the Department, that it is difficult to use this system in the educational area. Interestingly enough, it happens to be easier in the health area, because in the health area, you have some pretty clear outcomes, such as death, or illness—countable outcomes, that you can use in your analysis.

It is very much harder to appraise the outcomes of education. What you do in a fellowship year for someone may not show up until years later, in the total pattern of his development, and it is not easy.

But the kind of approach, the systematic approach, the willingness to be analytical about what you hope to do, to be clear about your goals, is also useful in education, and even more difficult, I think that sooner or later, most large-scale systems will be using parts of this approach, just because it is useful.

Mrs. GREEN. Let me go back to the strengthening of the State departments of education. One, I am not absolutely sure that I understand what you are asking for in the way of appropriations.

You are cutting the \$50 million down to \$29 million, and asking for an appropriation for fiscal year 1968, and of that, 15 percent of these funds will be at the discretion of the Commissioner.

Secretary GARDNER. That is correct.

Mrs. GREEN. Which would be about four and a half million dollars. And then you would ask for an additional \$15 million, and you are asking for 25 percent of that.

Secretary GARDNER. That is correct.

Mrs. GREEN. Which would be—

Chairman PERKINS. If the gentlelady will yield to me, I think I am correct in assuming that the 15 percent expenditure, I mean the re-

maining 15 percent to be expended in discretion of the Commissioner, hasn't that been in the bill since we enacted it in 1965?

That is my recollection, is the reason I raise that question.

Mr. HOWE. That is correct, sir.

Could I clarify one matter in connection with these authorizations, Mrs. Green?

Chairman PERKINS. Yes.

Mrs. GREEN. Yes.

Mr. HOWE. The authorization for title V is \$50 million. The \$15 million we are suggesting is over, would add to that authorization, and make the total authorization for title B \$65 million, so that this morning, as we were discussing this, we made an error in suggesting that the \$15 million was within the \$50 million authorization.

Mrs. GREEN. No; I think I understood that.

Well, then, you are asking for the Commissioner of Education to have about \$8.2 or \$8.25 million, to be used at his discretion for planning and programming.

Mr. HOWE. Well, it would be 25 percent of the—

Secretary GARDNER. Yes. About \$4 million out of the \$15, and about \$4 million out of the \$29 million.

Mrs. GREEN. Then in effect you have asked for more millions for the Office of Education, and you have reduced the States by a decided amount.

Mr. HOWE. I don't see how you would conclude that. We are building up the amounts for the States, and for the Office both. The amount that the Office would have would go up by this percentage, but the 75 percent that goes to the States under this new proposal would add to the amounts that the State would be using.

Mrs. GREEN. Yes, but last year, you came to us and you asked for an authorization of \$50 million. And of that, 75 percent was to stay with the States.

This year, you come up and you want an appropriation of only \$29-point-something million, less than \$30 million.

Mr. HOWE. Well, you are comparing an authorization with an appropriation, I guess, in your earlier observation.

Mrs. GREEN. Well, you asked us last year for an authorization of that, and now you are coming back and asking really for an appropriation or an authorization of less. Isn't that right?

Mr. ESTES. No, Mrs. Green, the authorization for 1967 is \$30 million, of which we have \$22.5 million.

Mrs. GREEN. I am talking about fiscal year 1968.

Mr. ESTES. Yes; now in 1968 the authorization is \$50 million.

Mrs. GREEN. Right.

Mr. ESTES. And we are requesting slightly in excess of \$29 million, under part A of title V.

Mrs. GREEN. Right. Anyway you add and subtract, it would seem to me that you are asking more for the Office of Education to use in a free way and less for the States.

Mr. ESTES. No, what we are asking in part B would allocate \$11,250,000 to the States, reserving \$3,750,000 to be used for interstate projects and other kinds of activities at the discretion of the Commissioner.

Mrs. GREEN. Well, that is still, compared to the \$50 million, the States are not going to get anywhere near what you asked for last year.

They are going to get 75 percent of \$29 million, plus part of the \$15 million. Approximately; \$11 something of the \$15 million. Isn't that right?

Mr. ESTES. In terms of the authorization, you are correct.

Mrs. GREEN. Well, you asked for what levels of authorization last year?

Mr. HOWE. We didn't ask for the \$50 million authorization last year. We asked for such sums as would be necessary, and I believe the committee—isn't that correct—put in the \$50 million authorization, and I think our authorization, our only authorization request was for the current year, which was in the realm of \$22 million, so that we did not request the \$50 million amount, but it does seem to me, Mrs. Green, that we ought to compare appropriations, rather than authorizations with appropriations, in making the kind of comparison you are suggesting.

Mrs. GREEN. Well, I think we ought to make the comparison to what you asked for, what your ideas were as of last year, and what they are this year? and why the change in direction? It seems to me that I see in this not any great desire to strengthen the State departments of education when you let contracts to private agencies, or to profitmaking agencies.

Is that on a negotiated-contract basis?

Mr. HOWE. I believe that in most cases, in which we would make contracts with a private profitmaking agency, we would have a negotiated basis. Let me ask Nolan whether we would have to have a competitive bid in some of these situations; do you know?

Mr. ESTES. We would have to have a competitive bid, if more than one agency could provide this type of service.

Mrs. GREEN. Where does the Office of Economic Opportunity fit in? Secretary GARDNER. That is beyond our jurisdiction.

Mrs. GREEN. Beyond ours, too, apparently.

Let me turn now to some specific language that you have. In section 524, you make contracts with public, or private nonprofit agencies, this is on your planning.

And then on page 39, this is the part I referred to this morning, but I didn't have time to follow through. You give to the States part of the money, and then you contract out with private agencies and organizations?

Mr. HOWE. This is simply an authorization to make contracts with private agencies for research activity in connection with the handicapped, with the education of the handicapped.

There are, of course, a great many private agencies which develop materials or apparatus of use in the education of the handicapped, and this is directed toward development enterprises, in connection—

Mrs. GREEN. For demonstration projects, too, as well as research?

Mr. HOWE. For research or demonstration projects.

Mrs. GREEN. And then you do the same under vocational education on section 201. When you add these three up, and this is just within this one bill—and if I took other bills, I would find the same thing.

What does this do to strengthen the State departments of education, when you consistently make arrangements so that you can bypass them?

Mr. HOWE. Well, this certainly isn't thought of by us as an effort to bypass State departments of education, but rather as an effort to bring into the development of materials or curriculum or the service of the schools agencies which do have specific bodies of knowledge or experience that they should be making available to the schools.

The schools have been served for many years by profitmaking organizations. Most commonly known are textbook companies, but now we have a wide variety of business enterprises, which are developing some very valuable teaching and learning materials for the schools, and development activities by these organizations, when carefully referred by educators, it seems to me, can help the processes of education.

This kind of help would serve the States as much as the individual school systems in the States, probably lead to greater efficiency in education of the handicapped or any other specific group for whom the enterprise was carried out.

And this is the broad position taken here in relation to education of the handicapped, vocational education, or in authorization of planning activities that the Commissioner might conduct under that 25 percent setaside.

Mrs. GREEN. If we cut down the 25 percent, wouldn't the State Departments do just as well as the Office in Washington?

Secretary GARDNER. I think we have to face the fact that there are a number of things which will be of great benefit to the States, which don't need to be done in 50 States.

They just need to be done once, or twice, or three times. You don't need 50 physics curriculums. You need two or three or four, so that people can choose.

You don't need 50 different versions of remedial reading programs. You need a few people working on these things.

Much the same thing is true of various parts of educational planning. Some of the studies that we are going to need to do on the consequences of educational effort of various kinds could be done once or twice or three times for the entire country by a well-staffed research unit, and in effect, a report such as the Coleman report is of interest to the whole country.

Mrs. GREEN. I would be in complete agreement with that, but aren't the States well aware of that? And aren't they operating on that basis at the present time? We have a Western State compact for Higher Education, we have Terry Sanford's group now.

I think that I could compile reports that would document the fact that the Federal Government has duplicated programs in the research projects in more places than the States have, if it were left to them. There is untold evidence that this is the procedure that has been followed by the Federal Government.

Mr. HOWE. Could I say, Mrs. Green, that some of the exact same enterprises that you have been naming are the enterprises we would like to contribute to, through the 25 percent set-aside, an organization like the Southern Regional Education Board, an organization like the compact among the States, the one of Terry Sanford's you referred to.

These kinds of agencies would be eligible for planning activities under that 25 percent set-aside, and it is those that we would support in part.

Mrs. GREEN. Isn't it true that these States enter into these compacts, without funds coming from your Office? They could use their State funds for this.

Mr. HOWE. Absolutely, and they do. For instance, the Southern Regional Education Board is funded by an equal contribution from 17 States, as I recall, that chip in to make that a viable enterprise.

The States are not in a position to do heavy funding of planning exercises, or at least don't seem to have been, because they have certainly been slow to mount major long-range planning efforts for the elementary-secondary schools, and many of them have done very little at the level of higher education.

Secretary GARDNER. Mr. Estes wanted to comment.

Mr. ESTES. Mrs. Green, I think a good example of what you are talking about is the Appalachian Commission. We have been working with them for the past 8 to 12 months, attempting to get their established Education Committee funded and in operation. It represents 11 States.

We did not find any one of the chief State school officers in the 11 States that was willing to reduce his allocation under 503 to partially fund the organization, which would run about \$200,000 or \$300,000 a year.

We attempted to fund this interstate group, using title III funds. However, we found that was very cumbersome, because a local school district, that is the only eligible applicant under title III, would have had to agree in each of the 11 States to submit companion proposals.

These, in turn, would have gone through our rigorous review process, making it very cumbersome. The representatives from these States are supporting this kind of authority that would make it possible for them mutually to come together and in an 11-State compact to do some overall long-range planning for the 11-State area.

Mrs. GREEN. Mr. Secretary, did you have a chance to look at the regional education labs? Would you want to discuss that today, or do you want to discuss that at a future time?

Secretary GARDNER. I would be glad to discuss it, particularly with Harold Howe here. We have been through this reexamination of the labs together, and he has been particularly close to it. I think it would be useful to do it now.

Mrs. GREEN. Well, the reason I bring it up, I think this seems to be a trend to weaken State departments of education. If there are good reasons for doing this, then I think the committee ought to know, and at least know the direction in which we are going.

In addition to the parts here in this legislation, as I understand it, there are 10 R. & D. labs, across the country. Is it nine or 10?

Mr. HOWE. Eleven, Mrs. Green. And four more in the process of being developed.

Mrs. GREEN. And then on the regional education labs, there are 20?

Mr. HOWE. Yes.

Mrs. GREEN. And then in each State, there are supplementary centers?

Mr. HOWE. So-called supplementary centers which are funded under title III of the Elementary and Secondary Education Act.

Mrs. GREEN. Now, none of the 11 R. & D. labs are in any way connected with the State department of education. They are funded by the Federal Government. Is that right?

Mr. HOWE. Well, they are located at major universities, and they are really agencies of those universities for research on or development on special education problems.

Mrs. GREEN. Right. And now the 20 regional education labs, which are primarily for the purpose of development and implementing the research, rather than research itself, they have nothing to do with the State departments of education? Is that right?

Mr. HOWE. Not in the official sense, but in a very important informal sense, they will have a great deal to do with it.

Most of them will have members on their boards of directors who are either State school officers, or members of State boards of education, or employees of the State department of education. The States have been deeply involved in the planning of the development of these regional education laboratories, State officials have been directly involved.

There is a direct connection to the public school systems of the States concerned, through the laboratories, and this is why the State officials have been involved in their planning, so that although the grants of funding to the private nonprofit agency is the regional education laboratory, the use of those funds has a direct policy feed-in from State officials.

Mrs. GREEN. Do you think it is fair to say there could be a debate on whether or not that is a paper plan, or whether it is one that is actually carried out? I really would have to say that it reminds me of the original juvenile delinquency and community action. That if we have this great consensus, if we have everybody as a member of the board, then everybody is going to be for it, and nobody is going to criticize it.

Is that at least debatable?

Secretary GARDNER. I think that you have to see the regional labs and this whole subject in the perspective of time, and where the field was before we got into this.

Educational research was the property of the universities. They are the ones who did it. They were solely concerned with it, and very little went on outside of the universities or university-affiliated institutions.

In the regional labs, for the first time, and very deliberately, and with—

Mrs. GREEN. Is this the regional education lab or the research lab?

Secretary GARDNER. The regional education lab. The ones of which there are about 20—

Mrs. GREEN. The 20.

Secretary GARDNER. Yes. Very deliberately, and after great discussion, discussion and examination of the merits of this, we concluded that we had to move educational research out into the community, into the schools, and relate it to the State.

And there was a deliberate and serious effort there to deal the State and the community in on a field with which they had had relatively little to do before that time.

So that although the situation is not one of participation and so on, at the moment, it is a good deal better than what existed before, and we feel pretty good about the trend of events.

Mrs. GREEN. Would you be specific on what you think the regional education labs are to do? What do you see them doing? What do you see them doing in the northwest area, for example?

Secretary GARDNER. Well, we have been through such a long and thorough discussion of that, and Harold Howe has sat in on the committee review of it, the Advisory Committee on the Regional Education Labs that has just gone over this whole thing, and I would like him to tell you their views as well as his own.

Mr. HOWE. Mrs. Green, first of all, each of these laboratories addresses itself to some broad problem area of education, and it defines for itself its mission. We give approval to that mission when we begin to give planning grants to the laboratory. For example, one of the laboratories in the Southwest is particularly concerned with the bilingual problems that come with the Mexican-American children, or Spanish-speaking children.

The laboratory in Los Angeles is particularly concerned with the development of new ways of teaching reading and with getting this teaching of reading by new and more efficient methods adopted in the schools.

There are other missions for other laboratories. The one in New York City, obviously, has a mission of being concerned with problems of education of disadvantaged children in a very broad way.

Now each laboratory has a major purpose of either developing research or taking advantage of already-developed research activity, and getting the results of that research, be it on curriculum or teaching methods, or some combination of these things, or use of new apparatus in the schools, getting that activity demonstrated well, and used in the schools, in a way to bring about, not just in the region where it is, but perhaps across the country, major changes in education and changes which have been proved to be workable.

This is the main push of these organizations, to act as the bridge between the development of new ideas in education and the actual use of these ideas on an effective basis in the schools.

Is this helpful as an analysis of their mission?

Mrs. GREEN. It fits in with what we were told as we held hearings across the country.

My question to them, and to you is: What, among all of these things, could not a State department of education do? Why could not a State department of education in California do something as far as the two languages are concerned, or as far as reading or as far as working with the disadvantaged?

What is there in a regional education lab that a State department of education can't do, if we charged them with that responsibility, and if we gave them the funds instead of the regional education lab?

Mr. HOWE. I think that—I doubt that we can make an argument that a State department of education couldn't do it. Because, prop-

erly stimulated and led, and with enough funds, the State department of education can do a great many things; but I think we can make an argument that a State department of education, with its many operational responsibilities, is unlikely to be able to move quickly on problems of bringing about change when it is bogged down in problems of contending with the present.

It has problems related to increasing numbers of children, to building, planning, to salary policies, to all the mix of things that make up the administration of education in the State, teacher certification, and so on, and a State department of education doesn't have a convenient arrangement for building this bridge from university activities and research developments in universities to the public schools.

Now some State departments of education may have an easy way to do that. Others probably don't. And I don't want to present a black and white argument about this, because I would be inclined to agree with the implementation of what you say; that you might get a State department of education so financed and involved that this same kind of work could be carried out, but looking at the problem of the United States as a whole, and having the desire to move significantly in many portions of the country to bring the results of research into activity in the schools, why I think I can argue strongly that an independent agency with that particular purpose is likely to move more quickly and with more imagination than the State departments as now constituted.

Chairman PERKINS. I think, if the gentle lady would yield, it is important to this point to observe that when we wrote the original act in 1965, the State departments were not derelict in their responsibility, but they had not moved into this area, and in order to improve the quality of education at the elementary and secondary education level that we found that the Government should, through the cooperative research title, provide regional laboratories, so that they could disseminate and get the information at the elementary and secondary level, within a reasonable period of time.

I think that reasonable period time, to expedite improving the quality, I feel, is the reason that we enacted the title IV in the bill the way we did, and it was intended all the way along that the closest cooperation take place between the laboratories and State institutions. If we have not had that type of cooperation, I certainly feel disappointed and I have been laboring under a false impression that we have had that type of cooperation all the way along.

Secretary GARDNER. I would say that we have good beginnings of such cooperation in most of the laboratories. But I would return to the point that this kind of activity has not been done in the States, in the State agencies. Most of them are utterly unfamiliar with it. They wouldn't have the personnel or the tradition or the background of interest or motivation to do it.

And it is in many instances fairly at odds with the present day-to-day responsibilities of the State agencies.

So what we did was to start with the institutions which have traditionally done this, but require as strongly as we could that they move out, toward the schools, toward the State, and to create a link, but beginning at the base of where the tradition of research and develop-

ment actually existed, and we are hopeful that the link will be built, and that there will be effective collaboration with the States.

Mrs. GREEN. I don't want to monopolize the time. Let me ask maybe one other question.

Mr. Secretary, you have spoken several times very eloquently about decentralization, that you want to strengthen regional offices of education.

Do you see in this decentralization that they will be decisionmaking offices? For instance, on contracts, that they will be making the decision on the awarding of contracts? How far will this decentralization go?

Secretary GARDNER. Well, I would like to ask Harold Howe to comment on that. I would just like to say two or three sentences about my own philosophy.

We have discovered that the kinds of coordination in the field that are so essential, for example, in the cities today, where you have health, education, housing, employment, poverty programs, all requiring a degree of relationship and interlock, it is exceedingly difficult to obtain that kind of coordination and putting together pieces at the local level, if our representatives at the local level have no delegation of authority.

If they are simply people at the end of a telephone, it is very hard for them to sit around with other people and arrive at some mutually agreed-upon result for that city, that community, whatever it is.

Mrs. GREEN. Let me stop you there, Mr. Secretary, and let me give you two examples.

I agree with what you have just said. That it would be very difficult for a regional man in charge of a regional office.

The staff subcommittee went to San Francisco to set up the field hearings. The person who was the head of the regional education lab did not know that there was a regional office of education in San Francisco until the staff arrived.

Now, what do you think it would do to the person who heads your regional office of education, if the regional education lab man has a higher authority and has made no contact with the regional office of education that you want to strengthen?

And the second example is when we were holding public hearings we asked the chairman of the board of the regional education lab, "What are you doing?"

And she said, "We are doing great innovative things. We started a kindergarten here, held a teachers' conference and collected some bilingual material."

And I said, "How do you coordinate your work with the regional office of education?"

She said, "What?"

And I said, "Mr. Freeman Beets."

"Who is he?"

"He is the head of the regional office of education."

"I have never heard of him. I didn't know anything about this."

And I said, "My question was, How can you start out on these great innovative programs for the Regional Education Lab, if you haven't even made an inventory of what the regional office of education is doing?"

How do you say to us that you really want to strengthen the State offices of education, and you want to strengthen your regional offices of education and decentralize it, when the regional education labs are set up as private institutions? I think there was admission in several places that they were set up as private institutions, so that they could bypass the State tax limitations and allow greater freedom in their operation. In each case, these people are getting much higher salaries than your regional associate commissioner or the State superintendent of schools.

It seems to me that all of these things point that we are constantly doing things not to strengthen the State department of education at all, but to bypass it and to set up other organizations that will have more money. That is where you will siphon off personnel, that is where the educational people will look, if they are paid the highest salary, because salary is a status symbol.

These things, it seems to me, are in conflict.

Secretary GARDNER. Well, the failure to know the regional head of education is a very good example, I mean a good indication that we have a great deal of work yet to do, and we have just begun this movement toward decentralization.

The salary thing is another question.

I am sorry to say that I don't see a way around this, if we are going to get effective people into this extremely important business of educational research and development. We face exactly the same thing in our health activities.

People in these fields who are really good, who are capable of making major or national contributions, command very high salaries, and they are operating in a community which provides those salaries; namely, the university community, and it would be very difficult for us to do other than operate in terms of that market and those requirements.

Mrs. GREEN. On the salary matter you have never asked us to subsidize or set up a fund to have a higher salary for a State superintendent of schools.

Doesn't that again say to the committee, that it is more important in your judgment, to have a really qualified person at the regional education lab, with a higher salary, than it would be to have the State department people or regional office of education?

Is it more important to pay high salaries for these people than it is to pay high salaries to the chief State school officer?

Secretary GARDNER. No. I don't think it is.

Mrs. GREEN. Aren't we then, by our actions—

Mr. HOWE. I certainly agree with you, Mrs. Green, that there is a need for change in the salaries of the chief State school officers. This is one of the real problems. I referred to this in a speech not long ago to the assembly and State legislators, and gave them some specific recommendations about the amounts of salary they ought to pay.

Many of them find themselves tied up with the level of Governors' salaries in States, and part of a salary ladder; you have to move the entire ladder in order to move any person on it.

So this is a difficult problem for States, but I thoroughly agree with you about the need for the change in those salaries, and perhaps even for Federal salaries, although you didn't mention them.

Let me comment—

Mrs. GREEN. I have this in mind, when we pay the regional education lab directors almost in all cases more than we pay you, Mr. Commissioner, I am in agreement. But I just wondered whether we as a Federal Government have a right to offer higher salaries to the regional education lab personnel than the State can?

This is my point. When you have a private agency, you bypass the State limitation.

Commissioner HOWE. I want you to know that I thoroughly support this idea of paying the regional lab directors substantial salaries. I think that ultimately, this will help the leadership element in education, that it moves because it has some precedents to move on.

This helps to create some of those precedents, and therefore, whenever any educational administrator is provided with good salary, ultimately the benefits of this get around.

But let me comment briefly on some of your questions about the regional aspect of the office, because I think we ought to present some more detail here about that. First of all, the regional offices of the Office of Education, I think, have been less well developed than other aspects of a regional activity in HEW. The decentralization in public health and in other areas has gone farther earlier than it has in education.

We have had a person called a regional representative in education, who has had a sort of ambassadorial role—no control over programs, relatively little effectiveness, except as a consulting kind of person in the regional office to represent education.

We are now rapidly about the business of changing that person's title and his functions, and we have changed his title to the regional assistant commissioners. We are now identifying those programs among our some 60 programs in the Office of Education, which can be transferred over to his administration.

Just last week in Atlanta, for the first time, we moved four programs—I believe it was four, wasn't it, Nolan, to the administration of the regional assistant commissioner. He is the final signoff authority on these. He will be approving the handling of funds for particular programs in those seven States that that office serves.

May 1, we will do the same thing in Dallas. We have a date set up for San Francisco, Kansas City, and so on. I can't recall what the dates are, but we are moving directly to transfer, to decentralize the administration of certain of our programs, and to give the regional assistant commissioners a direct responsibility for them.

We have already moved the small grants program in research to, I believe, the Chicago office, haven't we, Nolan, and to the Atlanta office as well? So that we are in a stage of change with this. The civil rights program, or the whole Office of Equal Education Opportunity program, is one I am very anxious to move in this decentralized way, because I happen to feel that we will get more acceptance of our purposes and our requirements if the decentralization of this brings on to the scene a negotiation with local school people, people who come from the place where the local school people are, so that we are moving before July 1 to decentralize our activity in civil rights.

All of this will build the position of the regional assistant commissioner, and give him a real responsibility, and will put us in closer touch with the States, not more distant from the States.

The whole plan here relates directly to the States, not to the local school districts. The concerns that have been expressed about this regional move have been concerns which I would agree with, if we were going to do the things that worry those concerned.

The concerns have been that we might move now into regional offices and then bypass the States, and deal directly with local school districts. We have set up a system of organization which prevents that, which brings the State into the picture at every point where we have a dealing over matters involving a local school district, and passes us through the States for these purposes.

I think that part of this picture that does not get talked about enough is the fact that we have many relationships to individual institutions, is higher education particularly. In all of our student support programs—loans, grants, scholarships—we have direct institutional relationships.

When conducted from Washington, on a back-and-forth basis, we don't get the kind of personal element into these that we can get by having a staff in the regional office which calls directly on the institution in the region more frequently than it can if that staff is located here centrally, so I believe that there are real possibilities for better administration and better services through this regional enterprise. I have been somewhat concerned that it has come up as much of an issue as it has, and it is for that reason that I am holding a meeting this week with the organizations and representatives of the organization which have been expressing criticism of the regional plan of the office, in an effort to get across to them in greater detail what we plan to do in dealing with the States and how we plan to avoid the problems that would come up if we dealt directly with local school districts.

I did not mean to deliver a real lecture on this subject, but now that I have, I am glad I did. [Laughter.]

Mrs. GREEN. Mr. Chairman, I don't want to take any more time. I will close this conversation, except, ask the Secretary and the Commissioner, what other comments they might make.

Chairman PERKINS. Mr. Quie?

Mr. QUIE. Thank you. I would like to follow up, Mr. Secretary—and Commissioner Howe, you might want to answer this, too—on the method of financing title I under the new formula. As you well know, we increased the benchmark for poor families from \$2,000 to \$3,000, and even more significant to the poor States, we increased—changed the formula—so that they can utilize the national average, rather than their own State average of expenditures on education. So using last year's figures, this would mean in Mississippi, the poor State would be moved from \$121, if I recall correctly, to about \$263. It would mean for the chairman's State of Kentucky, something like \$155 to \$263.

Now if you utilized that new formula, I would expect, with an appropriation of only \$1,200 million, compared to an authorization of \$2,441 million, you would have something like 49-percent funding of the program.

But you indicated this morning, Mr. Secretary, that you would utilize the same language that the Appropriations Committee put into

their bill last year, that no State shall receive less than they did the year before.

To me, if this is correct, you would completely ignore then or virtually ignore, the new formula. These poor States could not be brought up anywhere near the level that it seems to me is necessary to give them the quality of education, whether they have poor children or not.

What is your reasoning behind this? It is unfair to those States, even though I must admit Minnesota is slightly above the national average, in their expenditure per child, so it is nothing that I am asking for Minnesota.

Secretary GARDNER. Well, as you can imagine, we have gone over and over this problem. I would like Nolan Estes to comment on it.

Mr. ESTES. Actually, it is somewhat just opposite as you have discussed it. In fiscal year 1968, there will only be 15 States that are on the floor. In effect, there will be 15 States in which the new formula will not be operative as much as it would in the other States.

As it turns out—

Mr. QUIE. Let's see if I understand that. You mean there are 15 States that have a State expenditure per child less than the national average? Is that what you are saying?

Mr. ESTES. No, what I am saying is that based on our allocation or our appropriation for fiscal year 1968, and with the floor provisions in the language, there would be 15 States that would receive only as much as they received in 1967, fiscal year 1967.

Mr. QUIE. So this would be the 15 States with the highest expenditure.

Mr. ESTES. Yes. That is right. This would be the 15 States with the highest expenditure. The States with the lowest expenditure would profit from the use of the national average in fiscal year 1968. This means that in those States where the State average per pupil expenditure is less than the national average, they would get larger increases next year than those States where the State per pupil expenditure is more than the national average. This means that in some of our States, particularly the Southeast, there will be a 30-percent increase in the allocation, because of the use of the new formula.

Mr. QUIE. What percentage would New York receive of her authorization?

Mr. ESTES. We don't have that figure.

Mr. QUIE. Or even entitlement I guess is probably the better way of saying it.

Mr. ESTES. New York would receive roughly—we don't have those figures. 49 to 51 percent.

Mr. QUIE. How could she receive 49 to 51 percent of her entitlement and still receive as much as she did the year before?

Mr. ESTES. We have these figures that we could submit for the record, if you like.

Mr. QUIE. This year, I believe, she is receiving more than the 83 percent, is she not? A slight bit more than 83 percent?

Commissioner HOWE. Not of entitlement.

Mr. QUIE. Not entitlement.

Commissioner HOWE. The average is 83 percent, is it not?

Mr. ESTES. No, the national average this year, we estimated would be 85 percent actually, the appropriation provides about 74 percent of the total amount authorized, nationwide.

Mr. QUIE. So New York, however, if I recall correctly, spent all of her entitlement in the first year.

Mr. ESTES. I am not sure about those figures. It was possible, because of the language that was adopted during fiscal year 1966, for a State to spend up to its full entitlement, based on the maximum basic grant.

Mr. QUIE. Right.

Mr. ESTES. And it would be possible for a local school district for instance, in 1966, to spend up to its full entitlement.

Mr. QUIE. Right, and if I remember correctly, New York did expend her full entitlement, which would mean in 1967 she would still have to receive that same amount, even though the national percentage now was considerably less. I did not realize it was as low as the Commissioner indicates.

New York would not receive the national percentage payment as a percentage of her entitlement, because she spent the full amount before. Minnesota, I understand, spent \$6 million less than their entitlement in 1966 and therefore, is receiving not a percentage of her entitlement, but less than that amount, because the States who on the previous year in 1966 had spent the full amount of their entitlement took a part of those other States share away from them, by the language in the law.

Mr. ESTES. That is exactly right.

Mr. QUIE. Now you say you are going to use that same language, that no State shall receive less. How then, does New York come to 50 percent of her entitlement?

Mr. ESTES. Well, actually, New York would be on the floor for next year. That is, New York would receive the amount that she received in fiscal year 1967. It may be less than 49 percent. It may be somewhere between 45 and 49.

Mr. QUIE. It could not be.

Mr. ESTES. I am talking about 49 percent of the total entitlement. That is 49 percent of the basic amount, the maximum basic amount.

Mr. QUIE. But the maximum basic grant for New York has not changed, won't change very much, it will only change because of the \$3,000 figure.

Mr. ESTES. It will change because of the \$3,000 figure. It will also change because of using the latest AFDC information, which in fiscal year 1968 will be 1966 data, instead of 1965, so these figures would change. In addition—

Mr. QUIE. Assuming of course, that the 1966 figure showed a substantially larger number of children.

Mr. ESTES. Right, assuming there is a larger number—we won't anticipate that there will be a significant increase in any one given State. In addition to that—

Mr. FORD. Would the gentleman yield for a question?

Mr. QUIE. Let me just finish this, and I will be glad to.

Mr. ESTES. In addition to that, the amount to which New York is entitled in their maximum basic grant would change, based on their average per pupil expenditure, so these three factors would, could conceivably change the maximum basic entitlement in New York State.

Mr. QUIE. Yet you make the statement that they will receive in fiscal year 1968 something like 49 percent of their entitlement.

Mr. ESTES. Yes; I am in error there. It would be somewhat less than that, because of the \$146 million increase in our appropriation from 1967 to fiscal year 1968, approximately \$114 million will go to those States whose State average per pupil expenditure is less than the national average per pupil expenditure.

Mr. QUIE. Right. I understand that. But last year, New York received something in excess.

Mr. ESTES. Yes, in excess——

Mr. QUIE. Of the national average.

Mr. ESTES. That is right.

Mr. QUIE. Well, I think the best way to answer this is for you to submit for the record the amount that you expect each State to receive next year, if the full \$1,200 million is appropriated.

Mr. ESTES. We can do this.

(See table on p. 587.)

Mr. QUIE. And how do you plan to allocate it, if the Congress goes along with your proposal?

Commissioner HOWE. We have this at the present time, don't we, Nolan?

Mr. ESTES. We have this information based on our statements concerning 1966 AFDC data, and also on estimates based on national and State average per pupil expenditures.

Mr. QUIE. And how about the \$3,000 figure? You still use those ancient 1959 census figures?

Mr. ESTES. That is right.

Mr. QUIE. Do you have that available, so that I could look at it this afternoon, before we come back?

Mr. ESTES. I have a copy here that we can make available for you.

Mr. QUIE. I would appreciate it if you would, and I would yield to my colleague from Michigan, if he wanted to ask a question right now.

Mr. FORD. Thank you. I joined the gentleman from Minnesota on the floor in attempting to amend this \$3,000 figure, and spent considerable time looking at the figures as we projected them. I thought I understood you to suggest a moment ago that the up-to-date AFDC data and the change to \$3,000 would reflect an increase in both instances for the State of New York.

I respectfully suggest that if that is your impression, you had better take a look at the figures. The \$3,000 figure does exactly the same thing in the State of New York, where you provide a fixed sum of money—and here we are talking about a fixed sum of money—as adding the national average does it, it moves it in exactly the same direction, and it almost invariably moves in an opposite direction, when you use the up-to-date AFDC data, so that the two States that

get the bulk of the up-to-date AFDC data money are now New York and California; the two States that, given a fixed amount of money would lose the most by the \$3,000 figures are also New York and California.

Also, you suggested in answer to Mr. Quie that out of the \$146 million additional money you would anticipate if we got 100 percent funding of the \$1.2 billion you are asking for, you have already committed \$114 million of that to that one amendment, the Quie-Perkins amendment. By what kind of priority system do you determine that you will first fund that, and then fund the other amendments that begin this fiscal year 1968?

MR. ESTES. Well, we don't take those amendments separately. They are all figured into—

MR. FORD. But \$146 million won't pay for all of them.

It won't even pay for Quie-Perkins. I don't know where you got the figure on that, but by using the national average per-pupil expenditure closer to \$340 million would have to be added to last year's money to maintain the level of support that we provided last year. Mr. Quie could give me an exact figure, it was well over \$300 million; wasn't it?

MR. QUIE. I don't recall.

MR. FORD. I don't see how you can now tell Mr. Quie that his amendment would be paid for by the first \$114 million of additional money we are asking for over actual expenditures last year, when even that amendment would not be paid for by the total increase. The Carey AFDC amendment, which in the AFDC was estimated as something in the neighborhood of \$100 million, and the number of children that would be added by going to \$3,000 is a very substantial figure, which I am sorry I can't put my finger on, but it is much in excess of Mr. Carey's amendment.

Now if you don't add money, and you put all three of these things into effect, what you have to do is readjust, and I think Mr. Quie has got his finger right on the point. How can you say that New York would possibly get the same amount of money? I have some confusion as to whether you are talking dollars or talking percentage of entitlement. There is a difference, it seems to me. It seems like a little nicety that can make it sound like you are talking about the same amount. How can you assert that this kind of massive adjustment will take place in New York, and they will still get the amount of money they got last year or even the same percentage of its total entitlement that it got last year, unless you take the total entitlement that they would have through all the amendments and then say that since they are getting only 75 percent of what their entitlement should be, that the 75 percent is equal to 75 percent of what their entitlement was last year?

If you are talking about dollars, they can't possibly be getting the same number of dollars they got last year.

MR. ESTES. As you know, this is a very complicated process. We would be delighted to submit this for the record, and then have further discussions with you, if you like. Perhaps our figures are incorrect.

(The table referred to follows:)

ELEMENTARY AND SECONDARY EDUCATIONAL ACTIVITIES, ESTIMATED
ENTITLEMENTS AND ALLOTMENTS, FISCAL YEAR 1968

Title I: Assistance for educationally deprived children

	Total estimated entitlements	Total estimated allotments
United States, outlying areas, and Department of the Interior.....	\$2, 441, 350, 876	\$1, 200, 000, 000
50 States and District of Columbia.....	2, 381, 321, 658	1, 170, 748, 000
Alabama.....	89, 269, 808	42, 002, 128
Alaska.....	3, 698, 025	1, 883, 190
Arizona.....	18, 523, 773	8, 971, 597
Arkansas.....	55, 825, 587	26, 266, 364
California.....	138, 130, 306	74, 577, 136
Colorado.....	18, 426, 286	8, 669, 709
Connecticut.....	15, 785, 810	8, 592, 933
Delaware.....	4, 273, 418	2, 145, 235
Florida.....	71, 040, 924	33, 425, 297
Georgia.....	97, 369, 339	45, 813, 018
Hawaii.....	4, 859, 866	2, 326, 303
Idaho.....	6, 873, 650	3, 273, 805
Illinois.....	86, 580, 633	47, 320, 222
Indiana.....	30, 306, 622	17, 082, 542
Iowa.....	32, 929, 023	15, 568, 711
Kansas.....	20, 728, 355	10, 092, 438
Kentucky.....	72, 408, 151	34, 068, 587
Louisiana.....	80, 268, 352	37, 766, 872
Maine.....	10, 112, 900	4, 786, 075
Maryland.....	28, 728, 875	14, 712, 753
Massachusetts.....	29, 776, 412	14, 960, 745
Michigan.....	61, 576, 074	32, 407, 534
Minnesota.....	43, 268, 972	20, 358, 381
Mississippi.....	86, 270, 962	40, 591, 146
Missouri.....	54, 347, 983	25, 571, 142
Montana.....	7, 616, 744	3, 623, 242
Nebraska.....	16, 635, 971	7, 827, 352
Nevada.....	1, 966, 776	985, 902
New Hampshire.....	3, 693, 917	1, 758, 896
New Jersey.....	45, 439, 457	24, 284, 233
New Mexico.....	16, 994, 388	10, 027, 182
New York.....	216, 532, 645	115, 150, 179
North Carolina.....	126, 329, 326	59, 438, 914
North Dakota.....	11, 165, 974	5, 276, 647
Ohio.....	70, 732, 583	35, 126, 949
Oklahoma.....	37, 252, 388	17, 527, 533
Oregon.....	15, 269, 755	7, 527, 202
Pennsylvania.....	97, 462, 567	48, 634, 003
Rhode Island.....	7, 170, 338	3, 655, 835
South Carolina.....	76, 150, 741	35, 756, 515
South Dakota.....	12, 808, 007	6, 041, 587
Tennessee.....	85, 974, 498	40, 451, 657
Texas.....	176, 179, 204	82, 893, 660
Utah.....	6, 207, 863	3, 042, 185
Vermont.....	4, 367, 660	2, 094, 717
Virginia.....	70, 549, 173	33, 193, 924
Washington.....	20, 493, 564	10, 709, 524
West Virginia.....	39, 598, 127	18, 631, 221
Wisconsin.....	35, 007, 745	16, 504, 347
Wyoming.....	3, 387, 815	1, 633, 694
District of Columbia.....	9, 424, 520	5, 717, 037
American Samoa.....		
Guam.....		
Puerto Rico.....		
Trust territories.....	59, 538, 218	29, 252, 000
Virgin Islands.....		
Department of the Interior.....		

Mr. Ford. Well, your Office supported at least two of these three amendments at every stage in the game here last year, and I would suspect that you knew what you were doing over there, when you told Members of this Congress on this committee that it was not going to hurt anybody to go along with it.

Your people were here every day we considered this, and supported fully what was done, and I don't think that we should, at this late stage of the game, at 3:20 in the afternoon, this far now into the 90th Congress, be in any doubt at all about what effect this is going to have on the money.

We have got the big city superintendents coming in here tomorrow, we had better have a better answer than that when they come before us.

Mr. QUIE. Could you give us the amount? Are those the only copies you have there? Could you give us the amount that you expect New York is going to receive for fiscal year 1968, and the total amount that she will receive or did receive in fiscal year 1967?

Mr. ESTES. Yes: New York in 1966 received an entitlement of \$113,501,000. New York actually used of that total, according to our preliminary figures, \$112,567,000. Now in 1967 New York received an authorization, a total of \$116,210,000.

Mr. QUIE. Is this entitlement?

Mr. ESTES. Yes: this is the entitlement, for New York. New York's allocation for fiscal year 1967 was \$114,811,000. Now for 1968, New York's entitlement will be—the entitlement using the new formula, of course, will be \$216,532,000. Actually, according to our figures that we have now, New York will be allocated—this is an estimate—\$115,150,000.

Mr. QUIE. In order to take one that is near the national average and then one that is in the bottom, how about taking Minnesota and Kentucky and give us a comparison? Minnesota is close to the national average.

Mr. ESTES. All right. Minnesota in 1966 received an entitlement of \$25,388,000, and actually expended—this is a bit different than the allocation—actually expended \$18,198,000. You were mentioning this a moment ago.

Mr. QUIE. Correct.

Mr. ESTES. In 1967 Minnesota was actually allocated or entitled to \$19,651,000. Pardon me, that is the allotment of the allocation, the authorization—do you have that?

Mr. QUIE. That is the—

Mr. ESTES. That is the allocation.

Mr. QUIE. The allocation. What is the entitlement?

Mr. ESTES. The entitlement for Minnesota was \$28,439,000. Now in 1968, Minnesota, using the new formula would be entitled to \$43,268,000. According to the new formula based on the estimates that we have next year, Minnesota would be allocated \$20,358,000.

Mr. QUIE. Now take Kentucky.

Mr. ESTES. Kentucky?

Mr. QUIE. Yes, use Kentucky, which is about second from the bottom.

Mr. ESTES. All right. Kentucky fiscal year 1966 received an entitlement of \$30,539,000. Kentucky actually expended \$27,378,000. In 1967 Kentucky received an authorization of \$32,250,000. Kentucky received an allotment in fiscal year 1967 of \$27,607,000.

Mr. QUIE. In the authorization you use, that really means entitlement.

Mr. ESTES. That is right, I use the word interchangeably. In 1968 Kentucky will receive an entitlement using the new formula of \$72,408,000. They will receive an allocation based on our rough estimates of \$34,068,000.

Mr. QUIE. In other words, New York will receive more than half of her entitlement. Minnesota will receive, which is down toward the middle, less than half of her entitlement, and Kentucky will receive also less than half; we are talking about the same percentage?

Mr. ESTES. Yes.

Mr. QUIE. It still turns out that the wealthier States are receiving a higher percentage of their entitlement in future years than at the present time. The only way you are going to bring it up is to increase the funds for the act?

Mr. ESTES. Yes.

(The table referred to follows:)

ELEMENTARY AND SECONDARY ACT OF 1965

TITLE I

Comparison of fiscal year 1967 actual allotment (less juvenile delinquents, dependent and neglected, and migratory children) with fiscal year 1967 allotments without regard to the floor provisions of individual States; administrative funds are included in both amounts

	Estimated allotment prior to floor provisions (1)	Actual allotment after applying floor provisions (2)	Difference, col. (2) to col. (1) (3)
50 States and the District of Columbia.....	\$1,015,906,650	\$1,015,906,650	-----
Alabama.....	27,393,515	30,889,037	\$3,495,522
Alaska.....	1,975,747	1,880,503	-95,244
Arizona.....	8,745,980	8,608,923	-77,057
Arkansas.....	16,164,658	20,737,053	4,572,395
California.....	78,805,557	72,736,366	-6,069,191
Colorado.....	8,962,581	8,272,330	-690,251
Connecticut.....	9,186,297	8,478,817	-707,480
Delaware.....	2,210,723	2,094,763	-115,960
Florida.....	24,012,042	27,216,549	3,204,507
Georgia.....	30,483,430	34,937,815	4,454,385
Hawaii.....	2,146,682	2,297,155	150,473
Idaho.....	2,061,834	2,596,177	534,343
Illinois.....	50,916,718	46,995,380	-3,921,338
Indiana.....	16,521,756	15,249,337	-1,272,419
Iowa.....	15,363,593	15,522,084	158,491
Kansas.....	9,365,595	9,960,886	595,291
Kentucky.....	24,070,716	27,518,589	3,447,873
Louisiana.....	31,553,396	29,123,319	-2,430,077
Maine.....	3,297,814	3,558,352	260,538
Maryland.....	15,761,159	14,547,317	-1,213,842
Massachusetts.....	16,075,706	14,837,639	-1,238,067
Michigan.....	32,617,911	31,816,647	-801,264
Minnesota.....	21,198,816	19,560,195	-1,638,621
Mississippi.....	25,388,474	23,414,727	-1,953,747
Missouri.....	25,022,006	23,775,231	-1,247,375
Montana.....	3,298,048	3,172,730	-125,318
Nebraska.....	5,908,699	5,474,170	-434,529
Nevada.....	976,048	966,769	-9,279
New Hampshire.....	1,436,166	1,387,385	-48,781
New Jersey.....	25,910,523	23,915,031	-1,995,492
New Mexico.....	8,356,645	9,876,239	1,519,594
New York.....	123,830,352	114,293,591	-9,536,761
North Carolina.....	41,180,457	45,910,054	4,729,597
North Dakota.....	4,315,903	4,017,801	-298,102
Ohio.....	33,327,489	34,829,406	1,501,917
Oklahoma.....	14,707,461	17,120,752	2,413,291
Oregon.....	7,330,572	7,286,645	-43,927
Pennsylvania.....	50,156,561	48,505,320	-1,651,241
Rhode Island.....	3,904,632	3,643,110	-261,522
South Carolina.....	22,734,725	21,389,290	-1,345,435
South Dakota.....	5,906,528	5,472,563	-433,965
Tennessee.....	25,660,347	29,685,632	4,025,285
Texas.....	61,239,526	66,395,681	5,156,155
Utah.....	2,683,210	3,002,273	319,063
Vermont.....	1,683,960	1,655,669	-28,291
Virginia.....	26,101,821	24,091,596	-2,010,225
Washington.....	9,957,882	10,418,695	460,813
West Virginia.....	13,471,231	14,889,596	1,418,365
Wisconsin.....	16,034,031	14,799,174	-1,234,857
Wyoming.....	1,413,815	1,366,011	-47,804
District of Columbia.....	5,096,712	5,650,276	553,564

Mr. QUIE. Unless you use the same percentage of entitlement for all States. Now what if we required that the States received the same percentage of entitlement rather than the requirement that they receive not less than they did the previous year?

Mr. ESTES. Instead of the floor provision?

Mr. QUIE. Yes.

Mr. ESTES. This would mean that some States would receive considerably less than they received in fiscal year 1967. They would have to reduce their programs.

Mr. QUIE. Then could you give me the figure of how much this would be for each of those States in the event we use the same percentage of entitlement for all of them and then the change in each State that this would bring about?

Mr. ESTES. Yes.

Mr. QUIE. Secondly, what the appropriation would have to be if you used the same percentage of entitlement for all States so that no States would receive less than they did in a previous year?

Mr. ESTES. We can do that.

Mr. GOODELL. Will the gentleman yield?

Mr. QUIE. Yes.

Mr. GOODELL. I have supported this amendment because from the outset we felt that the allocation formula was giving more to the rich States than to the poor States. But I would point out setting aside the indubitable fact that we are increasing the expenditure per pupil faster than most of the other States, New York has gone up to \$300,000 by the figures that I have heard, last year in fiscal 1968, Kentucky has gone up \$7 million, Minnesota almost a million dollars.

You have had an impact sort of freezing New York out. Your formulas obviously have an impact on States that are progressing and moving forward, increasing their per pupil expenditure. I don't know how far you want to go penalizing the States that are moving to meet their own problems.

Mr. QUIE. I think our greatest need is in the poorer States. It is clearly evident that the problems the Northern States are having in the cities are that the children move into the suburbs, from the southeastern part of the country particularly.

I would like to see better education in the breeding ground of educational problems.

Mr. GOODELL. I agree with the equalization principle. Then after we get through distributing the fund we find ourselves with special assignments that will meet just the needs of the city areas, leaving out the rural areas. We end up giving back with the right hand what we took away with the left. I don't know how it ends other than it will do much good switching the formula around.

I think every State that is below the national average should have a bigger allotment. I don't think we ought to go to the point of discourage the States from meeting their own problem.

Mr. QUIE. Is it possible to secure from the Bureau of the Census any estimate of the number of children with families of income less than \$3,000 in the States now as compared to 1959, 1960? You can secure estimates of the change in population.

Can you find estimates broken down to the number of families with low income?

Mr. ESTES. We can certainly ask and provide that information for the record, if you like.

Secretary GARDNER. I am certain that such estimates exist.

(Secretary Gardner submitted the following table:)

TABLE E.—Families by total money income in 1953-65, in constant dollars, for the United States, by regions

Total money income (1965 dollars)	1965	1964	1963	1962	1961	1960	1959	1958	1957	1956	1955	1954	1953
NORTHEAST													
Total (percent)	100	100	100	100	100	100	100	100	100	100	100	100	100
Under \$3,000	12	12	12	12	14	13	14	14	14	14	16	18	16
\$3,000 to \$4,999	14	14	16	16	18	18	19	21	20	21	26	27	28
\$5,000 to \$9,999	19	20	22	24	22	24	25	27	28	27	27	27	27
\$10,000 to \$14,999	26	26	26	25	24	24	23	23	23	23	20	19	19
\$15,000 and over	20	20	17	16	15	13	14	11	11	11	9	8	8
	9	8	7	7	7	6	5	4	4	4	2	3	2
Median income	\$7,407	\$7,354	\$7,098	\$6,860	\$6,602	\$6,512	\$6,398	\$6,089	\$6,120	\$6,155	\$5,581	\$5,380	\$5,436
Index (1953=100)	137	135	131	126	121	120	118	112	113	113	103	99	100
NORTH CENTRAL													
Total (percent)	100	100	100	100	100	100	100	100	100	100	100	100	100
Under \$3,000	14	15	16	16	18	19	19	19	19	18	20	23	20
\$3,000 to \$4,999	15	15	15	17	18	18	19	23	21	21	22	25	24
\$5,000 to \$9,999	19	20	22	22	23	23	24	23	23	23	23	24	24
\$10,000 to \$14,999	26	26	25	24	23	24	23	21	23	22	21	17	18
\$15,000 and over	17	18	17	15	15	12	11	9	19	10	9	8	9
	7	6	5	6	5	4	4	3	3	4	3	3	3
Median income	\$7,267	\$6,949	\$6,794	\$6,535	\$6,176	\$6,181	\$5,985	\$5,614	\$5,762	\$5,926	\$5,586	\$5,139	\$5,432
Index (1953=100)	134	128	125	120	114	114	110	103	106	106	103	95	100

TABLE E.—Families by total money income in 1953-65, in constant dollars, for the United States, by regions—Continued

Total money income (1965 dollars)	1965	1964	1963	1962	1961	1960	1959	1958	1957	1956	1955	1954	1953
SOUTH													
Total (percent).....	100	100	100	100	100	100	100	100	100	100	100	100	100
Under \$3,000.....	25	25	28	30	32	31	31	34	34	34	35	39	39
\$3,000 to \$4,999.....	19	21	21	22	22	22	22	23	23	24	24	25	25
\$5,000 to \$6,999.....	19	19	20	20	18	20	20	20	21	20	19	18	19
\$7,000 to \$9,999.....	20	19	17	16	16	16	17	15	14	14	14	11	11
\$10,000 to \$14,999.....	12	12	10	8	8	8	7	6	6	6	6	5	4
\$15,000 and over.....	5	4	4	4	4	3	3	2	2	2	2	2	2
Median income.....	\$5,536	\$5,409	\$5,136	\$4,827	\$4,650	\$4,675	\$4,709	\$4,474	\$4,404	\$4,352	\$4,246	\$3,907	\$3,906
Index (1953=100).....	142	138	131	124	119	120	121	115	113	111	109	100	100
WEST													
Total (percent).....	100	100	100	100	100	100	100	100	100	100	100	100	100
Under \$3,000.....	12	13	14	14	13	13	14	16	16	16	20	22	20
\$3,000 to \$4,999.....	15	15	16	16	15	15	17	19	19	20	22	24	24
\$5,000 to \$6,999.....	17	18	18	20	19	22	23	25	25	25	24	24	25
\$7,000 to \$9,999.....	25	25	25	24	27	25	25	24	25	23	21	19	19
\$10,000 to \$14,999.....	21	19	19	19	18	18	15	12	11	12	9	8	9
\$15,000 and over.....	10	10	8	7	8	7	6	4	4	4	4	3	3
Median income.....	\$7,580	\$7,405	\$7,241	\$7,024	\$7,268	\$6,978	\$6,669	\$6,208	\$6,132	\$6,052	\$5,679	\$5,268	\$5,422
Index (1953=100).....	140	137	134	134	134	129	123	114	113	112	105	97	100

NOTE.—This is the only census breakdown on families of income less than \$3,000.

Mr. GOODELL. I think it would be good to receive it now when we are looking to some kind of extension of this act, or we plan if this Federal Government is going to expend this amount of money or who are in the future, the whole thing will expire in 1968.

If it was extended in its present form, the same formula, I imagine 1971 or 1972 when you have the figures there would be a shocking adjustment around the country, would there not, because of the increase in an influence in some areas. I mentioned the farm counties where if they have a bumper crop in 1969 and 1970 when the census was taken it would be different than if they had a crop failure in 1959 or 1960 for one or the mobility of the population.

We seem to have a little difficulty here with the change in formula. Perhaps the change would be even more drastic when the census figures came out maybe we could make some plans for it if we had those figures.

Let me ask another question along the line that a number of my colleagues have asked, more on the philosophy of strengthening State responsibility in education. Do you think that the State department of education as such can be strengthened in order to be the overall State agency through which Federal programs of elementary and secondary schools can be administered or do you think there needs to be developed an alternative method of reaching all the school districts other than the State departments of education?

Secretary GARDNER. I would like to get Commissioner Howe's view on that. I also would like to express my own feeling on it.

I have pressed very hard for a number of years now for a strengthening of the State departments of education, whatever they happen to be called in each State. I am quite convinced that this is essential, whatever else we do. This must be a major part of our strategy. In my view it is one of the essential ingredients of any Federal-State-local relationship. You cannot carry on this relationship in the healthy fashion you want it carried on unless you strengthen the States so that they can play their role as independent parties.

But many people in the course of these years that I have been pressing this view, many people have made persuasive arguments to me that the local school districts have always had their own integrity and independence and that that must not be lost either and that in our eagerness to establish an effective relationship with the States we must keep in mind the independence of the local school districts and particularly big city school superintendents feel quite strongly that they have kinds of problems on which they have a right to talk directly with the Federal Government, that they have kinds of problems which are not always recognized or dealt with effectively in the State capitol.

The universities feel, particularly in the educational field, that they have a role which must not be subordinated to the State capitol. I am talking here of State universities. In summary then I think that the strengthening of the State department of education must be a primary part of our strategy but that we have to bear in mind the requirements and arguments of these other constituents who feel that they too have a role to play.

Mr. QUIE. Do you feel then that the local school districts have developed an autonomy which should permit them to really be sepa-

rate from the State to a certain extent in order to maintain that autonomy? I go back to the origin of the school districts, that they exist at the sufferance of the States. They were set up by State law.

The State could abolish them all if they wanted to, change the boundaries any way they want to, although most States have tried to develop some kind of local evolvement when they do bring about a reorganization. I recognize that many school boards have not as great a fear of the State department of education as they have of the U.S. Office of Education, but practically as much.

They talk about State control when they are through condemning Federal control.

Secretary GARDNER. I would say a number of big city superintendents of my acquaintance have more concern about State control than Federal control.

Mr. QUIE. You anticipate then that we will see an evolution where the State department of education would be the supervising agency over the smaller school districts in the large city, but would have separate but equal authority as the State department of education. We have seen in many counties where the county superintendent of schools once was the administrative officer supervising all of the schools in a county. Then a large city or large school district had obtained their own superintendent and the county superintendent of schools would just have authority and responsibility over the small elementary schools of the county.

Secretary GARDNER. I think the primacy of the State education department is well lodged in law and will not really change. But I think the pressure of the big cities will always be toward a generous interpretation of that and an insistence on their own capacity to make some of their decisions. I would like to keep the situation sufficiently loose so that the local school districts could expect the same kind of generous attitude toward their capacity to initiate and decide that I would hope the States could expect from the Federal Government.

Mr. QUIE. Is this the reason then that you are proposing that new planning money so that you can work toward so-called flexibility? There is a possibility as I see it of developing another State planning agency out of it instead of funding title V to its full authorization.

I might just say that my colleague from Indiana, Mr. Brademas, never indicated that the States are capable now of running their own State department of education, which to me is an indication of Indiana's strength. But he did offer the amendment last year to bring the authorization from \$30 million up to \$50 million indicating to me that he would like to see them strengthened at last.

I hope that is an accurate explanation of my colleague from Indiana's position on it.

Secretary GARDNER. Harold, would you comment?

Mr. HOWE. Mr. Quie, it seems to me that the relationship of the States to local school districts is going to be different than the relation of the Federal Government to the States, that the powers and prerogatives which the State has in law for setting the organization of the schools or certifying teachers, or setting the curriculum of the schools, these three areas, are powers and prerogatives which the Federal Government does not have.