

Mr. DELLENBACK. Do you feel that in other branches of the department which are within your jurisdiction you then are able to do creative, forward-looking thinking instead of merely administering programs which have been created by others?

Mr. CARTER. Yes. I think, though, that what ought to be made clear is that we are talking about innovations. We fund and have funded a number of demonstration programs, as well as other programs which are insured of their value and are quite important. We will be doing more and more of this, I think.

But our main mission has been to support the principal institutions in the society that provide education and health and welfare, all such institutions. This is not any criticism of us or any criticism of the educational community.

All institutions have a tendency to be concerned primarily with those issues and those programs, that whole structure, which they have to construct in order to carry out their mission. It is extremely difficult to bring about change in those institutions from within.

This is not a new thought. This is something that sociologists and others who have observed political institutions have said for 50 years or more.

What OEO has contributed, and it seems to us has a real necessity for it to continue to contribute, is this kind of large-scale innovation, stimulation, focusing on needs of poor people. I think this is the distinction between what we may be doing, innovating in any particular kind of program area. And this is a very broad focusing, when we try to identify the needs of the whole population group in our society and try to see what is necessary to better their condition.

Mr. DELLENBACK. Do you really mean that HEW in its relatively short existence has already hardened so much bureaucratically that it cannot strike out into new fields effectively, that it has become so much a part of the establishment that it is locked into that it needs some outside stimulus—

Mr. CARTER. I am saying that the major institutions which we support—and I am talking about the institutions of education, health, and the like—are concerned primarily with the development of programs in their area and with the broad-scale development of those programs.

We are talking about a population which has not been served well by any of our programs. I am not simply talking about the programs in HEW. We are talking about a focus on doing something about their problems and a continuing attention to that, not simply attention among a number of other things which the people in education have to attend to, or the people in health have to attend to, and so forth. I mean the production of more doctors or other professionals, and all the other considerations that they have to look for in the whole field of health and research, and on and on.

We are talking about the focusing on the needs of poor people in this country who, by and large, have been shut out of the advancing of this society.

Mr. DELLENBACK. Are there other major groups like this that you feel ought to be also concentrated on by some other new branch of Government in order to give the proper emphasis to such groups existing in society at the present time?