Dr. FLEMMING. Mr. Congressman, of course, this is the kind of problem that constantly confronts government. It is difficult to insure the fact that an idea that is developed at the grassroots, in this case by a group of the poor, gets a hearing on its merits before a final decision is made.

There isn't any doubt in my mind but that the groups that you refer to, the associations of local officials, State officials, and so on have a very real contribution to make because very often they can take a look at a proposal of this kind and say in its present form it won't work, and they can make a clear demonstration to the effect that it just won't work.

But at the same time they could make positive suggestions that would make it possible for it to work.

The line to which I referred and which kind of points up your question is on page 51 of H.R. 8311, line 1. It begins on page 50, subsection (c):

> The director shall prescribe necessary rules or application for assistance under this section to assure every reasonable effort is made by each applicant to secure the views of local public officials and agencies in the community having a direct or substantial interest in the application.

Now that makes good sense, of course. But then it says "and to resolve all issues of cooperation and possible duplication prior to its submission."

Personally it seems to me that that kind of a requirement would almost assure the fact that what gets to the office of the Director for consideration will be the lowest common denominator and that this brandnew, fresh idea that might have a lot to be said for it might not even get before him.

So my suggestion would be in line 1, on page 51, insert after the word "and" "and that every reasonable effort is made to resolve all issues of cooperation and possible duplication prior to its submission."

It is altogether possible that those drafting the section had in mind carrying over these words on line 23, "every reasonable effort," to the latter part of the section, but it seems to me it would be wise to make very sure that is the intent by repeating the words on line 1, page 51.

I certainly have no objection to a requirement that they get the views of local public officials and agencies in the community and that a requirement that they do everything they can to resolve the issues, but if they are unable to resolve the issues, it seems to me they ought to be able to move the application forward anyhow and this will give them and the local public officials and the agencies in the community their day in court at the Federal level.

I am always fearful of a provision that in effect forces a compromise before there can be a submission because the compromise normally will be the lowest common denominator within the group rather than the new idea.

Mr. HAWKINS. There is also implied in some of the composition to the continuation of the program a threat to take projects, such as Headstart, and to put such projects into the established agencies. I am aware in my own area of many Headstart programs that are operated by church groups and some that are operated by just community groups. This, of course, appears to be something which is justified be-