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Cite: Aid to Elementary and Secondary
Education, Part 2
89th Cong., 1st sess.

AID TO ELEMENTARY AND SECONDARY SCHOOLS

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SHORT TITLE

SEC. 6. This Act may be cited as the "Cooperative Research Act".

STATEMENT OF HON. ANTHONY J. CELEBREZZE, SECRETARY OF
HEALTH, EDUCATION, AND WELFARE

Secretary CELEBREZZE. Mr. Chairman and members of the General Subcommittee on Education, I am pleased to be here today to give my wholehearted and most enthusiastic support to H.R. 2362, introduced by the distinguished gentleman from Kentucky, Mr. Perkins, the chairman of this subcommittee.

The President's state of the Union message proposed that, in accepting the challenge of the Great Society, we begin with education, with— a program to insure every American child the fullest development of his mind and skills.

In his message on education to the Congress, he declared a national goal of full educational opportunity for every child in the land. The President said:

We want this not only for his sake—but for the Nation's sake.

Nothing matters more to the future of our country; not our military preparedness, for armed might is worthless if we lack the brainpower to build a world of peace; not our productive economy, for we cannot sustain growth without trained manpower; not our democratic system of government, for freedom is fragile if citizens are ignorant.

He acknowledged the historic measures for education passed by the 88th Congress and asked the 89th Congress to extend and deepen that commitment.

The President's request to this Congress, however, was not for more of the same but for something new and different in magnitude, in concept, and in direction.

The transmittal of the President's education message to this Congress, then, signaled a new beginning and called for a new era in education.

It is a major innovation from Federal proposals and policies in recent decades, particularly with respect to elementary and secondary education.

It is a key to significant and far-reaching improvements in the quality of elementary and secondary education, upon which our total educational progress ultimately depends.

It directs special and notable attention to the education of the children of the poor and, at the same time, enhances the quality of the whole of education.

It is unprecedented in size and in scope.

It is imaginative and eminently practical, seeing first things first and focusing funds where the needs are greatest.

For these reasons, the President's program can provide a foundation on which we can build a Great Society, a society we can create not in a day, nor in a week, but in the deliberate, purposeful steps we take beginning now.

Just as ignorance breeds poverty, poverty all too often breeds ignorance in the next generation.

The President's program as embodied in H.R. 2362 is designed to break this cycle which has been running on from generation to generation in this most affluent period of our history.

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This is the first order of the educational challenge which faces us—to give children of greatest need a better opportunity and to provide financial assistance to those communities that need it most.

We have come to see the clear link between high educational and high economic attainment—and, between poor education and corrosive poverty that affects not only the individual but his city and State, and the whole Nation's progress.

The lack of adequate education for millions of our poorest young people is a major factor in our present high rates of youth unemployment, delinquency, and crime. During a decade in which jobs for high school graduates have increased by 40 percent, jobs for those who failed to enter or finish high school have dropped by 10 percent.

At a time when enrollments in elementary and secondary schools will increase by 4 million within the next 5 years, close to the same number are dropping out of high school before they receive their diplomas.

The cause of these dropouts, and the despair and disillusionment that characterize them, is not so much that the students have failed education as that education, as they have found it, has far too often failed them.

Education's deficiencies, we have come to recognize are nowhere more marked than in the poverty of the schools that serve the children of the poor—in the heart of our great cities and in many rural communities. In the core of these cities and communities, poverty reduces local resources to the peril point. Because the tax base is low, funds for education are inadequate and the schools and the children suffer.

These deficiencies call for the considered and thoroughgoing assistance of the Federal Government. In the past, various proposals for Federal assistance to our educational system have met with resistance because of concern that Federal help may result in Federal control.

The congressional consideration of educational legislation in 1963 and 1964 resulted in weighing that issue carefully and recognized that the Federal role in education is that of a partner with the States and localities and that in this responsible partnership the control of education rests where it always has—at the State and local level.

In 1963 the per capita expenditure on education of all governments—Federal, State, and local—was approximately \$131, while the direct expenditure of the Federal Government was \$4. In the same year, 16 percent of all governmental expenditures was for education. But while State governments spent 35 percent of their funds on education and local governments 45 percent, the Federal Government contributed 4 percent.

If we intend to meet the increasing needs of our educational system to supply the additional and necessary stimulant of funds and purpose, the Federal Government clearly has an immediate and evident responsibility.

All of us who have examined the President's program will see that one of its principal objectives is not to weaken but to greatly strengthen our decentralized and autonomous educational structure. It is specifically designed to strengthen the hand of States and communities in controlling and leading American education into a new day of both quality and equality of educational opportunity.

As a matter of first priority, the President is requesting, for the fiscal year 1966, \$1.4 billion for elementary and secondary education.

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AID TO ELEMENTARY AND SECONDARY SCHOOLS

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Of this sum, \$1 billion is to aid elementary and secondary education at the point of greatest need; that is, to assist school systems with children of poor families—families with incomes of less than \$2,000 a year. Thereby it is aimed specifically at giving these children and their school districts a chance to provide the best education for those who assuredly need it most. This proposal is incorporated in title I of Mr. Perkins' bill. The assistance would be provided:

On the basis of census data showing the distribution of low-income families among the counties or school districts within States.

Through payments made to States for distribution to school districts.

With the assurance that the funds will be used for improving the quality of education in schools serving low-income areas.

On the condition that Federal funds will not be used to reduce State and local efforts.

For the benefit of all children within the area served, including those who participate in shared services or other special educational projects.

The second element of the President's program to improve elementary and secondary education authorizes \$100 million in the fiscal year 1966 for better textbooks, teaching materials, and library books for both public and private nonprofit schools. This is provided in title II of the bill.

The third portion of the program, contained in title III of the bill, authorizes \$100 million in the fiscal year 1966 for supplementary educational centers and services to enrich the programs of local elementary and secondary schools and to encourage collaborative efforts among public and private schools.

The supplementary center could provide such services as:

Special courses in science, foreign languages, literature, music and art.

Programs for the physically handicapped and mentally retarded.

Instruction in the sciences and humanities during the summer for economically and culturally deprived children.

Special assistance after regular school hours.

Common facilities that can be maintained more efficiently for a group of schools than for a single school—laboratories, libraries, auditoriums, and theaters.

A system by which gifted persons can teach part time to provide scarce talents.

A means of introducing into the school system new courses, instructional materials, and teaching practices.

A way of tapping the community's extracurricular resources for the benefit of students—museums, concert and lecture programs, and industrial laboratories.

The fourth part of the program, included in title IV of the bill, authorizes \$45 million in the fiscal year 1966 to establish new educational research laboratories to develop and disseminate new techniques and ideas which can effectively improve education for all school-children. It would:

Broaden the types of research organizations now eligible for educational projects.

Train educational research personnel.

Provide grants for research, development of new curriculums, dissemination of information, and implementation of educational innovations.

The fifth provision in the program, included in title V of the bill, authorizes \$10 million in the fiscal year 1966 to begin a program for the essential strengthening of our State departments of education. Upon these departments, we must depend if we really mean to keep American education both strong and decentralized.

It should also be remembered that the President's program includes \$150 million in fiscal year 1966 in the economic opportunity program to aid preschool and nursery school education.

The President's proposals call upon America for an intense and long-range commitment to education.

They are proposals which offer fundamental and eminently sound solutions to problems of very long standing.

I know of no proposals which are of greater importance than those which are now before you in combating what the President referred to in his inaugural address as "our real enemy"—the waste of our resources.

I know of no program which holds greater promise and potential for the fulfillment of the destiny of our Nation and its people, for it is of little value to inherit the earth if we do not possess the wisdom to cultivate it for the use of all mankind.

Now, Mr. Chairman, I would like to turn to some charts that we have prepared to describe more graphically the President's program in education.

The bill is directed to a national goal of full educational opportunity. As the President stated, we must demand that our schools increase not only the quantity but the quality of America's education. We tried to portray some of the buildings in the old parts of the city. We could just as well have portrayed dilapidated old shacks which serve in some of our rural communities as schoolhouses, but the whole program is focused on full educational opportunity.

I thought the committee might be interested in reviewing for a few minutes the participation of Government in the area of education. The Continental Congress passed an ordinance known or referred to as the Northwest Ordinance of 1787. Under that ordinance the Congress set aside the 16th section of each township for the purpose of education.

A 16th section at that time amounted to approximately 1 square mile. I think it important, because this was the first time a Congress, even though this predates the Constitution, addressed itself to the question of education. Then a long period elapsed until 1862, when the Congress of the United States passed the first Morrill Act. Under the provisions of that act, 30,000 acres were given to each State times the number of Senators and Congressmen. In other words, if there were two Senators and one Congressman, the State was granted 90,000 acres, or the State had the choice, if they did not want to take the land, of taking it in scrip. This, then, was the first time that the Congress, after the Constitution, directed itself to the question of aid to education, making land available to colleges for teaching agriculture and mechanical arts.

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AID TO ELEMENTARY AND SECONDARY SCHOOLS

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In 1890 the second Morrill Act was passed. This was another milestone, because for the first time the Government of the United States appropriated money specifically for educational purposes. First, in 1890 the Congress of the United States granted \$15,000 to the land-grant colleges, and later it was amended to increase it with increments of \$1,000 a year, up to a ceiling of \$25,000. Of course, today that figure runs to \$14 million. There again was the Federal Government addressing itself to education through the land-grant colleges.

The Smith-Hughes Act, which was primarily for agricultural purposes, was also directed to agriculture and mechanical arts, home economics, and vocational education.

Then in 1950 the Congress passed the Impacted Area Act, granting direct aid to communities which had a large number of governmental employees or military personnel. That was the first time that there was a change. The impacted area aid dealt with direct grants to communities on a formula basis for primary and secondary education.

In 1958 the Congress passed the National Defense Education Act. I think it important here to realize that at this point, 1958, moneys were not granted for educational purposes per se. The grants were specifically based on the defense of the Nation. They were geared primarily to defense.

Since that time other bills have been introduced. In 1961 the administration introduced legislation to provide educational facilities for higher education and for primary and secondary education. For reasons I am sure are known to everyone, the bills never passed Congress. One of the basic reasons was the civil rights issue.

In 1963 and 1964 the Congress addressed itself both to the question of higher education and to secondary and primary education. With the passage of the civil rights bill, one of the barriers was removed so far as higher education was concerned. The Congress passed the most extensive education bill dealing with higher education that had been passed at any time in the history of this great Nation of ours. So, we addressed ourselves to Congress, now referred to as the "Education Congress," to higher education, but did nothing or very little on primary and secondary education.

In 1965 the matter is before this committee. We present two programs. The Elementary and Secondary Education Act, which deals in five titles, as I read in my opening statement, with primary and secondary education.

We have also eight parts to our higher education bill, but that bill is not before the committee today, so I shall address myself to primary and secondary education.

There are five parts to the Elementary and Secondary Education Act of 1965. Title I: Education of Children of Low Income Families, as I mentioned in my opening statement, \$1 billion. Title II: School and Library Resources and Instructional Materials, \$100 million. Title III: Supplementary Educational Centers and Services, \$100 million. Title IV: Educational Reserve and Training, Cooperative Reserve Act, \$45 million. Title V: State Departments of Education, \$10 million.

The first four titles of the act require no matching whatsoever. In the last title, title V, there is a matching formula which will be explained to you in detail by the Commissioner of Education. The last part is our total Federal expenditure.

enrollment

I thought this chart would graphically show to this committee the enrollment explosion. There are now in the elementary schools in the public school system 30.3 million students and by 1970 that will go up to 31½ million. There are in the secondary public school systems 11.3 million students and that will jump by 1970 to 13.3 million. In the elementary nonpublic schools there are 5½ million today and by 1970 that will go to 5.8 million. In the secondary education in nonpublic schools there are 1.5 million and that will go to approximately 1.7 million in 1970.

So there are approximately 48 million students in the primary and secondary educational systems as of today. You will notice this continues to go up. According to our estimates they will continue to go up for some time in the future.

poor students

There are 8 million children in the primary and secondary educational system of this country of ages 5 to 17. Of these, 5 million are in families earning less than \$2,000 annually. If you change this figure to \$3,000 this figure will probably double itself. This, I think, shows that what we are directing our attention to at this particular time in the year 1965 is to help as many as possible in the really low economic group in this country. That will cover 5 million students who are living in families earning less than \$2,000 annually.

Big City drop out exp. in cities

There was a study made by the school superintendents known as the great cities study. Their study shows that one-third of the 3,700,000 children enrolled in the Nation's 15 largest school systems need special educational help. In inner city high schools as many as 60 percent who enroll in the 10th grade may drop out before graduation.

I think this is a forceful statement.

Also we thought it would be interesting to show the committee the reading comprehension chart. We took New York City because that was available to us. The green line represents the national average. The blue line represents the average in New York City, itself. The orange line represents the central Harlem district. You will see that by the third grade these students in the lower economic bracket are approximately 1.1 grades below the New York City average and 1.2 grades below the national average of 3.7. By the time they get to the sixth grade, they are two grades behind the New York average and 2.2 grades behind the national average. By the time they get to the eighth grade, they are 3.1 grades below the New York average and 2.5 below the national average. This shows that something must be done to upgrade the education that these youngsters are receiving in low economic areas not only in Harlem but in the other areas of America.

how Title I works

This chart shows the flow of title I activity. First of all, the authority derives from the Congress. Then the local educational agency conducts surveys of needs of low-income students. It plans its local program. It provides for services to nonpublic students. It places resources and personnel. It evaluates program and reports to the State department of education. The State department then reviews the plans, either approves or disapproves, oversees the assurances that they are complying, compiles reports, evaluates programs, and sends necessary reports to the Department of Health, Education, and Welfare, the Office of Education. The Commissioner of Education must receive assurances from the State that it has provided these necessary services. The Office of Education collects data as required by law to

report back to the Congress. That is the flow of how we make our determination on the types of programs:

Let me give you a concrete example of how the money reaches the children under title I. The Department of Health, Education, and Welfare, the Office of Education, uses the census tracts furnished by the Department of Commerce to compute the number of needy children, in other words, the number of children who come from families earning less than \$2,000 a year. It determines the per pupil expenditures for that particular State. Then it takes 50 percent of the per pupil expenditure times the number of needy children. If the per pupil expenditure, for example, is \$100, 50 percent of that, which would be \$50, times the number of needy children would be allocated to the State. So, we have the Federal Government putting in \$1 billion. This then goes to the State educational agency. The State educational agency then will allocate the funds proportionately to the school districts.

*what discretion
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Let me give you an example. The Commissioner of Education, where census tracts are available, will use the census tracts. He may determine that the Cook County allocation of this \$1 billion would be \$13,664,433. In Cook County there are 151 school districts, Chicago and 150 others. Where the census tracts are available, where the allocations can be made, the State government sends the money directly to the school district on the basis of census tract information. In those areas where the county has only one school district, the money will be paid from the State directly to the school district; or if there is an instance where in the county there are school systems which are not on the national census tracts, then it is the function of the State to conduct its survey and to determine how many children in the school districts come from families with \$2,000 or less annual income and make those payments directly to the school district. Actually, the determination is made by the State, and the State then sends the money directly to the school district and not to the county, for distribution. The State of Illinois would receive approximately \$37 million.

I thought it would be interesting to the committee to determine how we arrived at the dollar values. We determined that there were 5 million schoolchildren coming from families earning less than \$2,000 annually. We determined also the percentage of these children to all the children attending school in each State. For example, 37 percent of all the children in the State of Mississippi come from families earning less than \$2,000 a year. Their allocation would be \$28 million. This is figured on the basis of 233,000 children times 50 percent of Mississippi's average per capita expenditure per schoolchild.

Let me give you a further example. Here is the State of Mississippi with 233,000 youths coming from families with less than \$2,000 annual income and they receive \$28 million. Here is the State of California, which has less, 227,000, receiving \$60 million. You must remember that the formula is based on per capita expenditures. We match half the per capita expenditure. Therefore, the State of California might be spending \$400 on a per capita basis and they would get \$200.

I think the way, really, to analyze this is to determine what is the percentage of the total educational budget in a particular State. The State of California would receive \$60 million, but that is equivalent to only 3 percent of its total school budget. The State of Mississippi

would receive \$28 million, but that represents 22.4 percent of its total budget for educational purposes in primary and secondary education. These figures, then, represent the percentage of the school budget. As you can see, it varies.

I would like to sum up, if I may, Mr. Chairman, title I for the improvement of the education of children of low-income families. Two-thirds of the family heads have fewer than 9 years of education and are in poverty. Of these youth, 18 to 24, with an eighth-grade education or less, 20 percent are unemployed, and in the nonwhite category that figure practically doubles. In the Nation as a whole, in 1960 there were 2.3 million school age children living in families earning less than \$1,000 annually, and 5 million children, as I stated a moment ago, living in families earning less than \$2,000 a year.

Of the 1.7 million classrooms now in use, nearly one-third were opened prior to 1930 and have since fallen far below acceptable standards. In some of our city slums, about half of all our classrooms are at least 50 years old and many are still not fireproof. Despite the massive effort on the part of our major cities, they generally spend only two-thirds as much per pupil as the suburbs spend. Up to one-third of the children in these cities are culturally and economically deprived, and from their number stem about 80 percent of all school dropouts.

Over the 1963-73 period public elementary enrollments are expected to climb from 29.4 to 32.1 million, an increase of 9 percent. Meanwhile, in nonpublic elementary schools the estimated rise is from 4.4 to 4.9 million. Public secondary school enrollments will go up from 10.9 million to an anticipated 14.2 million. I might say that title I program is a 3-year program. Title II through title V are 5-year programs. Title I adds a 3-year program to Public Law 874, which is school assistance for local educational agencies in areas affected by Federal activity. This is designed to encourage and support the establishment, expansion, and improvement of special programs, including the construction of minimum school facilities where needed to meet special needs of educationally deprived children of low-income families.

Public schools will be eligible for payments for programs designed to meet special educational needs of children in school attendance areas having high concentration of disadvantaged children. In these areas the school district would design special educational services and arrangements, including those in which all children in need of such services could participate with full-time public school attendance. These special programs might include dual enrollment or shared services, educational radio and television, mobile educational services, remedial education, preschool or afterschool programs, additional instructional personnel, equipment, and facilities, and others judged necessary for improvement of the education of disadvantaged children.

I want to emphasize, because it is important, that the State education agency would be responsible for distribution of the allotments within the State based on approval of plans of special programs submitted by the local school district.

Title II, as you know, directs itself to books and library resources. Sixty-nine percent of the public elementary schools do not have libraries of any nature. Fifty-six percent of nonpublic elementary schools do not have libraries; 9,850,000 public school children do not

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have school library services at all; 1,744,000 non-public-school children do not have school library services.

Title II provides for a 5-year program. This is a 5-year program under title II to make available for the use of schoolchildren school library resources and other printed and established instructional material, including textbooks, essential to improve the educational quality of the schools of the Nation. The State plan again would provide for a method of making available books, periodicals, documents, magnetic tapes, phonograph records, and other printed and published materials for use of all schoolchildren in the State. Materials purchased with Federal funds would not be used for sectarian instruction or religious worship and when made available for the use of students in nonpublic schools, would be the same as those used or approved for use in the public schools of the State.

In those States legally unable to provide materials for students in nonpublic schools, the Commissioner of Education would make available to such children those materials used in the public schools of the State. In those areas, the Commissioner of Education would furnish the textbooks, but those textbooks must be the same as those designated by the State agency to be used in the public school system.

Now, title III, I think, is a very important title. Under title III are supplemental educational service centers. This is intended to service all citizens of an area. I said all citizens of an area because it goes not only to schoolchildren but it goes to adult education as well.

Under the law, the local public schools must get together with one or more of these agencies—museums, libraries, colleges, State agencies, private schools—to form a consortium for the purpose of providing supplementary education service or centers.

Now, what this constitutes will be shown on the next chart.

What is a supplementary educational service? Well, here is the center. In it there could be vocational education, guidance counseling, testing, art and music, dramatics, community services, educational television, foreign languages, aid to the handicapped, science, adult education, and remedial reading. All segments of the population, including the schoolchildren, could use this supplementary educational service. It adds, we think, quantity and quality to the local effort. What we are trying to do here is get a total community effort for the purpose of uplifting not only the educational standards of the children but the educational standards of all the citizens of the community. These, I might add, we will go into detail about when the Commissioner of Education testifies.

Title IV deals with research and development. We thought it would be interesting to the committee to show how much is now being spent for research and development in the Office of Education. We did not include the Department of Defense, which expends about \$8 billion a year for research. As you will notice, NASA expends \$4.7 billion; the Atomic Energy Commission, \$1.2 billion; the Department of HEW, \$842 million. Most of that, I may add, is expended by the National Institutes of Health.

This green line represents the percentage which the Office of Education expends for research. This is, for fiscal year 1964, \$23 million.

The National Science Foundation and Agriculture are here shown. We thought it would be interesting for the committee that of the \$15.3 billion spent for research and development under Federal funds, \$23 million of that is spent by the Office of Education.

Mr. THOMPSON. Is that \$23 million of \$842 million?

Secretary CEBREZZE. Yes. This is a total figure for the Office of HEW. Of that \$842 million, \$23 million is shown here. Most of the total figure is health research.

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Title V deals primarily with the strengthening of the State departments of education. They are the focal points. If we are going to keep a decentralized educational system in this country it is necessary that we strengthen our State departments in these areas: Program leadership, student services, research and planning, statistics, district and county affairs, administration and financing, curriculum development, certification and accreditation, library services, special education, Federal and State affairs, and construction services.

This is the only title in which there is some degree of matching, as I stated earlier and again the Commissioner of Education will go over these point by point.

I thought it would be very interesting to show the spurt that we have made in education in the last few years, particularly in the last 3 years or so.

In 1956 the budget of the Office of Education—and this includes all purposes—was \$166 million. In 1958 it went to \$283.8 million. In 1960, \$474.3 million. In 1962 it went to \$602.6 million. In 1964 it went to \$701 million. In 1965, this is primarily because of the passage of the Higher Education Facility Act in 1963 by the last Congress, we went to \$1,499.1 million. So you can see we more than doubled our efforts from 1964 from approximately \$701 million, to \$1,499 million.

This is the budget, projected for our Department for education in the year 1966, \$1,866,300,000. When we add to that the new obligation authority—assuming the Congress passes this legislation—the budget of the Office of Education will go to \$3,381 million. You have a jump from 1960, of \$474 million, to \$3,381 million, to show what the efforts of this Congress have been.

The green, here, represents the budget for higher education, the second for elementary and secondary, and the third is the proposed legislation which is now before this Congress. You will notice that, up until the year 1964 the budget for higher education was lower than the budget for elementary and secondary. In other words, in 1956, higher education was \$5.1 million; elementary and secondary was \$123.9 million.

In 1958 elementary went up, while higher education stayed the same.

In 1960, then, the higher education went up to \$70.5 million, but the elementary and secondary went up to \$327.6 million. It continues, as you notice—elementary and secondary continues to overshadow higher education until the year 1965 when, of course, this great spurt shows the legislation passed by the last session of Congress in higher education, with very little legislation passed for elementary or secondary.

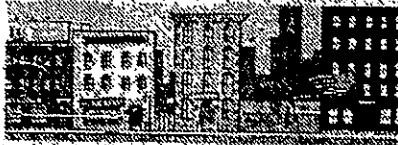
If this Congress approves the legislation that we are proposing, the higher education budget for 1966 would go to \$1,209 million, but the budget for elementary and secondary education would go from \$520 million to \$1,775 million. I thought it would be interesting to show the efforts that are being made, with the sudden realization that we are falling far behind in the quantity and quality of education, and with the Congress really beginning to address itself to the problem.

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(The charts previously referred to follow:)

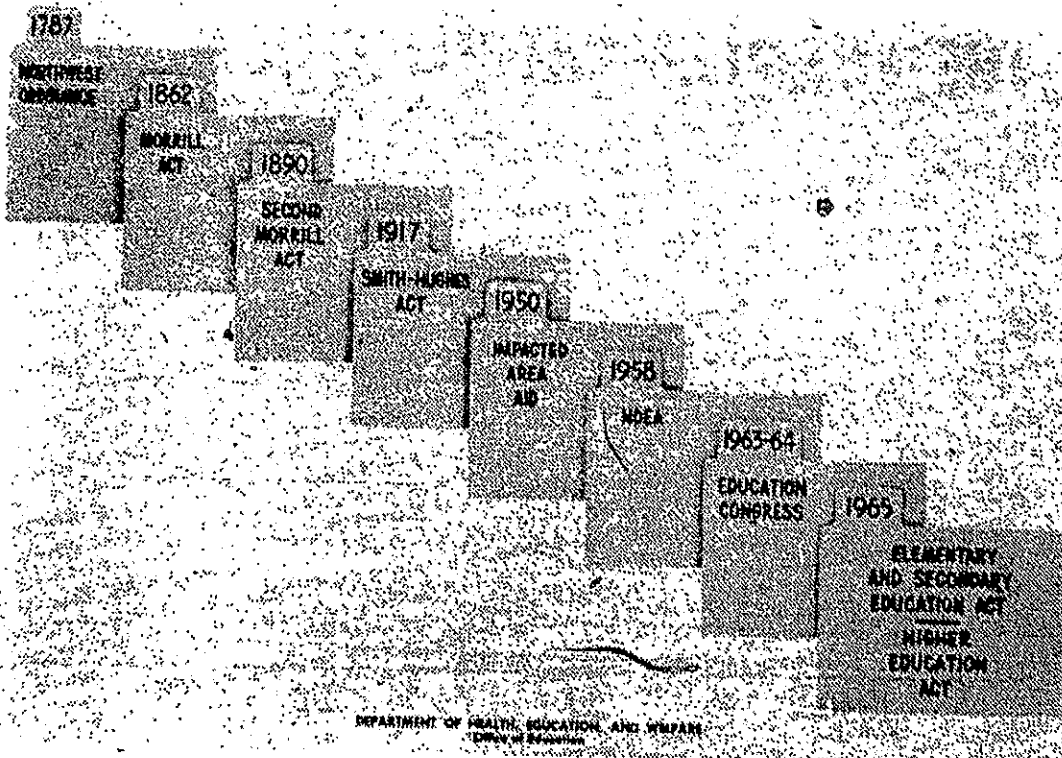
A NATIONAL GOAL OF



FULL EDUCATIONAL OPPORTUNITY

"WE MUST DEMAND THAT OUR SCHOOLS INCREASE NOT ONLY THE QUANTITY BUT THE QUALITY OF AMERICA'S EDUCATION" ... PRESIDENT LYNDON B. JOHNSON,
EDUCATION MESSAGE, JANUARY 12, 1965

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
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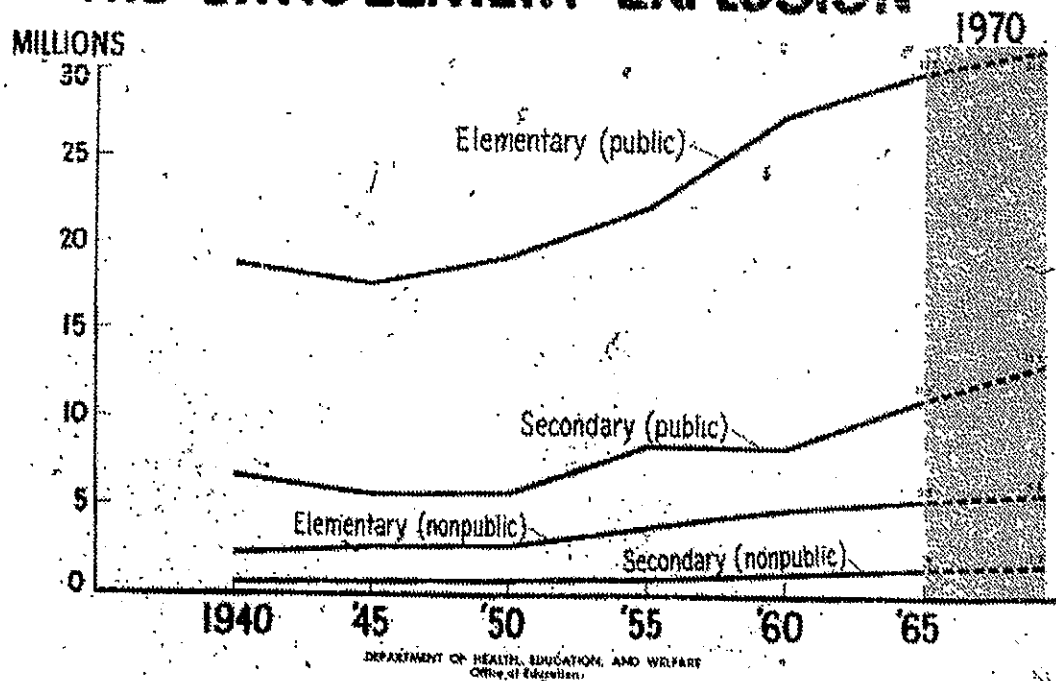


"ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965"

TITLE I - EDUCATION OF CHILDREN OF LOW INCOME FAMILIES	\$1,000,000,000
TITLE II - SCHOOL LIBRARY RESOURCES AND INSTRUCTIONAL MATERIALS	100,000,000
TITLE III - SUPPLEMENTARY EDUCATIONAL CENTERS AND SERVICES	100,000,000
TITLE IV - EDUCATIONAL RESEARCH AND TRAINING, COOPERATIVE RESEARCH ACT	45,000,000
TITLE V - STATE DEPARTMENTS OF EDUCATION	10,000,000
TOTAL	\$1,255,000,000

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

THE ENROLLMENT EXPLOSION



AID TO ELEMENTARY AND SECONDARY SCHOOLS

75

IF 1965"

48,000,000 CHILDREN AGE 5 TO 17

*OF THESE*5,000,000 ARE IN FAMILIES
EARNING LESS THAN \$2,000 ANNUALLYU.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

(13)

FROM GREAT CITIES STUDY

ONE THIRD OF THE 3,700,000
CHILDREN ENROLLED IN THE NATION'S
15 LARGEST SCHOOL SYSTEMS NEED
*SPECIAL EDUCATION HELP*IN INNER CITY HIGH SCHOOLS,
AS MANY AS 60% WHO ENROLL IN THE
10th GRADE MAY DROP OUT BEFORE GRADUATIONDEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

1970



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AID TO ELEMENTARY AND SECONDARY SCHOOLS

READING COMPREHENSION

GRADE
READING
LEVEL

10 TH

9 TH

8 TH

7 TH

6 TH

5 TH

4 TH

3 RD

2 ND

1 ST

— NATIONAL
 - - - NEW YORK CITY
 = = = CENTRAL HARLEM

3 RD

6 TH

8 TH

GRADE CHILD IS IN

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

(10)

CONGRESS



DHEW - OE

1. RECEIVES ASSURANCES FROM STATES
2. COLLECTS DATA
3. REPORTS TO THE CONGRESS

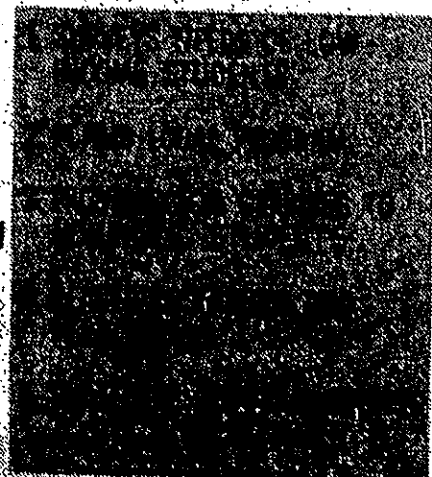


STATES

1. REVIEWS LOCAL PLANS
2. APPROVES OR DISAPPROVES PLANS
3. OVERSEES ASSURANCES
4. COMPLETES REPORTS, EVALUATES PROGRAMS



LOCAL EDUCATIONAL AGENCY



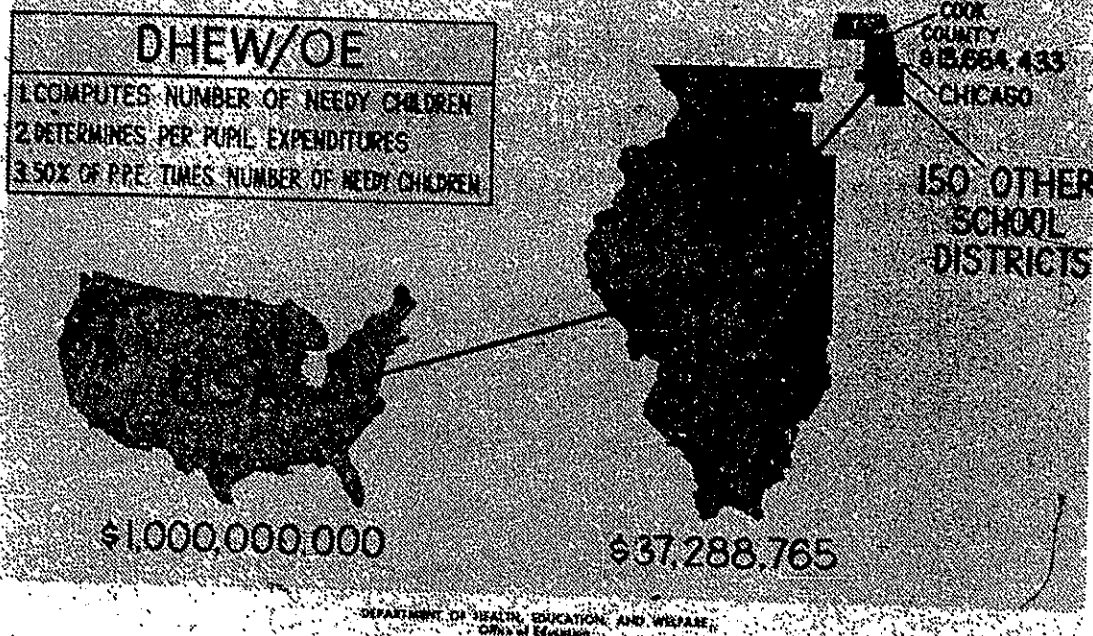
THE FLOW OF TITLE I INFORMATION

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

AID TO ELEMENTARY AND SECONDARY SCHOOLS

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HOW MONEY REACHES CHILDREN UNDER TITLE I



AGENCY

	CHILDREN (AGES 5-17) IN FAMILIES EARNING LESS THAN \$2,000 ANNUALLY	% OF ALL CHILDREN	PROPOSED SUPPORT \$1,000,000,000
USA	5,000,000	11	% OF SCHOOL BUDGET
MISSISSIPPI	233,000	37	22.4% (\$28,000,000)
CALIFORNIA	227,000	6	3.0% (\$60,000,000)
NEW YORK	213,000	6	3.8% (\$75,000,000)
MARYLAND	56,000	7	4.3% (\$14,000,000)
TEXAS	387,000	16	9.0% (\$75,000,000)
ILLINOIS	156,000	7	4.1% (\$37,000,000)

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

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AID TO ELEMENTARY AND SECONDARY SCHOOLS

69 PERCENT OF PUBLIC ELEMENTARY SCHOOLS
DO NOT HAVE LIBRARIES

56 PERCENT OF NONPUBLIC ELEMENTARY
SCHOOLS DO NOT HAVE LIBRARIES

9,850,000 PUBLIC SCHOOL CHILDREN DO NOT
HAVE SCHOOL LIBRARY SERVICES

1,744,000 NONPUBLIC SCHOOL CHILDREN DO NOT
HAVE SCHOOL LIBRARY SERVICES

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

LOCAL PUBLIC
SCHOOLS
(REQUIRED)

WITH ONE OR MORE
OF THESE

MUSEUMS
LIBRARIES
COLLEGES
STATE AGENCIES
SYMPHONY ORCHESTRA
ETV-RADIO
PRIVATE SCHOOLS

SUPPLEMENTARY
EDUCATION
SERVICE OR
CENTER

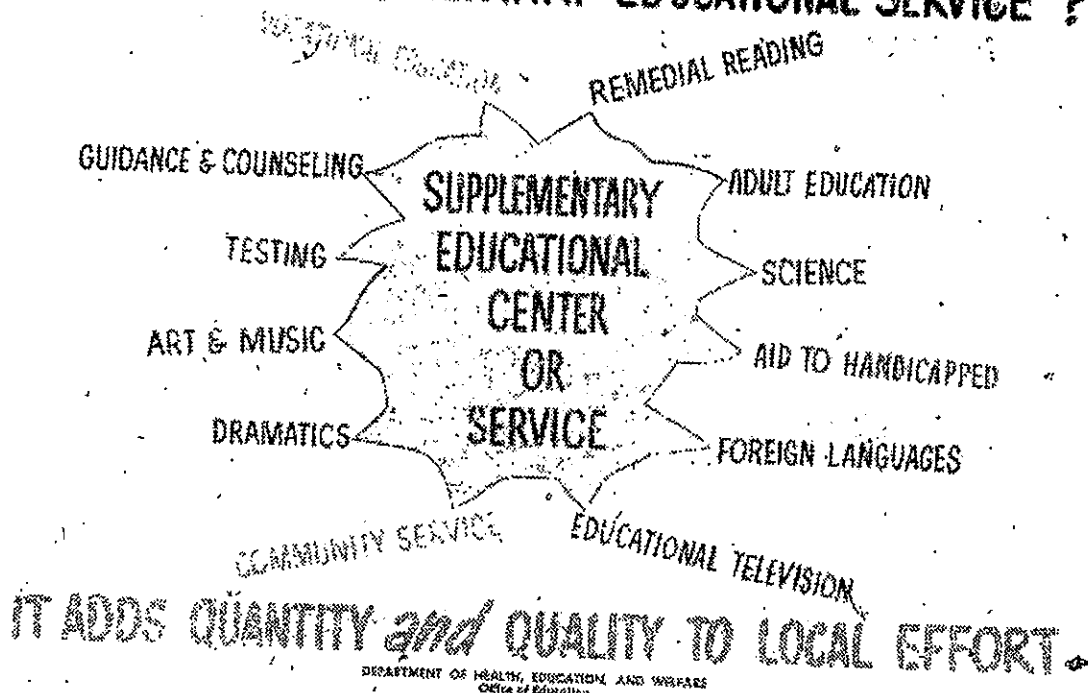
TO SERVE
ALL THE
CITIZENS
OF AN
AREA

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

AID TO ELEMENTARY AND SECONDARY SCHOOLS

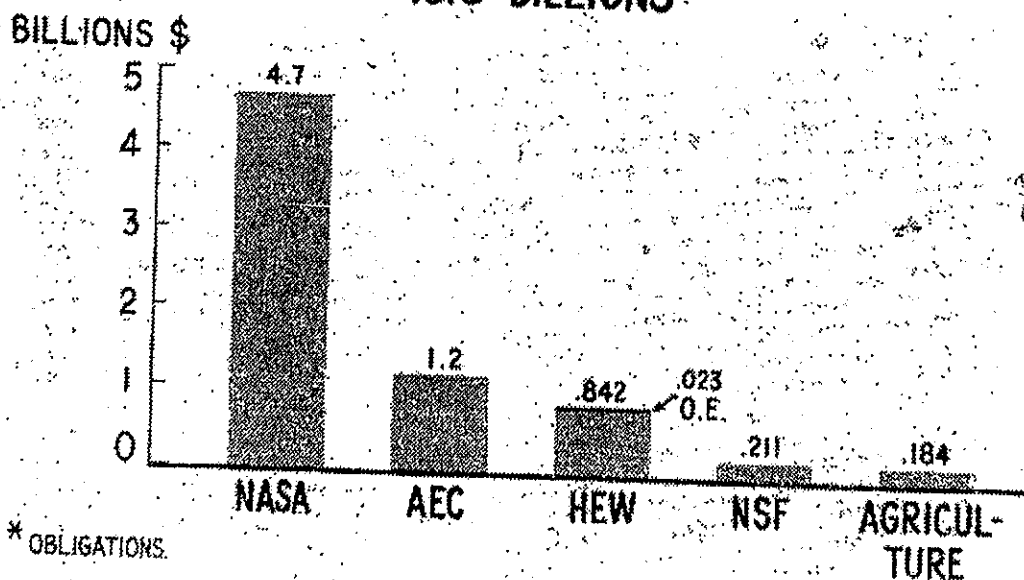
79

WHAT IS "SUPPLEMENTARY EDUCATIONAL SERVICE"?



1964 FEDERAL FUNDS* FOR R&D

15.3 BILLIONS



U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

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AID TO ELEMENTARY AND SECONDARY SCHOOLS

PROGRAM LEADERSHIP

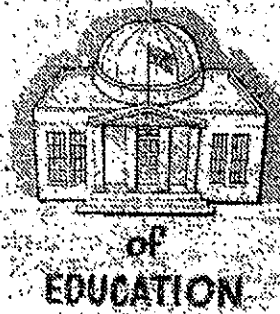
STUDENT SERVICES

RESEARCH & PLANNING

STATISTICS

DISTRICT & COUNTY AFFAIRS

ADMINISTRATION & FINANCE

STATE
DEPARTMENT

CURRICULUM DEVELOPMENT

CERTIFICATION & ACCREDITATION

LIBRARY SERVICES

SPECIAL EDUCATION

FEDERAL & STATE AFFAIRS

CONSTRUCTION SERVICES

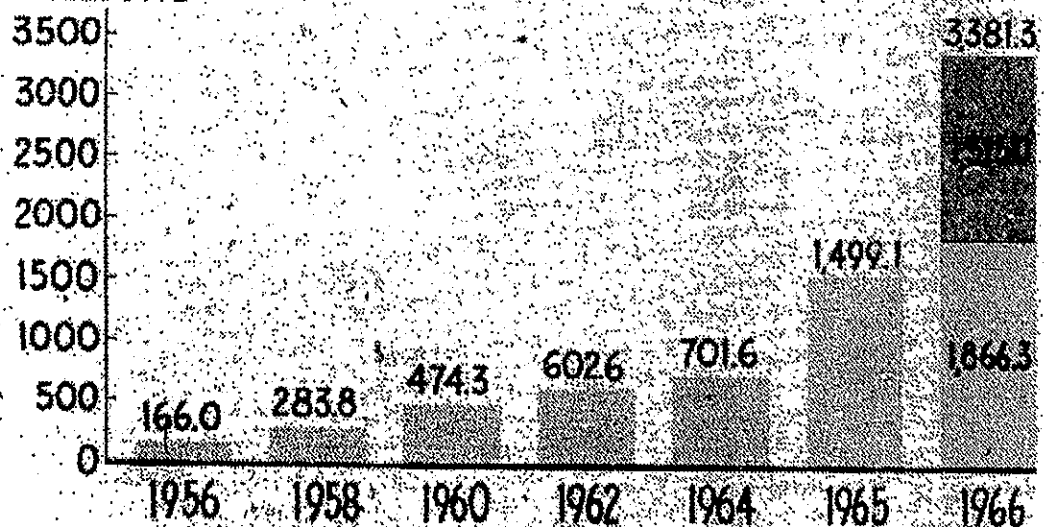
NEW STRENGTH FOR NEW TASKS

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

OFFICE OF EDUCATION

PROGRAM APPROPRIATIONS

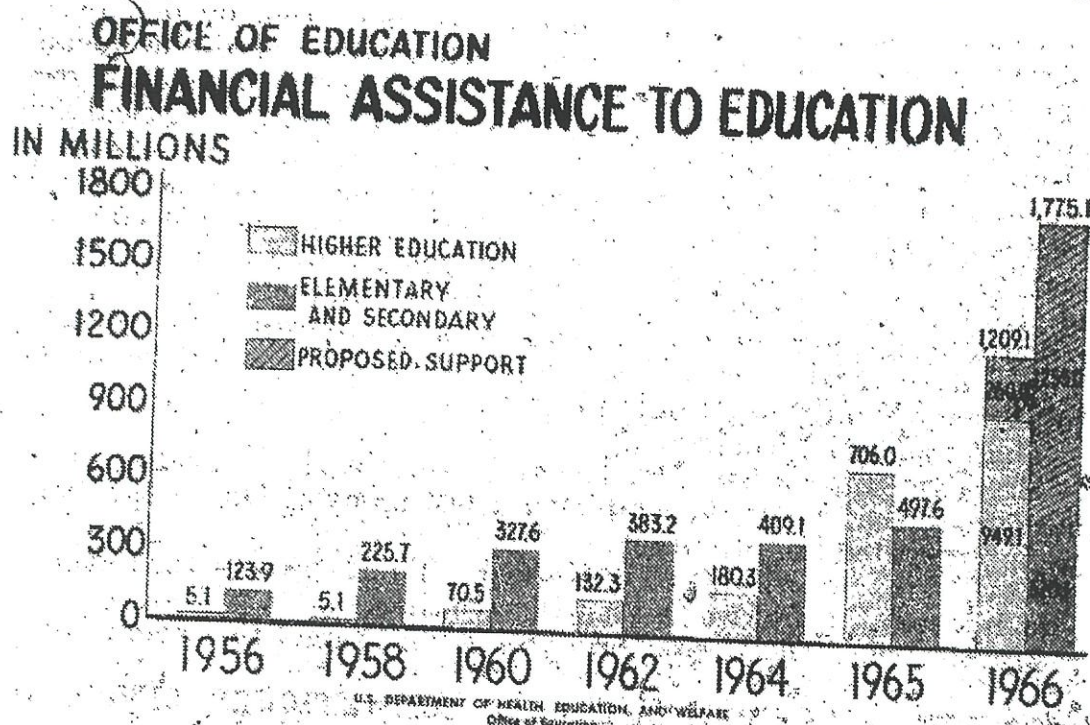
IN MILLIONS

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

(7)

AID TO ELEMENTARY AND SECONDARY SCHOOLS

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Secretary CELEBREZZE. Mr. Chairman, that completes my presentation.

Mr. PERKINS. Mr. Secretary, first, I wish to compliment you, but before you are interrogated, I want to yield to the distinguished Representative from New York, Representative Goodell, who was not present when we opened the hearing, who desires to make a statement separate and apart from his questions.

Mr. GOODELL. Mr. Secretary and Mr. Commissioner, I appreciate your testimony. I will be very brief and I apologize. I intended to make this preliminary statement along with the chairman's statement, prior to your testimony.

All Americans share the goal of having the best attainable education available to all our children. Republicans have stressed the importance of preserving State, local, and private responsibility for achievement of this goal, but we have sponsored and strongly supported, as you know, Mr. Secretary, carefully drawn Federal education measures, such as the National Defense Education Act, the college aid program, the Manpower Development and Training Act, and approved vocational education acts.

This year Federal education expenditures will total nearly \$5 billion. According to the publication of your Department, that is \$1 for every \$6.5 spent for all education, public and private, from kindergarten through the university.

If these proposals are enacted that you have described here today, Federal expenditures will have soared to about \$7 billion, or \$1 for every \$5 spent for education in America. This massive Federal effort is scattered through scores of programs in over 40 Federal bureaus and agencies and affects all levels of education. These new administration proposals involve, in my opinion, some fundamental and extremely difficult issues of public policy. These are such things as the degree of Federal involvement in private education, the nature

and extent of Federal educational activities carried on outside our regular schools and school systems. They also raised the question of whether Federal programs may not become so numerous, overlapping and dispersed as to weaken national efforts in a critical field. Democrats and Republicans on this committee, I am sure, share and recognize an equal obligation to give these proposals the most meticulous scrutiny, with an open mind. Federal intrusions in education may well be becoming so extensive and complicated that some forms of stifling Federal controls are virtually inevitable.

I would like, Mr. Secretary, to again thank you for your testimony. There are several aspects in reference to my statement I would like to pursue when the questioning begins.

Thank you, Mr. Chairman.

Mr. PERKINS. Before Mr. Goodell came in this morning, it was announced that we would complete the testimony of Dr. Keppel before we interrogated the Secretary.

At this time we will hear Dr. Keppel. This is because the testimony is so interrelated and we feel it will save time.

Mr. GOODELL. Dr. Keppel, are you going to read this whole thing?

STATEMENT OF FRANCIS KEPPEL, COMMISSIONER, OFFICE OF EDUCATION, DEPARTMENT OF HEW

Mr. KEPPEL. I wouldn't dare.

Mr. GOODELL. Will the Secretary be here when you finish? That is why I ask. I wanted to question the Secretary.

Mr. KEPPEL. I think I know better than to read all of this. I believe the Secretary will be here, but what I would like to do is bring certain data to your attention.

Mr. PERKINS. Without objection, the entire statement, as prepared, will be inserted in the record, and you can supplement it, or read excerpts from it.

Mr. KEPPEL. Thank you very much, Mr. Chairman.

(The prepared statement of Mr. Keppel follows:)

STATEMENT BY FRANCIS KEPPEL, COMMISSIONER OF EDUCATION

Mr. Chairman and members of the General Subcommittee on Education, on Tuesday of last week, in his message to the Congress, President Johnson marked the beginning of a new era in American education. This morning, before this distinguished subcommittee which has already done much to bring that new era into being, I would like to discuss the administration's program and, particularly, its thrust toward the Great Society which has come within our power and ability to create.

The President has repeatedly spoken of education as a prime moving force in our decidedly moving decade. He has called it "the first work of our times and the first work of our society." He has said that, in his administration, education would be "at the very top of the American agenda."

Three weeks ago, in his state of the Union address, he described his vision of the Great Society and the role of education in attaining it. He said:

"The Great Society asks not only how much, but how good; not only how to create wealth, but how to use it; not only how fast we are going, but where we are headed. * * * I propose we begin a program in education to insure every American child the fullest development of his mind and skills."

The President's pledge was clearly and boldly asserted last week. The measure of this administration's extraordinary commitment to education can be seen, in large part in the bills before you today, H.R. 2361 and H.R. 2362.

AID TO ELEMENTARY AND SECONDARY SCHOOLS

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How shall we measure this commitment? Part of the measure—the easiest part, in many respects—can be reckoned in money, in the expansion of Federal support for American education. *not rise, not power, not, not, not*

During the past few years education has happily advanced beyond the days when every proposed assistance by the Federal Government was seen as an octopus bent on strangling our independent and autonomous educational structure.

In a basic national enterprise which costs Americans, one way or another, more than \$34 billion a year, the Federal Government—the only Government we all have in common—has not carried its fair share of the educational load. Under the President's new program, however, we hope to grow up to our national responsibilities.

Now let us look at the recent ledgers of the Johnson administration. In fiscal 1964, total Federal funds for education, training, and support of academic research, came to roughly \$4.5 billion. In fiscal 1965, they rose to around \$6.3 billion. In fiscal 1966, the President proposes to raise the amount to about \$8.6 billion. These are the funds which will be employed in all educational programs by all Federal agencies, among them Defense, NASA, the Atomic Energy Commission, and others—nearly a twofold increase in the total Federal commitment to education since 1964.

The major increase in the projected new funds would be made for programs within the Office of Education. In fiscal 1964, Office of Education appropriations came to about \$700 million. In fiscal 1965, they reached \$1.5 billion. In fiscal 1966, the President's budget request for the Office, including his proposed \$1.5 billion program, would bring this total to about \$3.4 billion—nearly five times the amount of 2 years ago.

A more important measure than money alone is how it will be employed. This measure of the President's program lies in its approach, its task, and how it sets out to do it. Here the new program dramatically parts company with education proposals and policies of the past.

We believe that the President's program is both imaginative and practical, focusing funds where the needs are greatest. As a matter of first priority, it provides aid to students in elementary and secondary schools to a larger degree than ever before proposed. It gives special and long-needed attention to the education of the children of the poor who need the best our schools can give and who usually have received the worst.

Now let us examine the new ingredients, beginning with the proposals for elementary and secondary education. Here the President calls for new expenditures of more than \$1.2 billion—about five-sixths of the new funds he has called for. Of this expenditure, \$1 billion is specifically directed to the education of children of low-income families—to the 5 million (out of a total of 48 million) school-age children in families whose annual incomes are less than \$2,000.

To improve the education of these children is the first goal of the President's program. His approach is not to take on all the problems of American education, but to take on the most serious problems first—and to meet them not with token methods but with sufficient leverage to make a real difference.

Archimedes, of ancient Syracuse, who knew something about the concept of work, told us many centuries ago: "Give me a lever long enough and a fulcrum strong enough and I can move the world." Today, at last, we have the prospect of a lever long enough and supported strongly enough to do something for our children of poverty.

This is the underlying purpose of the \$1 billion the President is requesting for title I of H.R. 2362. In the past, proposals were presented calling for general aid to provide a financial underpinning for the whole public school system. The new program, however, looks to the educational needs of the children of poverty—all of them—whether in public or in private schools. It commits education to end the paralysis that poverty breeds, a paralysis that is chronic and contagious and runs on from generation to generation.

The members of this distinguished subcommittee know well the toll of poverty in employment today. The Nation's job market relentlessly discards those with a poor education. In the last decade, while jobs for high school graduates rose by 40 percent, jobs for those who failed to complete high school dropped by 10 percent.

But this is only a sampling of what we face. In the next 10 years, 30 million boys and girls are going to enter our work force—or will be looking for work. Unless we act, 2 million of them will not see the inside of a high school and 7 million will not finish high school.

If we fail to spend enough for good education today—and spend where it counts most—we will, as Secretary Celebrezze has graphically illustrated, spend many times more in social services tomorrow.

We cannot tolerate the drag of unemployment, nor should we content ourselves by covering it with welfare funds. But we can do something about it—and at last we have the opportunity—in the way we educate the children of our poor. We can—and the President intends that we shall—interrupt the cycle of poverty where we have a fighting chance.

The President's proposal, as we know, uses a formula which would initially put Federal aid into school systems on the basis of the number of children of poor families, those with annual incomes of less than \$2,000. The objective is to help the children of the poorest of the poor get a fair chance and, at the same time, to provide financial help to many communities that are least able to help themselves.

These include our cities, where the need for other public services is so great that they generally spend only two-thirds as much per pupil as their suburbs; and our depressed rural areas, where schools are generally unable to afford adequate educational programs housed in adequate facilities.

The ills of poverty, of course, are not neatly compartmentalized. They are not confined to a particular region or color or faith. Therefore, if we are to respond fully, we must do so in ways that help all our children in all types of schools—both public and private.

It is well that we face the issue frankly. Interfaith cooperation is essential, for example, in carrying out the Civil Rights Act of 1964. It is essential, no less, in bringing quality education to the children of our urban slums and rural depressed areas.

By actively encouraging cooperative educational services at local levels, serving both public and private school students under public auspices, and by calling on the States to plan and administer this program in concert with their communities, the President has moved decisively toward solving the problems that have too long prevented the Federal Government from playing its proper role in education—its role as a partner with the States and localities in helping to meet the most serious needs of our American schools.

The proposal in title I to help educate the children of poverty is the heart of the President's program. Around it, all the other elements were conceived: to strengthen the quality and equality of educational opportunity at its points of critical weakness.

TITLE I—IMPROVING EDUCATION OF CHILDREN IN LOW-INCOME FAMILIES

Let me therefore analyze in some detail the major features of this title, begin with the basis on which funds would be distributed. Our objective is to support programs to aid disadvantaged children by allocating funds on the basis of the number of children in families with annual incomes of less than \$2,000. The \$2,000 family income level is not, of course, a perfect measure of poverty. However, this figure clearly does identify an unquestioned hard core of poverty, and it also has a number of administrative advantage. Let me discuss these points.

One of the objections which might be raised against the use of a single level of income is that adequate consideration is not given to the income "in kind" which is available to farm families, and thus urban dwellers are discriminated against. Another objection is that family income is not related to the size of the family. A family of four might not be considered poor at a given level of income, but a family of eight would. These are objections which, unfortunately, we must live with, since adequate data are not available to make such determinations practical at the local level. To some extent, the two objections do tend to offset each other, since rural families are 16 percent larger than urban families. In any case, families with less than \$2,000 annual income are clearly poor wherever they may live. Though some may be poorer than others, the children of all are in dire need of aid—particularly of educational assistance to break the bonds of poverty.

Recent studies have shown a high correlation between family income and achievement test scores.¹ We can assume, therefore, that when we are working

¹ For example, see James, H. T., et al. "Wealth Expenditure, Decision-Making for Education." An Office of Education cooperative research program study at Stanford University, 1963; and Fels Institute of Local and State Government, University of Pennsylvania, "Special Education and Fiscal Requirements of Urban School Districts in Pennsylvania," 1964.

AID TO ELEMENTARY AND SECONDARY SCHOOLS

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with low family income children, we are, in general, working with low achievers—certainly a measure of educational need. We know also that income correlates highly with the number of years of schooling completed.

Let me cite three examples: Tucson, Ariz., provides this detailed correlation between income and educational attainment:

Dropout and graduation rates in Tucson public high schools, 1960-61, and socioeconomic data on city population, by groups of census tracts, 1960

Census tracts by groups ¹	Census data					High school data	
	Total population (240,473)	Median years of school	Median income	Percent of housing deteriorating or dilapidated	Percent of adults separated or divorced	Percent of students enrolled who dropped out	Percent of students who graduated from high school ²
I.....	28,195	8.4	\$3,669	43.2	8.1	17.1	37
II.....	44,052	10.2	4,726	24.3	5.0	10.5	58
III.....	39,996	11.8	5,308	10.1	4.6	10.4	75
IV.....	47,863	12.3	5,873	2.5	3.6	7.0	70
V.....	80,367	12.6	6,804	6.2	4.2	3.7	90

¹ For convenience in analyzing data, Tucson divided the 45 census tracts in the city into 5 major groups on the basis of proximity of the tracts and degree of similarity in the population in income, educational achievement, and housing conditions.

² Based on number who entered high school 4 years earlier.

Source: Census data are from "U.S. Census of Population and Housing, 1960: Final Report PHC(1)-161, Tucson, Ariz., Standard Metropolitan Statistical Area." School data are from the records of the Tucson public school districts.

The relationship between levels of schooling and income under \$2,000 when contrasted with those of all families in the United States is also revealing:

[In percent]

Level of schooling	Income under \$2,000	All families
Elementary:		
Less than 8 years.....		
8 years.....	42	16
High school	24	18
1 to 3 years.....		
4 years.....	15	18
College.....	12	27
	7	21

Source: Census P80, No. 43, p. 26, table 8.

High school seniors from families with \$12,000 or more annual income have a 74 percent chance of graduating in the top half of their class; those from families with \$6,000 to \$9,000 annual income have a 68 percent chance of graduating in the top half of their class; but those from families with less than \$3,000 annual income only have a 45 percent chance of graduating in the top half of their class.

Source: U.S. Office of Education, Cooperative Research Study, Project Talent.

The major administrative advantage of using a particular level of income rather than some other measurement of poverty is the availability of useful Bureau of the Census data. This information can be used to estimate the number of children in such families down to the level of the approximately 3,100 counties in the Nation—and in many cases to individual school districts—without having to identify, label, or stigmatize a particular child as a "poor child." Unlike present Public Law 874, aid for federally affected areas, under which support is given for specifically identified children related to Federal activities, we seek to identify areas of poverty containing concentrations of children who need compensatory program, rather than to provide general support for the entire school system. The income measurement embodied in this bill is, we believe, the best device available for such a purpose.

AID TO ELEMENTARY AND SECONDARY SCHOOLS

Other possible measurements of poverty were considered in the drafting of this title but rejected for one or more of the following reasons:

1. The measurement identified a distinct poverty group but was not broad enough in its coverage.
2. The measurement varied in its application among States or localities.
3. The measurement was not administratively feasible to tabulate.
4. The measurement was not convertible to numbers of disadvantaged children.

As the language of section 203(d) seeks to make clear, we are not under the illusion that the information available to us now cannot be improved upon. Rather, authorization is included to allow the development and adoption of refinements.

Your staff has been provided with Office of Education estimates of the number of low-income children and the amounts of money which would be available for school district programs in each county of the Nation. I understand that a committee print containing these calculations is now being prepared. We expect the most recent actual figures from the Bureau of Census based on their unpublished file of data as soon as we can make the necessary arrangements. We also intend to have these figures for low-income families updated from 1960, when the most recent census was taken, through official sample estimates. If the measurement of need can be further improved, we will make every effort to do so, but we are satisfied that the proposed basis provides a reasonably accurate definition of genuine economic poverty and a measurement of educational deprivation, and that it identifies correctly one of the most critical educational problem areas faced by the schools of our Nation.

At this point, Mr. Chairman, may I request that the record show two tables which I believe will be of interest to the subcommittee. (These tables are also appended to my formal statement.) The first table shows the number of low-income children in the several States, the proportion that such children constitute of all school-age children, and the estimated Federal payment that would be made in their behalf under the terms of title I. The second table contains a similar breakdown for the 50 largest cities in the Nation or, more accurately, for the counties in which these cities are located.

Translated into educational services, the effects of low income are dramatically shown in the following table:

Ratio of specialized educational personnel to student enrollment in 64 randomly selected districts, by areas of high and low family income

Position (1)	Staffing ratio	
	Low-income districts (2)	High-income districts (3)
Central office personnel:		
1. Instructional, administrative, and supervisory.....	1 : 6,252	1 : 3,251
2. Supervisors, special subject areas.....	1 : 70,862	1 : 4,001
3. Pupil personnel services.....	1 : 10,829	1 : 5,099
Building personnel:		
1. Full-time counselors and directors of guidance.....	1 : 3,543	1 : 795
2. Librarians.....	1 : 3,322	1 : 1,146
3. Social workers and/or visiting teachers.....	1 : 53,146	1 : 2,601
4. Psychologists and psychometrists.....	None	1 : 3,563
Total, above positions.....	1 : 1,149	1 : 282

Source: Data from forthcoming Biennial Salary Inquiry, National Education Association.

While disparities are evident in every category, note particularly the ratios involved for full-time counselors, guidance directors, social workers and/or visiting teachers, psychologists and psychometrists. Yet, where are such personnel more sorely needed than in the deprived areas?

Special educational programs for the deprived are expensive. One leading authority, William McLure of the University of Illinois, estimates that full-time special programs in the city of Chicago, for example, cost 170 percent more than regular school programs. Yet, in the inner city schools of most of our large

AID TO ELEMENTARY AND SECONDARY SCHOOLS

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cities, per pupil expenditures seldom exceed a third of those in the top or pilot suburban districts of the Nation.

The Federal role in the actual administration of this program will be restricted to obtaining written assurances from the States that they will comply with the intent of the legislation; establishing an allocation to each county or school district, if feasible; establishing regulations to determine the eligibility of school districts under the provisions relative to effort, percentage of current expenditure budget, and numbers of qualifying children; preparing regulations establishing the basic criteria to be applied by State educational agencies in approving local plans; making payments to State educational agencies for distribution and State administration; and making a comprehensive report to Congress on the effectiveness of the programs at the end of 3 years.

Funds will be transmitted to each State educational agency. The State agency will, in turn, transmit authorized amounts to each local educational agency operating a State-approved program. The State will make the necessary suballocations when there is more than one school district in a county and where Census data are not available to help the Office of Education publish an allocation for school districts within a county.²

Operating under broad Federal guidelines, the State agency will establish procedures for the approval of projects submitted by a local educational agency. These broad guidelines would require that the programs be designed to meet effectively the educational needs of deprived children, that they be administratively feasible, and that there be provision for special educational services to nonpublic as well as public school pupils. Officials of a selected group of States with whom the Office of Education has consulted believe that this approach is both educationally desirable and administratively feasible.

The local educational agencies will make a report at least annually to the State, and State agencies will, in turn, be asked to report at least once a year to the Office of Education. Drawing on this material, the Office of Education will report to the Congress by December 31, 1967, the educational results of this program.

Two provisions in this title are specifically designed to assure administrative feasibility and wise use of public funds. One of these provisions (section 203 (b)) relates to the minimum number of children from low-income families that a school district, or a county, must have in order to be eligible for a grant under title I. If the school district is coterminous with a county (or with two or more counties), or if otherwise we have satisfactory data as to the number of such children in all school districts of a county, any such district can qualify if it has either 100 of these children or—even where it does not—at least 3 percent of all of its children between the ages of 5 and 17 are in the low income category, provided that it has at least 10 such children.

Where we do not have satisfactory data on a school-district basis for every district in a county, the county must have at least 100 such children, except that in those cases in which a school district cuts across and is not coterminous with county lines, and we do not have the data for all the districts in those counties, the bill directs us to establish by regulation relevant eligibility criteria as to the number of such children. It is unlikely that an effective program could be established with fewer than 10 children. Only 169 counties, 5.4 percent of the total, in 26 States would be excluded altogether by these provisions. However, individual school districts in these counties might well prove eligible under the alternate 3-percent provision.

A further provision (section 203 (a) (2)) limits the amount of the basic grant for fiscal year 1966 to 30 percent of the local educational agency's current expense budget. For a school district to attempt to absorb a larger increase in the first year of this new program would probably not be prudent. A few smaller districts will be the main ones affected, their allocations being reduced. The lack of time for such districts to plan new programs adequately is a major consideration in this limitation which would operate during fiscal year 1966 only.

For any local educational agency to qualify and receive any funds under this title for a fiscal year, the combined State and local fiscal effort devoted to public

² Eleven States, District of Columbia, and the territories generally have their school districts coterminous with the State, counties, county equivalents, or other available Census-tabulated units. The States are: Alabama, Florida, Georgia, Hawaii, Louisiana, Maryland, Nevada, Tennessee, Utah, Virginia, and West Virginia. School districts in New England States are generally coterminous with towns and cities. Census data is available for the larger towns and cities.

education in that agency's district during the preceding year must be at least equal to that of the fiscal year ending June 30, 1964.

For the fiscal years 1967 and 1968, a special incentive grant is provided for those local educational agencies which are eligible for a basic grant and which have exceeded the 1965 level of their current expenditures by more than 5 percent in fiscal year 1966 and by more than 10 percent in fiscal year 1967. Thus, we would match, in fiscal year 1967, the part of the previous year's local current expenditures that exceeded 105 percent of the 1965 level, and we would match in 1968 the excess of local 1967 expenditures over 110 percent of the 1965 level.

I should now like to give an indication of the types of activities which local educational agencies might undertake. I want to emphasize that these examples are merely illustrative. This phase of the President's educational program—the entire program, for that matter—is designed to encourage creativity and imagination in developing approaches to meet the educational needs of the disadvantaged child. Maximum flexibility for the local agency is, therefore, encouraged.

A number of programs, mostly experimental, have been undertaken on the initiative of local school systems. Customarily, these have been supported at least in part by private foundation grants. One of the best known of these is the higher horizons program of New York City, started in 1959 and now involving some 100,000 children. Among the characteristics of this program have been expanded guidance and teaching staffs, intensive programs of individual and group counseling, remedial work, teacher training, special field trips, and closer cooperation of the schools with parents and community. Other programs have attempted to demonstrate the effectiveness of prekindergarten and full-day kindergarten programs, special instructional materials, evening counseling, and school-home programs. The Office of Education, through the cooperative research program, has supported an evaluation of higher horizons. Preliminary findings indicate that the program has in general achieved its remedial and cultural goals. We await with interest the results of a somewhat similar model school program recently announced for the Cardozo subsystem in Washington, D.C.

Some of these programs have been in operation long enough to begin to show heartening results.

At this point, Mr. Chairman, may I request that the record carry two studies of special educational programs. One is the February 1933 Education Research Service circular entitled "School Programs for the Disadvantaged." The other is the Office of Education's report "Program for the Educationally Disadvantaged." Better than my words, these surveys show what the schools of our Nation will do with the resources made available under title I of the Elementary and Secondary Education Act of 1965.

The Educational Research Service—NEA has also collected and intends to publish descriptions and evaluations of more recent programs. It has kindly consented, with the permission of the school districts involved, to allow us to include some of the material in this testimony. We will be happy to make the full descriptions of these programs available for inclusion in the record if the subcommittee so desires.

At this time, I would like to highlight a few items from the National Education Association reports and from other studies collected by the staff of the Office of Education:

In Wilmington, Del., a 3-year project on schools in changing neighborhoods emphasized teacher training, curriculum planning, and extensive community participation involving a wide range of supporting groups. It is noted in the evaluation that a particular fifth-grade class of 55 disadvantaged children with a median IQ in the eighties achieved a median score of 1-year's achievement during the experimental year. Normally, such children had achieved only 6 months' academic growth in a year's time. The greatest gain was in vocabulary—20 months. The program also led to improvements in the attitudes of the staff toward the children, resulting in greater acceptance and support, as well as in improvement of student behavior and of parental attitudes.

Educational gains at the 1 percent level of significance—statistical language meaning that it is really significant—are reported for the early school admissions project of Baltimore City. This program is directed at the 4-year-old disadvantaged child.

The Detroit great cities' project was begun under foundation support. Although it is still limited by lack of sufficient funds, it is now supported by board of education funds and by a grant, for certain phases of the program, from the Office of Economic Opportunity. Detroit's success is probably indicated by the

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willingness of the board not only to support but, to extend the plan to other schools. The Detroit project involves teacher orientation and training, improved instructional equipment and materials, modification of organizational patterns, field trips, camping experiences, additional staff, and private and public agency cooperation. The "Jimmy Series" of preprimers and primers, designed to appeal to disadvantaged and biracial groups, is one special feature of the program. Reports on the Detroit project indicate that the students whose interest was deeply captured have shown a "consistent and measurably higher achievement" than those who remained relatively aloof even though the participating students were not necessarily the "best" students from the point of view of deportment or scholarship. "Parent and community involvement in school activities has increased measurably, with mutual support evidenced where hostility existed before," the Detroit report said.

The Milwaukee, Wis., public schools report a different type of program. They have established 9 orientation classes to serve some 30 schools—elementary through high schools—in the depressed central area of Milwaukee. These classes are designed to serve in-migrants to Milwaukee. They are aimed particularly toward those who are without adequate school records, who have a language barrier, and who are transients. Methods and curriculum are kept flexible. Classes are limited to 20 students. Surveys show that after their release from the orientation center program these children are to be found in all academic levels of regular classes except the lowest levels of performance. In addition, these children tend to be strongly motivated and better adjusted, academically and socially, to the classroom.

Many other approaches remain to be tried. In our request to the selected States, mentioned earlier, we asked what types of programs their local school districts would be likely to support. The ideas submitted to us clearly demonstrate that there is no lack of imagination and enthusiasm among America's school people. Let me cite a few of these suggested programs for you at this time and include a longer list as an appendix to this testimony. It may be noted that many of these programs can be made widely available to all children, regardless of the school they normally attend.

Saturday morning special opportunity classes, organized both for pupils who need additional help in mastering the basic skills and for those who have exhibited outstanding abilities in mathematics, science, music, and the language arts.

Evening school library service, to make reference material available and to provide a place for supervised study for children who do not have a suitable home environment.

College preparation classes, for 11th- and 12th-grade students who show promise for further studies.

Early identification program, for both the gifted and the potential dropout, the goal being to provide for the special development of their talents.

Curriculum materials center, to provide for the production and distribution of audiovisual teaching aids designed specifically for educationally disadvantaged children.

Some schools are exploring the possibility of paying small stipends to students from very low-income families who have reached the age of work. This would help such students continue their education and meet many of the hidden costs of school attendance—books, gym uniforms, supplementary materials, extracurricular activities, and at least the amenities of some social life.

Where appropriate, schools in deprived areas may wish to give student teaching jobs to junior- and senior-year college students who have successfully left a deprived environment. This could encourage them to return to teaching in these localities after graduation. It is difficult to imagine a better way to instill hope in the disadvantaged student and, at the same time, to increase the supply of much-needed instructional staff.

Potential dropouts from among the disadvantaged might be rescued through programs—courses in painting, sculpture, photography, music—which encourage their creative but nonacademic abilities. Further encouragement might be stimulated if at least a portion of their output could be sold and thus made monetarily profitable to them.

Residential schools may be needed in our worst areas when the home environment is hopelessly depressed and beyond salvaging.

Schools might also establish halfway houses for rehabilitation of delinquents. Summer camps attended both by children and unemployed mothers in welfare

cases might be oriented toward improving the home environment and breaking the cycle of inherited dependency.

Educational emphasis upon the early years—ages 2, 3, and 4—offers especially fruitful potentials in the case of the disadvantaged.

Greater attention to the physical and emotional needs of our disadvantaged students is also long overdue. The schools should not become health and welfare agencies, but the health of students—both physical and mental—is vital to the successful performance of their academic tasks.

Teachers need to be backed up by colleagues who have common goals but different training and experience, such as school psychological, school social work, speech and hearing specialists, and health personnel. Such personnel can bring to the teacher a dimension of understanding of the disadvantaged youngster which will increase the possibility of successful teaching and learning.

The school may extend its beneficial influence in the community through the establishment of community schools offering educational opportunities to residents of all age levels. These programs would be carried on in the schools which might very well be open 12 to 16 hours a day, 7 days a week.

Schools in low-income areas may wish to consider operating on an 11-month basis. Teachers could be paid an increment above their basic salaries for the extra duty. Through an extended school year, school personnel would have precious additional time to work with disadvantaged children in canceling out deficiencies and overcoming learning problems.

Disadvantaged students generally require individualized and specialized approaches in helping them to learn. This may involve the better use of technology—radio, television, teaching machines, programmed instruction, or sophisticated audiovisual equipment, which, in our day, can be operated by the children themselves.

Such proposals convincingly suggest that more consideration will be given at the local level to breaking away from the standard pattern of educational structure, in order to adapt to a wider range of student backgrounds. Evidences of departure from the traditional are already illustrated in work-study programs and in combinations of vocational and academic programs. There needs to be further emphasis on developing the particular talents of the individual. To date, efforts toward this end have been confined largely to the wealthier schools and focused on outstanding students. Important as such students are, the needs of the disadvantaged student are also critical and poignant. In our better equipped and staffed school systems, the student without environmental handicaps can often break away from the traditional pattern and develop on his own, or through parental help. Such is not usually the case with the children of our slums and blighted rural areas. Their schools are all too often merely a repetition of their home environment, lacking in material necessities and cultural advantages.

Our educational system must shine as a bright spot in the life of the disadvantaged child. It cannot be permitted to exist as simply another version of the cultural and economic blight they find at home.

The school must inspire hope, instill desire, and show all our children that they are free to develop their capabilities as far as their ability and ambition will take them.

To achieve this type of school system we must attack the worst areas first. Title I is designed with this objective in mind.

TITLE II—SCHOOL LIBRARY RESOURCES AND INSTRUCTIONAL MATERIALS

At all levels of education, effective teaching has become increasingly contingent on well-stocked libraries, the services of professional librarians, and up-to-date textbooks. Basic courses in nearly all academic subjects, as well as the most advanced courses, are allied to good libraries and instructional materials. That relationship must be strengthened if education is to realize its full potential.

The essential role of the school library in modern educational programs is widely recognized. Francis S. Chase of the University of Chicago states the case with exceptional clarity:

"We have left the kind of world in which the teacher's chief function was to convey information. The school composed chiefly of classrooms is obsolete. In schools of the future, upward of half of the student's time may be spent in the library, in science laboratories, or in other workrooms where he can search for knowledge, analyze data, reflect upon the ideas which he is encountering, and put his hunches and conclusions in writing.

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"The school library will provide a variety of resources, including recordings, microfilms, slide films, video tapes, charts, maps, and pictures. The most important of the resources offered, however, will be books in abundance in the humanities, the social studies, the sciences, and the practical arts—books of such range and variety that there will be something to arouse the interest and further the learning of the dull and the bright, the practical and the theoretical, the poor reader, and the advanced student."

Recent research has demonstrated how closely quality school libraries in elementary and secondary schools are related to academic achievement, to remaining in high school, and to going on to college. Project Talent, an authoritative research study covering almost half a million high school students, holds that the quality of the school library is, in fact, among the four most important factors closely and uniquely associated with such measurements of student performance as staying in school, achievement, and going to college. The correlation between the pupil's progress and the caliber of library resources available to him is confirmed by another research report, "Effectiveness of Centralized Library Service in Elementary Schools."

Despite the belief of educational leaders and the findings of research, literally thousands of our public and nonpublic schools lack libraries; literally millions of our school pupils—especially elementary school pupils—do not have a school library available to them. Let me review some of the unhappy facts:

The most recent nationwide school library survey—made in 1961—revealed that more than 53 percent of our 102,400 public schools did not have libraries. The percentage of schools without libraries is highest for elementary schools, reaching almost 70 percent. Nearly 14 percent of all junior high schools and 18 percent of combined public elementary and secondary schools also lacked libraries. Even 625 of the Nation's high schools were totally without libraries.

Stated in terms of individual pupils, more than 10 million pupils in public elementary, junior high, and senior high schools—nearly 30 percent of all pupils over the Nation—lacked access to a school library. The vast majority of these were in elementary schools—at the critical years for learning to read and developing a love of books and knowledge. The answer in these schools to "why Johnny can't read" may well be that there is little for him to read and little stimulus or pleasure in reading.

"We have not really taught the student to read unless he reads because he wants to, sees sense and purpose in it, enjoys and profits from it," says John H. Fischer, president of Columbia University Teachers College. "Such reading is not likely to occur unless the student has a chance to choose books for himself. * * * It is this opportunity and stimulus that a library in a school provides."

Another study reveals that nonpublic schools are little better off than public schools in the availability of school library services. For the Nation as a whole, almost 45 percent of all nonpublic schools were found to be without school libraries. Fifty-six percent of nonpublic schools were without libraries at the elementary level and more than 20 percent of all nonpublic combined elementary and secondary schools also lacked a library.

Stated in terms of pupils, 37 percent of the students enrolled in nonpublic schools—nearly 2 million youngsters—had no library in their schools. Ninety-two percent of these pupils were in the elementary grades.

The four tables which follow provide detailed library statistics for both public and nonpublic schools.

Public schools with and without school libraries, 1960-61

Educational level	Total number of schools	With libraries		Without libraries	
		Number	Percent	Number	Percent
United States, total.....	102,487	47,546	46.3	54,941	53.7
Elementary only.....	75,773	23,679	31.2	52,094	68.8
Junior high only.....	5,705	4,934	86.4	771	13.6
High school, or senior high, only.....	9,017	8,502	94.2	515	5.8
Junior-senior high, only.....	3,795	3,678	96.9	117	3.1
Combined elementary and secondary school plant.....	8,197	6,753	82.3	1,444	17.7

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Public school pupils with and without school libraries, 1960-61

Educational level	Total number of school pupils	With school libraries		Without school libraries	
		Number	Percent	Number	Percent
United States, total.....	35,952,711	25,300,243	70.3	10,652,468	29.6
Elementary, only.....	21,063,803	11,206,912	53.2	9,856,891	46.8
Junior high, only.....	3,829,992	3,623,875	94.6	206,117	5.4
High school, or senior high, only.....	5,577,572	5,437,191	97.4	140,381	2.5
Junior-senior high, only.....	2,192,884	2,158,511	98.4	34,373	1.6
Combined elementary and secondary school plant.....	3,288,370	2,673,754	87.3	414,616	12.6

Source: Statistics of Public School Libraries, 1960-61. Part 1. Basic Tables. Mary Helen Mahar and Doris C. Holladay. Washington, D.C., U.S. Department of Health, Education, and Welfare, Office of Education, 1964.

Nonpublic schools with and without school libraries, 1962

Educational level	Total number of schools	With libraries		Without libraries	
		Number	Percent	Number	Percent
United States, total.....	14,020	7,764	55.4	6,256	44.6
Elementary.....	10,105	4,414	43.7	5,691	56.3
Secondary.....	1,860	1,743	94.0	112	6.0
Combined elementary-secondary.....	2,023	1,588	78.5	435	21.5

Nonpublic school pupils with and without school libraries, 1962

Educational level	Total number of school pupils	With school libraries		Without school libraries	
		Number	Percent	Number	Percent
United States, total.....	5,116,411	3,213,577	62.8	1,902,834	37.2
Elementary.....	3,465,712	1,721,051	49.7	1,744,661	50.3
Secondary.....	776,007	743,678	95.8	32,329	4.2
Combined elementary-secondary.....	874,553	748,721	85.6	125,832	14.4

Source: National Inventory of School Facilities and Personnel, Spring 1962. George J. Collins, and others. Washington, D.C., U.S. Department of Health, Education, and Welfare, Office of Education, 1964.

Even when school libraries are available, many are far below the accepted professional standards developed and endorsed by 20 national organizations.³ These standards include minimum numbers of books per pupil and minimum annual recommended expenditures for books, periodicals, and audiovisual materials.

As for the 46 percent of all public schools which were found to have libraries, they were able to make available an average of less than 60 percent of the total number of books needed to provide adequate service to pupils and teachers. On the average, only slightly more than one-half book per pupil was added to these libraries during the year.

³ American Association of School Librarians; American Association of Colleges for Teacher Education; American Association of School Administrators; American Personnel & Guidance Association; Association for Childhood Education International; Association for Supervision & Curriculum Development; Catholic Library Association; Department of Elementary School Principals, NEA; Department of Audiovisual Instruction, NEA; Department of Classroom Teachers, NEA; Department of Rural Education, NEA; General Federation of Women's Clubs; National Association of Secondary School Principals; National Citizens Council for Better Schools; National Council for the Social Studies; National Council of Teachers of English; National School Boards Association; National Science Teachers Association; Public Library Association, ALA; Secondary Education Board.

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Data for 1963 show that public schools in the 21 largest cities provided fewer books per pupil and annually spent less per pupil than the admittedly inadequate smaller school systems. To meet the need, these largest cities should have been spending approximately \$23 million per year. In fact, however, they spent only \$4.3 million—a deficit of over \$18 million. In these largest cities the need for assistance—sharpened by the widely divergent cultural and economic background of the pupils living there—is particularly acute.

Overall, the national average annual expenditure for library books per pupil in 1961 was \$3.53 short of the recommended \$5 needed to meet minimum standards of educational adequacy. Using a public school enrollment figure of 36 million students in 1961, the Office of Education estimated that these schools should have spent \$180 million annually for library books. Instead, they were spending less than \$53 million—only 29.4 percent of accepted standards. We have no evidence to suggest that this situation has materially improved in the past 4 years.

Indeed, one forthcoming study estimates there is a gap of over 200 million volumes in the basic collections of public school libraries. To provide these books at \$3.64 per volume—the average price paid in 1963—would cost more than \$728 million.

When we turn to survey the needs of our schools for modern textbooks, we find that all too often our children must use textbooks which are out of date and grossly inadequate for this era of expanding educational horizons. It is a sad fact that "modern history" books often have nothing to teach our children about events after World War I and that physics texts frequently deal with the state of our knowledge in the 1940's and 1950's—ignoring, for example, the atomic revolution.

The continuing need for quality textbooks is clearly described by F. Eugene Mueller, superintendent of schools in San Bernardino, Calif.:

"* * * the textbook remains the most fundamental teaching tool we have at our disposal. We are experimenting, of course, with all of the newer methods of instruction, including teaching machines, television, and a wide variety of audiovisual implements, as well as differently organized teaching programs, such as team teaching at different levels. In all of this, however, we still feel the textbook will be fundamentally necessary to back up and build into these programs the preciseness plus the flexibility that is necessary in a good instructional program."

Textbook sales in our Nation in 1963 amounted to \$293 million, or only \$6.11 per student. In some States, as much as \$12.32 was spent per student, in others as little as \$4.76. Copies of a single modern hardback textbook often cost as much as the entire year's school budget for new instructional books.

For many families the purchase of a child's textbooks is a luxury they can ill afford. A 1964 study shows that one-fourth of the school systems in 128 of our largest cities do not provide free textbooks at the high school level. Nonpublic schools rarely provide free textbooks. A poor family with children in high school may be required to spend \$15 to \$20 or more per child for up-to-date textbooks—a prohibitive sum when money doesn't exist for many of the barest necessities of life. In 1961, parents spent over \$90 million for textbooks—approximately 40 percent of that year's total expenditures for textbooks. Children in families unable to support this extra burden are often turned from the halls of the school to the alleys of the slums. We cannot afford this loss.

Moreover, we must move beyond our traditional concept of the role of printed materials in education and be willing to explore the interesting new methods of instruction pointed to by research. One new development is the increased use of programmed learning materials. From 1962 to 1963, programmed texts for elementary and secondary subjects increased from 122 to 352, over half of them in science and mathematics. But these new materials are expensive, averaging \$10 to \$15 each. Such amounts represent a formidable barrier to all but the wealthier school districts.

We conclude, as did the President in his message on education: "* * * the cost of purchasing textbooks at increasing prices puts a major obstacle in the path of education—an obstacle that can and must be eliminated."

Title II proposes to correct these inadequacies with a 5-year program which would make books and other printed materials available to the school children of our Nation.

Library books, textbooks, periodicals, magnetic tapes, phonograph records, and other materials essential to the education of our junior citizens could be purchased with these funds.

The program is designed to maintain and, indeed, strengthen our decentralized system of education by leaving to State and local educators all decisions regarding the selection of books and other instructional materials best suited for the needs of the particular schools and student bodies.

Each State would draw up a plan explaining the criteria it would use and the methods devised to serve all the students of the State.

Materials purchased with Federal dollars for students in nonpublic schools would be the same as those used in, or approved for use in, the public schools.

If a State is legally unable to serve its nonpublic school children, the Commissioner could make arrangements, similar to those used for testing nonpublic school students under title V-A of the National Defense Education Act, to provide the needed instructional materials.

Title II, then, will serve to raise the quality of instruction for all our students by laying a financial floor under the instructional materials required by modern schools and good teaching.

TITLE III—SUPPLEMENTARY EDUCATIONAL CENTERS AND SERVICES

During the years since 1957, the quantity, range, and quality of American education have become matters of intense public, professional, and congressional concern.

There has been a healthy and useful debate over the effectiveness, direction, and future of the Nation's educational institutions. As a result, our schools and colleges today are stronger and more effective for larger groups of our people than ever before. But to say that they are the strongest they have ever been is not enough. Indeed, our very progress makes us see more clearly practices in need of improvement and services that are not being rendered at all. By virtue of the distance we have traveled we can now see how far we still must go.

Title III of the Elementary and Secondary Education Act of 1965 would establish a program of federally supported supplementary education centers and services. Each center or service would be tailored to the specific needs of its community or broader area and designed to make optimum use of the community's educational resources. Local initiative in planning, proposing, and operating the centers are essential features of this program. Centers will be administered by a partnership including the local educational agency. Centers will rest solidly on foundations of community cooperation and participation.

Because the needs of each community vary and because even communities with similar needs will seek different ways to meet them, we will not attempt an exhaustive description of all the many forms which the centers might take. But we can illustrate some of the needs that exist and suggest some of the ways in which community resources could be focused to provide supplementary programs and facilities as well as to demonstrate effective innovations.

Three particular areas of concern make title III of vital importance to American education. The first is to supplement educational programs and facilities which are already available to the local community. The second is to stimulate progress toward the achievement of higher quality education by providing better services than are currently available. The third is to insure that flexibility, innovation, and experimentation become an integral part of our educational system. Title III is designed to meet these three vital needs of our educational system through a program that preserves and enhances the valuable traditions of local autonomy and responsibility for education.

As I have pointed out in my discussion of title I, the most chronic limitations in American education have generally followed economic lines. This is not to say that they have done so exclusively. Elementary and secondary schools throughout the country, regardless of the level of community wealth, find it increasingly difficult to provide the full range of educational services required by parents, teachers, and divergent student interests and capabilities. Even among relatively prosperous communities, there are still marked variations in the distribution and quality of available educational, scientific, and cultural resources.

The needs which call for the creation of supplementary educational centers and services are readily demonstrated by reference to a variety of existing conditions in American education and also by noting the challenges that will confront our educational system in the immediate future.

While tremendous advances in the teaching of languages and science have been made through the National Defense Education Act and under the teacher-

institute programs of the National Science Foundation, there are still major deficiencies in science and language instruction in our schools. Only 10 States, for example, can boast today that all their secondary schools have science laboratory facilities and less than 30 percent of our secondary schools have language labs available for their students. Where such facilities are scarce or crowded, their use becomes rigid and overcontrolled. This in turn prevents exploration, experimentation, and freedom of inquiry for students.

If the present situation is far from adequate, in 4 or 5 years, even at present rates of advance, it will be considerably worse. We can expect that by 1968, in elementary schools alone, at least 25,000 additional science laboratories will be needed to meet increases in enrollment. By 1968, at least 40,000 additional science laboratories will be needed in the Nation's high schools, an increase of almost 100 percent. Just to keep pace with current growth, an additional 8,000 language laboratories will be required in our elementary schools, along with the 20,000 that will be required in our high schools.

Recent evidence also indicates that we can do much more in our schools for children who are academically gifted and who are not developing their talents fully. Research indicates that 20 to 30 percent of students in grade 9 know more about many subject-matter fields than the average student in grade 12. Variability within grades is greater than variability between grades. The top 5 percent of students in a grade, for example, can learn the English meanings of at least twice as many foreign words as the average student in the same period of time. New and challenging materials are needed for these students. Research studies have indicated that highly gifted children in regular elementary school classes require supplementary resources which cannot be provided by the typical school.

The entire area of preschool education is another dimension of current need, in part being met by programs now developing under the Office of Economic Opportunity. We see with increasing certainty that children who fail to get a variety of early conversational, play, and sensory experiences fall behind other children from the beginning of school, and only continue to fall further and further behind, becoming candidates for delinquency and unemployment as they rebel against school experiences they don't understand. At this point, I would like to call the attention of the subcommittee to the article, "Headstart for Children in the Slums," on pages 30-33 of our new magazine, *American Education*. (Copies of this publication have been furnished to your staff for distribution and for inclusion in the record, if the subcommittee so desires.)

Educational research continues to demonstrate the advanced school learning ability of all children who have undergone the advantages of early school experience whether or not they come from culturally disadvantaged circumstances. Nevertheless, only about one-half of the Nation's 26,000 school districts today maintain kindergartens, and a nursery school is available in only 1 district in every 260.

Provisions for teaching the arts and music are particularly inadequate in our public schools. Classroom teachers in 70 to 80 percent of our elementary schools are expected to teach music, yet in more than 60 percent of these schools training in music is not required in the preparation of elementary school teachers. In well over half of our elementary schools, the regular classroom teacher is expected to teach art without any help from a specialist or a professional in that subject. In one extensive survey, less than 10 percent of the elementary schools reported that art specialists alone taught art. Well over half of all high school students in the same survey had less than a year of music in high school, and only slightly more than half of all secondary schools even offered art as a course of study. Of the secondary schools that planned to offer art courses, more than a fifth reported they could not do so for lack of a qualified teacher.

Finally, psychologists, psychiatrists, and social workers have repeatedly told us that no matter how exciting or ingenious an educational program may be, it cannot reach children who are beset with psychological problems and emotional disturbances. Furthermore, besides being ineffectual learners themselves, such children hamper classroom activities and occupy an inordinate amount of teacher time.

Recent estimates indicate that up to 10 percent of our schoolchildren have emotional disturbances that require professional treatment. At present, there are only about 3,000 school social workers connected with elementary schools. In 1961-62 there were only 2,400 psychologists in all the public schools—each serving an average of about 5 schools.

These figures mean that fully five-sixths of our elementary schools have no psychological or psychiatric services available to them at all and less than one-quarter of our elementary schools have any kind of guidance service. In the Nation as a whole, there are only 325 accredited child psychiatrists with some 250 more in training. Most schools cannot afford to hire such personnel, and insofar as these services are not available, educational programs are hampered, and children and parents continue to suffer.

This brief summary only begins to sketch in some of the problems and challenges that confront us in science, language, art, and music instruction; in counseling, psychological and psychiatric services; and in kindergarten and other preschool arrangements.

Indicating the needs of our Nation's schools cannot suggest, however, the particular kinds of solutions that a local community might desire to implement. Every local community has differing needs and differing resources to devote to meeting them. A supplementary educational centers and services program would help local communities to provide themselves with vitally needed educational programs and facilities, which are not at present available or not available with sufficient quality. In addition, such a program would help to relate our elementary and secondary schools more closely and continuously to tested innovation and responsible, professional experimentation and development.

Models are rare of the kinds of activity that supplementary educational centers might engage in. Federal funds, therefore, might be used at first for planning or for pilot projects and then for the establishment and operation of programs offering a range of educational experiences to children and adults. A center program could be as uncomplicated as providing afterschool study areas or as complex as establishing a model school or school district.

A supplementary education center and service contemplated by title III might, for example, provide a group of schools with educational facilities that each individual school might be unable to provide for itself. It might provide common facilities more efficiently and effectively maintained by a group of schools—libraries, science and language laboratories, theaters, sports facilities, studios for prospective artists and musicians, exhibit halls, auditoriums, and other facilities.

A center might serve as an educational institution where new courses, new instructional materials, and new teaching practices develop through research—conducted, for example, at the regional educational laboratories to be discussed under title IV—could be demonstrated for the benefit of local school systems and communities.

Centers could establish programs to bring about more flexible grouping of children and more flexible scheduling of subject matter. Supplementary programs might be provided in schools after regular hours. A typical experimental program might give summer instruction in the sciences and humanities, in cooperation with local universities.

Centers might provide educational programs for particular groups of students drawn from several schools—the physically handicapped, for example, or the mentally retarded. Special courses could be set up for children interested in science, music, or art. There might be special vocational or technical programs, or programs for the gifted, or any type of special program designed for students who are not effectively being served by a standard educational program.

Under the supplementary educational centers and services program educational services not normally available would become available not only for the schools but also for the widest possible participation of the entire community.

Deserving of special comment is the possibility for providing quality services to all children in a community through the use of supplementary centers on a shared-time or dual-time enrollment basis with children drawn from both public and private schools.

Centers of all kinds could provide out-of-school youths and adults with learning opportunities that would otherwise not be available to them and would thereby continue to provide access to other, perhaps more traditional, patterns of education. Centers might thus provide a form of reentry to learning for those who have left school for one reason or another.

Centers might be modeled after the enrichment program being established in Cleveland, Ohio, to provide supplementary instruction for elementary school children in the humanities, foreign languages, music, and the arts and sciences. Under this program maximum use is made of the city's orchestra, choir, professional musicians and artists, museums, scientific research centers, Government space-age laboratories, libraries, and institutions of higher learning. So-called

educational parks also might be established under the supplementary centers and services program. They could serve an entire community by locating in one place all kinds of educational services for different elements of the population from preschool through continuing adult education.

Other centers might be established on the model of the Ford Foundation's Educational Facilities Laboratories—designed to test new uses of building space and educational teaching devices—or the Regional Communications Center developed under title VII of the National Defense Education Act—designed to bring together the new media of communication which are so increasingly a part of modern education.

In summary, the centers and services program could be used for a host of supplementary services to schools that would otherwise not be provided for them without the availability of Federal funds.

But providing supplementary services is not, in itself, enough. To quote the President's message on education, "Our schools also need to learn." The problem facing the Nation's schools is not one of funds alone. Money is needed, it is true. But other changes are also vitally necessary to the strength and well-being of our educational system.

The President noted that we faced qualitative as well as quantitative gaps in our educational system. He called attention to exciting programs of innovation and experimentation started and sponsored by the National Science Foundation, the Office of Education, and other Government agencies. He noted that disadvantaged children can be taught more effectively by teachers who specialize in this field, that gifted students can be accommodated more meaningfully, and that remedial work can often help those who heretofore had been slow learners.

But he also pointed out that in all too many communities such special educational services are not available. The problem is how to get new, tested practices, materials, and patterns of organization into our educational system.

One important way is to increase expenditures for research and make research results known to those who can use them. It is equally important, however, to provide funds for local educational agencies themselves so that they may participate actively in educational innovations with the guidance of those engaged in research and evaluation. Supplementary educational centers will help stimulate the local community to transfer beneficial research results from the educational laboratory, so to speak, to the classroom.

Considerable research already indicates some of the directions we probably should be taking. We now know enough about the learning process and differences in abilities, the complexity and intricacies of different disciplines and the implications of the "knowledge explosion" to suggest that the single teacher and the self-contained classroom are no longer the most sophisticated or professional model for teaching and learning. We cannot expect teachers to develop high competence, for example, in all the disciplines or all of the techniques for teaching different kinds of children. Similarly, a larger focus—a concern not just for how teachers teach but how learners learn—suggests many different responsibilities from those traditionally associated with teaching. As our knowledge of teaching advances, changes in techniques and school organization must take place if we expect our schools to meet the increased demands and higher aims we have set for American education.

Here, again, the supplementary educational centers and services program could help. Specifically, they could stimulate local community awareness of new educational programs emerging from such places as the regional educational laboratories which I shall discuss in connection with title IV. Through these centers, both ends of the communication network would be stimulated simultaneously. Researchers would be able to explore educational problems brought to their attention by local educational agencies, and these agencies in turn would be able to use and refine innovations developed and tested by research.

Direct influxes of innovation and improvement would become an important function of supplementary educational centers. To this end, many communities may elect to set up centers as places where new curriculums, new instructional techniques and materials, and new patterns of school organization might be applied and demonstrated. This is the sort of function envisaged in section 301 of title III, referring to "the development and establishment of exemplary elementary and secondary school educational programs to serve as models for regular school programs."

Some of these centers might very well be entire schools established and organized as models of new, sound instructional practices. They could include new departures in educational architecture and in organizational structure. They

could be established to provide a host of centralized services such as are now being set up for the Cardoza model school subsystem in Washington, D.C.

Title III requires that a local educational agency be affiliated with one or more other bodies such as State educational agencies; institutions of higher education; public health, welfare, and other agencies; private nonprofit educational institutions, including nonpublic schools; museums; art galleries; educational radio and television stations; libraries; and other cultural organizations. It makes education the communitywide effort it must become.

Community proposals would be reviewed by the State educational agency and—along with its recommendations—transmitted to the Commissioner of Education. An advisory committee would advise the Commissioner on policies governing the disposition of proposals and on the disposition to be made of each proposal. The principle of local initiative preserves for communities and States their autonomy, prerogatives, and responsibilities with regard to the Nation's educational system. Title III serves only to insure that the community has the means to resolve local educational problems.

This, then, is the program as we envision it. It is designed to serve several basic functions: First, to improve education by enabling local communities to offer and provide services not presently available to them; second, to raise the quality of educational services already offered; and third, to improve the quality of education by linking existing schools to sound educational research.

Under the provisions of title III, local educational agencies would determine the kind of centers they would establish. This local option would provide the broadest kind of flexibility. Support could be given to virtually any program that provides additional educational services, improves existing services, or insures the continuing influx of tested innovation.

The \$100 million provided for fiscal year 1966, we believe, would be one of the best investments in education our Nation could make. From it would flow a host of stimulating ideas and practices to keep American education dynamic, progressive, and prepared for the future with competence and resolve.

TITLE IV—EDUCATIONAL RESEARCH AND TRAINING

The last decade has seen a lively reappraisal of our educational system in an effort to extend the frontiers of learning. Now, the years of careful research and development are just beginning to pay off in new programs available to schools.

Throughout the country we begin to see the results of this research in some of our schools as 2- and 3-year-olds learn to read and write; as first graders deal with the fundamentals of economics and algebra; as second graders and third graders handle concepts of relativity physics and learn to write music; as fourth graders and fifth graders "discover" set theory in mathematics; as junior high school students study anthropological concepts; and as high school students study physical theory and literature courses formerly taught only in college.

These are dramatic developments in themselves. More important, they indicate the possibilities of educational improvement in a new age of learning, constantly seeking the unknown limits of the human mind.

The President has said repeatedly that the improvement of educational opportunity is at the heart of the Great Society. This improvement ultimately rests on sound programs of educational research and development and its employment within our schools. Title IV of the Elementary and Secondary Education Act of 1965, designed to stimulate sound research would establish and support a system of regional educational laboratories. In these laboratories the scholar, the researcher, and the local schoolteacher would work as a team to make quality education a reality for all students.

To create these laboratories, we are requesting that the Congress amend the Cooperative Research Act of 1954 (Public Law 83-531) by authorizing the training of research personnel and the improved dissemination of educational research and development. Under title IV, authority would be also granted to employ the competence of research organizations not now eligible to contribute to the program, such as private noncollegiate research organizations and professional associations. In addition, the new program would provide for the construction and equipment of regional educational laboratories to improve the quality of teaching in our schools and colleges. Together, these amendments would improve and expand programs of educational research already in progress and permit the establishment and full development of regional educational laboratories. Our goal is a national network of federally supported but State and university operated research centers.

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Regional educational laboratories offer a new and promising way of meeting problems of research, development, and dissemination. They will help to train teachers and improve curriculums. They will draw equally upon educators and the practitioners in all the fields of learning—mathematicians, scientists, humanists, historians, economists, social scientists, linguists, musicians, artists, and writers. They represent a major effort in educational innovation.

We must commit ourselves to this magnitude of effort because a truly great society must be a learning society. Our educational system must be capable of meeting the challenges imposed by social and economic change and compounded by the vast increase of knowledge. Fifty-five million Americans—more than one-fourth of the Nation—are now engaged in the total enterprise of education. The proportion of Americans who will want more education in the future is certain to grow. But as more millions jam the schools and schools demand more teachers, more books, and more courses, there is danger that quantity will overwhelm quality.

This can be avoided only by effecting necessary innovations in the educational system. These innovations must be based on the results of sound research rather than on fashion, fad, and fancy. We know that we are going to have to shed obsolete educational practices, restructure outmoded facilities, create new and responsive learning environments, develop new curriculums, train teachers and researchers to guide and continue the process of improvement, and make the results of research and development readily available to the schools through a program of dissemination which will reduce the timelag between research and its application, a lag which has often been 30 years or more.

Meeting these needs requires that we spend considerably more money for research and development in education than we have so far. A total of \$16 million is being spent in fiscal year 1965 on cooperative research. Only \$72 million, less than two-fifths of 1 percent of our total educational outlay, is now spent on all educational research and development. This is a very small answer to a very great need.

By contrast, we spend about \$8 billion annually for research and development on our Nation's defenses, and many progressive private industries invest as much as 10 percent of their total annual expenditures for research and development.

Education, in its size, investment, and population, is the Nation's No. 1 enterprise. Its total annual expenditure is now about \$34 billion. Yet, of every \$1,000 of Federal money spent for all research and development in 1964, only \$3.50 went to education. Clearly, this is not enough.

The proposed system of large-scale regional educational laboratories would provide the funds and the setting for the conduct of research, for the articulation of the results of research into forms that can be used in classrooms, for continuous testing of these forms, for the training of teachers in their use, and for making them available to local school systems.

Our vision for these laboratories is akin to the national laboratories of the Atomic Energy Commission. Improvement in the education of our children demands and deserves effort on a similar scale.

The President said in his message on education that quality is just as important as quantity. We need better schools—not just more schools. The curriculum—what is taught in a school, and how it is taught—is crucial to quality. The laboratories will continue on a much larger scale and as a major function the curriculum improvement which has already had a successful start under the National Science Foundation and the Cooperative Research Act:

Webster College in St. Louis, for example, Mathematician Robert Davis has developed programs which guide elementary schoolchildren in "discovering" the basic concepts of modern mathematics. This project allows children to invent and theorize in ways that mathematicians do. This type of teaching motivates children to a much higher degree and builds self-confidence in mathematics. *New Math?*

At Cambridge, Mass., a group of physicists under the direction of Jerrold Zacharias developed a new physics course designed to completely revise and update high school study of physical science for those going on to technical and scientific careers. The approach represented a significant departure in curriculum development for it involved university scientists of the first order directly in the process of preparing materials and techniques for the schools.

At Yale, and more recently at Rutgers, Social Psychologist O. K. Moore has demonstrated, in an experimental program, that children as young as 2 can be taught to read—and read well—by using their own natural curiosity

and drive in an atmosphere of encouragement rather than learning by drill and repetition.

At Purdue, Economist Lawrence Senesh teaches fundamentals of college-level economics to second graders and has them solving real economic problems.

At the Julliard School of Music, Composer-Conductor Vittorio Giannini is working with a team of musicians, composers, and music teachers to enrich the repertory of elementary school music courses.

At Stanford University, Philosopher-Mathematician Patrick Suppes is teaching advanced algebra to fifth graders and Nobel Prize winner, William Shockley, is teaching the concept of conservation of energy to ninth graders.

At the University of California in Berkeley, Sinclair Lewis' biographer, Mark Schorer, is developing new techniques for teaching poetry, drama, the short story and the novel in the early grades.

At Hunter College and in eight public schools in New York City, we are supporting experimentation with the teaching of foreign language in kindergartens at an age when children are particularly receptive to the learning of a second language.

Funding from the current cooperative research program has produced developments in the teaching of children from impoverished backgrounds. Several projects are aimed at developing preschool education as a means of compensating for the retarding effects of disadvantaged home and neighborhood backgrounds. The program is also looking for ways to help the many schools in which barriers to learning exist because of differences in background of teacher and student.

Other cooperative research studies have shown that the rate of listening comprehension of blind children can be raised to levels above those for children with unimpaired sight—in fact, to four times the speed of braille. Another project is showing that some children previously identified as "mentally retarded" may in fact, be youngsters whose capacities have been obscured by "retarded homes" and that their learning ability can be dramatically advanced when they are given special instruction.

Four modest and necessarily incomplete forerunners of the proposed regional educational laboratories are now operating under the Office of Education's research and development center program. These centers currently perform only some of the functions to be handled by the laboratories, but they are nonetheless important models because they represent a continuous program of research and development.

A Center in Pittsburgh, for example, is putting research on basic learning into practice in the schools. Recognizing that the ability of children of the same age in the same classroom often differs by as much as 4-5 grade levels, Pittsburgh is providing programs of individualized instruction based on capacity rather than age. Instruction developed at Pittsburgh thus gives each child the opportunity to progress as quickly as he or she can. In a society in which equal educational opportunity is a goal, but where learning ability is not equally distributed, providing such individualized instruction is a highly desirable objective.

A Center at the University of Oregon is studying the structure of school-community relations and the way educational policies are formed and decisions are put into effect. The center is exploring the relationship between school improvement, sources of financial assistance, and community involvement in educational planning.

At the Center at the University of Wisconsin, researchers, scholars, and teachers are working as a team on the central problems of learning—how, how much, how early, how quickly, and how well children can learn. Based upon this research, they are developing programs of education designed to introduce subjects and materials at the most opportune time in the child's development.

The Center at Harvard University is concerned with problems presented by psychological and cultural differences among schoolchildren. Although this Center has been in operation for only a few months, it has already secured the cooperation of the school systems in Boston, Cambridge, Newton, Concord, and Lexington. Two local school superintendents are members of the seven-member executive committee of the Harvard Research and Development Center. This cooperation illustrates the close working relationships which might emerge from the partnership of Regional Educational Laboratories and Supplementary Education Centers and Services, as provided under title III.

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The Research and Development Centers are not the only institutions which suggest possible models for aspects of the proposed laboratories' operations. Emerging forms of interuniversity cooperation, school and university partnerships that already exist, and institutions such as Educational Services, Inc., in Cambridge, Mass., also contain functions and patterns of operation which might fit easily into a major laboratory enterprise.

The first year of operation of the Office of Education Research and Development Centers has confirmed our belief that large-scale program centers of educational research are feasible and can lead to vastly improved educational programs. It has also shown the possibility of mobilizing all levels of education to improve educational technology, to do so more effectively, and with greater economy of resources. But four centers alone, with all their promise, cannot serve the needs of 26,000 school districts, the needs of 2,600 institutions of higher learning, or the needs of 50 States and many regions of the country.

The task which faces American education is of such proportions that there should be at least 10 to 15 major laboratories devoted to full-time innovation, experimentation, and dissemination.

These future laboratories may vary not only in location but in form and function, size and staff. But they would have certain essential and common characteristics.

The laboratories would have close ties with the educational system at all levels, working closely with State departments of education, local school systems, colleges and universities, and the Supplementary Educational Centers.

Each laboratory might well be associated with one or more schools or local school systems where laboratory-tested techniques and programs can be tried out and evaluated on a large scale. Cooperation and continuous communication among laboratories is also essential. For example, an experimental school serving one laboratory might well serve in a similar capacity to several or all other laboratories. This close association with schools and school systems would offer an extensive means for demonstrating the effectiveness of tested techniques and programs. Preparation of films, publications, displays, lectures, and other forms of communication would also be initiated by the laboratories.

An important outlet for demonstration as well as experimental and innovation activities of the laboratories would be the Supplementary Educational Centers proposed under title III of the bill. Participation of the Centers would, of course, be on a voluntary basis. Supplementary Centers would have much to gain from the laboratories' experience with innovation. At the same time the effectiveness of the laboratories would be enhanced through the use of these community facilities. Each laboratory would have an affiliation with a university. The broad scope of the laboratories, being multidisciplinary and concerned with research, development, training, retraining, and dissemination, will make inter-university consortia arrangements highly desirable, and provide for greater staffing strength. The same reasoning would apply to State departments of education or interstate regional educational organizations. Some laboratories would probably want to work closely with industry, which has much technical skill to offer education as well as a direct interest in the educational system of the Nation.

Staff for the laboratories would come from a variety of sources. The interdisciplinary attack on educational problems is a new and highly successful strategy in educational research. In recent years the National Science Foundation and the Office of Education have supported projects in which competent scholars in several fields have worked side by side with local school personnel and educators. Together they have produced new instructional materials and systems, laboratory equipment, textbooks, teacher guides, and films, carefully tried them out and evaluated them in selected schoolrooms. Early results show impressive increases in the depth and quality of learning. The new laboratories would continue these efforts, but on a larger scale. Artists, historians, mathematicians, and other scholars would work closely with psychologists, sociologists, teachers, and administrators from local school systems to develop and evaluate curriculums and other educational programs.

To provide research personnel needed in the years ahead, we would create training opportunities at the laboratories and at other institutions throughout the Nation. As new research programs appear and as present ones grow, the need for qualified personnel becomes critical. We must, accordingly, train scholars and educational researchers to staff these programs.

More and better prepared teachers for the Nation's schools are another prime objective for the laboratories. Projections show that the number of new teachers needed between 1964 and 1974 will increase by 375,000—a 20-percent rise due to new enrollments alone. During the same period 1.5 million teachers must be hired to replace elementary and secondary teachers who will leave the profession. Thus, in the next 10 years we will need nearly 2 million new teachers. And most important of all, we cannot afford to allow those already in the classroom to lapse into obsolescence.

The problem is more than mere numbers. The crucial problem is to prepare teachers for the new educational programs now being developed. Recent progress in the psychology of thinking, learning, and motivation has contributed much to our awareness of how pupils move to higher levels of understanding. New theories of instruction may give the teacher powerful new tools for diagnosing the educational needs of a child or of a classroom of children—theories that shift the role of the pupil from that of passively receiving knowledge to one of actively inquiring in the search for knowledge.

As the role of the pupil changes, so must that of the teacher. The teacher must become skilled in creating the conditions and providing the resources that stimulate and sustain inquiry—in the classroom and beyond. He must learn to stimulate rather than enforce.

This shift in the role of the teacher is a large one requiring extensive efforts in retraining. The inservice teacher, the teacher in training, as well as the teacher of teachers will need special help to grow with the new programs. The educational laboratories would provide this help.

They will attack the central problem of how to strengthen teacher education and reeducation to produce the most competent professionals, equal to their future responsibilities.

Teacher education, at its best, does not take place in a vacuum. Practice and the lessons of trial and error are essential to teacher education. The laboratories will offer opportunities through the model schools as well as through local school systems for student teachers to work with pupils under the supervision and guidance of experts. These "clinical" experiences are already part of present-day teacher education programs, but they fall short of the need in quantity and quality.

Where facilities for regional educational laboratories do not exist, they must be constructed and provided with the necessary research and other scientific equipment. We cannot afford to deny either the need or the potential of some region simply because it does not have financial resources to sustain a large construction program. In many instances, it is exactly those communities which do not have funds for construction which could most profit from regional educational laboratories.

Laboratories must have the equipment and the plant for basic research, for the development of new curricular materials, for field testing, for demonstration and dissemination. They must have the facility to explore any avenue of improvement which can contribute to their mission. These facilities do not exist in many institutions. We are, therefore, proposing in this amendment to the Cooperative Research Act to make funds available for construction of regional facilities as well as for conducting research dissemination, and related training programs.

Title IV would cost in fiscal 1966 \$45 million. Of this sum, we plan to use \$22.5 million for the construction and equipment of approximately 10 to 15 regional educational laboratories. The remaining amount would be used for planning, for the first year's operating costs of these institutions, and for the training of education research personnel—the men and women who tomorrow will staff the Nation's regional educational laboratories, supplementary educational centers, and many of the classrooms and laboratories of our colleges and universities. In them we place our hope for an educational system that learns as it grows, that reviews and renews itself even as it imparts the wisdom of our civilization's past to the children of its future.

TITLE V—STRENGTHENING STATE DEPARTMENTS OF EDUCATION

Title V of the Elementary and Secondary Education Act of 1965 authorizes expenditures of \$10 million for fiscal year 1966 and such sums as Congress may deem necessary for the 4 fiscal years thereafter. The rationale of this program to aid State educational agencies is twofold:

First, the Federal Government has a vital interest in strengthening, stimulating, and supplementing educational leadership resources within the several States.

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Second, it is clearly in the national interest for the States to identify and meet educational needs through constitutional agencies.

This title would provide Federal grants to the States for planning and conducting projects, programs, or activities of their own design. Funds could be used for the cost of such necessary components of these projects as personnel, equipment, or publications.

Specific grants would be made to State educational agencies on the basis of applications to the Commissioner in which a State agency would describe the proposed activity and how it would fulfill the purposes of the title; that is, how the agency's leadership resources would be strengthened.

Funds would be available to State agencies under two sections of this title. Under section 502, 85 percent of the funds appropriated would be apportioned among the States and reserved for projects proposed by their educational agencies. The agency of one State might also request that part of its funds be allocated to the educational agency of another State for a specific project of mutual concern. Unused funds from a State agency's allotment for any year would be subject to reapportionment to educational agencies in other States. Under section 505, the remaining 15 percent of the appropriation is reserved to the U.S. Commissioner of Education for special grants to State educational agencies.

The Federal share of any one project under section 502 is limited by a ratio based on per capita income, but in no event would the amount be less than 50 percent or more than 66 percent of the approved project cost. These limitations do not apply to section 505 grants.

A significant concept is contained in the provisions of section 507, which deals with interchange of personnel between the Office of Education and the States. This concept recognizes that an effective partnership can exist only if there is effective communication between the partners. The interchange of personnel between State departments of education and the U.S. Office of Education would enable officials of the State departments to become aware of the national significance and importance of the educational programs they are conducting. At the same time, it would enable the U.S. Office of Education to become more aware of specific types of problems existing within the States and the appropriate means for their solution.

Section 510 provides for the appointment of a 12-man Advisory Council on State Departments of Education. This Council would have responsibility for reviewing the administration of programs under this title and for recommending improvements. In addition, it would examine the administration of other acts under which funds are appropriated to assist State educational agencies and would make appropriate recommendations. The reports of the Council's findings and recommendations would be made to the Secretary not later than March 31, 1969, for subsequent transmissions to the President and the Congress.

Although title V calls for the smallest fiscal year 1966 appropriation of any of the titles in this bill, it is a most important program. The obvious reason is that, if the rest of the legislation proposed in this act is to achieve optimum results, the States must have the means of carrying out their overall educational responsibilities with maximum effectiveness.

The success of past Federal investments in education, and of others that may come, depends upon strong and balanced State educational leadership, planning, and coordination. This is why title V is essential in the proposed new five-part program.

Thus, the essential consideration in formulating this legislation was to meet expanding national needs in education and at the same time to maintain and strengthen our decentralized system of State, local, and institutional control. The present bill, therefore, calls for strong State departments of education in every State. Without them the Congress cannot hope for the wisest and most efficient administration of its educational programs.

State departments of education occupy a strategic position in the structure of American education. They are the focal points for the improvement of education in the States. Not only does a State department serve as the instrument of the State to improve education throughout the State, but also it assists and cooperates with the Federal Government in the realization of the national interest in the State. It is a vital force in developing both the policies which are based upon the internal needs of the State, and the nationwide policies which need to be implemented within the State.

The American approach to education is characterized by decentralization of control and administration. Its keystone is the authority for education vested

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within the States. The Nation rightly cherishes this decentralized pattern and the diversity it fosters. Properly carried out, this approach is a vitalizing source for ideas and innovations essential to our society's progress.

The massive, expanding investment in education by our States is shown by the fact that \$1 out of every \$3 spent by the State governments now goes for this purpose. In 1962-63, State education agencies were responsible for the distribution to local school districts of \$8 billion of State funds to supplement more than \$11 billion of local funds. In 1962-63, Federal funds administered through State departments of education came to about \$700 million. The proposed administration program would raise this amount to nearly \$2 billion.

At first thought, it might seem that the Federal Government's interest would be amply served by limiting Federal funds only to the categorical programs it may authorize. Analysis shows, however, that such limitations often distort and cause imbalances in the overall State education program, in the staffing of State agencies, and in broad range of services. As will be shown, the growth of State departments of education has largely occurred in federally subsidized areas to the neglect of vital areas unsubsidized by Federal programs. We propose to resolve this inequity.

Information from part 1 of the Education Directory for the years 1957-58 and 1963-64 illustrates the situation. For example, in 1957-58, supervisory personnel for mathematics, science, and foreign languages in all State departments reportedly numbered only 15. By 1963-64, after 5 years of Federal support to these disciplines through title III of the National Defense Education Act of 1958, the number of State supervisory personnel in these areas had risen to 173—an increase of the magnitude of over 1,100 percent.

On the other hand, the same directories show that in 1957-58, State supervisory personnel in English numbered 13 and in social studies 7. These subjects were not supported by Federal programs, and by 1963-64, State personnel numbered only 18 for English and approximately 14 for social studies—an increase of less than onefold for English and twofold for social studies.

The figures for State supervisors of preschool education are even more bleak. In 1957-58 there were but three such staff members listed for all State departments of education in the Nation. In 1963-64, the number was still three. Clearly, the State departments of education are ill prepared to service projected programs called for by the new Federal interest in advancing preschool classes.

Statistics of the size of professional staffs of State departments of education, taken from a special study published by the U.S. Office of Education, similarly demonstrate the imbalances associated with Federal impact. According to this study, State departments of education employed 6,786 professionals in 1960, of whom 3,849 (or 56.7 percent) were assigned to federally subsidized programs administered by these departments. The trend between 1950 and 1960 points toward sharp increases in this ratio. In 1950 there was a total of 2,077 (or 50.4 percent) professional staff assigned to federally subsidized State department programs; by 1960 the total had increased to 3,849 (or 56.7 percent). In 1960, in each of 13 States more than 70 percent of the total professional staff were engaged in federally subsidized programs.

In the face of these trends, title V has been designed to help State departments of education move forward with balance program that will meet local, State, and National needs.

Because the organization and functions of the State departments of education vary considerably, in response to State laws and educational needs, it is necessary to provide a flexible approach to the strengthening of these departments. Accordingly, title V has been written to encourage each department to determine its own significant needs and to develop plans for meeting them. In particular, it asks each department desiring to qualify for Federal funds under this title to develop and submit proposals specifically based on its own State's needs.

Under one portion of the title, section 503(a), 85 percent—or \$8.5 million—of the total \$10 million requested for the title is directed to projects which would strengthen the hand of the participating State. This section also suggests some possible areas for programs, projects, and activities that State departments of education may wish to undertake. Let us briefly discuss a few of these areas, remembering that they are only suggestions and that other areas may assume higher priority in individual State proposals.

Leadership in overall State educational planning

State departments of education have indicated a need for greater effort in developing educational plans on a statewide basis, including the identification of educational problems, issues, and needs, and the periodic evaluation of State education programs.

A study by the U.S. Office of Education, scheduled for publication on January 25, indicates that most State agencies lack the resources for adequate leadership, direction, and service of existing State educational programs.

Few State departments of education have staff engaged in long-range planning activities and no department has an organizational unit engaged in overall planning. Consequently, most planning today is on a functional basis by units serving special purposes—for example, vocational education, special education, junior colleges, teacher certification, or business management.

At present, the State departments are generally so hard pressed to administer current programs that they cannot give educational planning the time or attention it deserves, nor do they have the necessary staff. The new legislation therefore makes possible the provision of money to help provide skilled professionals now clearly needed but infrequently found—economists, political scientists, planning experts, sociologists, and the like—and to develop staff skills to keep up with educational needs in the years ahead.

Providing information essential for educational planning

Education is challenged today in so many ways that effective response to its demands depends to an unprecedented degree upon available information. In this instance, what we don't know about education can assuredly hurt us.

In a day when we speak glibly of equal educational opportunity, when we celebrate universal education as including 12 years of free public schooling, we often ignore the wide gap in the quality and financing of education within and among our States.

Moreover, while there are many rough indications to show that inequalities exist, we lack much of the statistical information we need to correct the inequalities. We need to know far more about the relationship between the State's financial investment in education and its economic accomplishments. We need to know—if we are to achieve meaningful improvements in our schools—far more about the educational attainments of our students. We need to know much more about nearly every condition of education in our States.

Furthermore, we need to improve and increase the flow of information about education to our citizens, to State legislatures, to the Congress, and to educators themselves, as a basis for decisions about education.

Strengthening educational research and development

Improvements in education, like improvements in business and industry, are based upon a foundation of research and development. Without strong foundations, the whole structure of education is in danger of becoming fundamentally weak. We recognize that the State department of education has an essential role in strengthening and improving the administration and management of education, the curriculum and program of instruction, and all other supporting educational services. If it is to play that role effectively, staff members must work with local school district personnel, university specialists, and others to identify and define significant problems for research, to design and conduct curriculum research, to evaluate research findings, and to test and implement new instructional programs.

Few State departments, however, have the personnel and financial resources necessary to carry on such research and development activities, except at the expense of other educational programs and services. Financial assistance is needed to enable State departments of education to employ additional personnel especially qualified for such institutional research; to secure the services of consultants from universities, from education departments of other States, or from other sources; and to conduct conferences and other activities designed to make the State departments more effective in implementing proved innovations.

More than two-thirds of the departments have units whose title includes the word "research." The Education Directory, 1963-64, Part 1, State Governments, listed only 108 persons—representing 41 of the 50 States—as being responsible for research. Nine State departments reported no such personnel positions whatsoever.

Improving teacher preparation

The quality of a State's education program is obviously determined in large measure by the effectiveness of teacher training programs. Preparation of teachers is a joint responsibility of the universities and colleges, the public schools, and the State departments of education. The universities and colleges provide instruction. The public schools provide most of the facilities for student teaching and internship. The State departments have important responsibilities for preservice and inservice training programs and for teacher certification.

Among the ways in which State departments could improve teacher preparation programs are the following:

- Making better assessments of the manpower needs of the schools in the State

- Developing plans for meeting the manpower needs of these schools

- Providing special inservice education for teachers who supervise college students learning to teach

- Assisting colleges and local schools in coordinating preservice and inservice teacher preparation programs.

Improved State-level planning in the teacher preparation area is imperative. The current annual need—just to replace those leaving the profession and to meet growing enrollments—totals approximately 180,000 teachers. Yet, only about three-fourths of the 175,000 graduates trained for teaching enter the profession—a shortage of 45,000.

Meanwhile the number of teachers lacking standard certificates has remained at approximately 83,000 for the past 3 years—representing approximately 5 percent of the Nation's teaching staff in the public schools.

Part 1 of the Education Directory for 1963-64 indicates that all State departments of education have at least one person with responsibilities for teacher certification; however, only one-fifth of the departments listed two or more supervisors of teacher education on their staffs. Fifteen States did not list even a part-time supervisor of teacher education.

Financing public education

Adequate financing of the education program remains a major problem of every State made more complex by the relationship of the education function to all other governmental functions. The rapidity of change, in both financial needs of education and the individual State's economy, requires continuous research, analysis, and evaluation by such specialists as economists, tax consultants, and school finance experts. Wise decisions by legislators, State boards of education, and citizens about the allocation of public funds for education are difficult if not impossible without competent studies of this nature. As they themselves would readily concede, most departments are not now equipped to meet these needs.

Training programs for educational leaders

Education today requires a total cooperative effort. Effective education requires concerted and systematic approaches, for this is a time of whirlwind, social, and technological changes. Such changes directly affect education and educational administration at all levels—local, State, and Federal. To apply yesterday's solutions to today's educational problems means that we must be prepared to take the economic and social consequences of an unfortunate lag.

The school administrator and his supporting staff are key figures in the education organization, locally and at the State level. While effort has been expended to develop the competencies of teaching staffs, administrative personnel, and their supporting supervisory staffs—who have the major responsibility for coordinating and carrying out the profound changes now underway in our local and State educational systems—have been neglected. Like other school personnel, administrators and their staffs must be brought into the training programs supported through systematic Federal and State efforts.

No longer can the approach to "inservice" education for school administrative and supervisory personnel remain piecemeal. Efforts to make education more effective must be concerted—drawing on the combined efforts of universities, State departments of education, local school systems, professional organizations, and the Federal Government. These efforts must include both local interests and State interests. Neglect of such key persons as the school administrator and his staff in this age of systemwide approaches to education is a "luxury" we can no longer afford.

Universities, local school systems, State departments of education, and professional organizations must be enabled to channel their energies toward providing the best, the most up-to-date, and the most stimulating training programs possible to help our school administrators and their staffs become as effective as the times demand.

Improving consultative and technical assistance

State departments are at their best when they make expert consultative service available to local schools for the solution of broad problems of organization, administration, and instruction, and for the purpose of meeting particular local challenges. Consultative and technical assistance is a basic means of making innovations in education bear fruit.

Staff of all State departments include professionals capable of providing a certain amount of consultative and technical service to local school districts. In every State, however, the number of staff members available on a full-time basis is, at the very best, limited.

For example, a medium-size State department of education has about 75 professional staff members available to work on educational problems and programs. They work with 425 school districts, including 1,003 elementary schools, 80 junior high schools, and 220 high schools. These are staffed with 10,827 elementary teachers, 1,916 junior high teachers, and 5,401 senior high teachers. There are, in addition, 170 superintendents, 42 assistant superintendents, 633 elementary principals, 74 junior high principals, and 159 senior high principals. Summing up, the 75 State department of education staff work with 1,303 schools and about 20,000 local school people—for the purposes of administering State and Federal funds and programs; providing help in improving instruction and the local administration of education; and assisting with technical problems relating to buildings, equipment, materials, and the like. Some of the department of education consultants in this State estimated their average "visit" to schools to be one-half day each 7 years, and a few reported that they were able to approach the level of one visit in each 2-year period. It is difficult to imagine that any State department of education staff could be fully effective under the circumstances just described.

At this point, Mr. Chairman, I ask that certain statistical information of possible interest to the subcommittee be printed in the record.

Section 505 of title V authorizes a special fund of 15 percent (or \$1.5 million) in fiscal year 1966—of the \$10 million total in the title—to be used at the discretion of the Commissioner for grants to assist in the solution of educational problems common to two or more State educational agencies.

This section would make it possible to assist and encourage State educational agencies to carry on experimental projects for developing State educational leadership or for testing the establishment of special services. Such projects promise a substantial contribution to the solution of problems extending beyond State boundaries. The section would enable the Commissioner to assist all or several of the State educational agencies—working separately or in concert—to try out ideas and services of general benefit. Ideas would be welcomed from any source, within or without the educational community, and the initiative for working out arrangements for specific proposed grants could originate either with one or more of the State educational agencies or with the Commissioner. Thus, in a very real sense, this section provides "risk capital" to explore or demonstrate possibilities which otherwise might not be tried.

Section 507 would establish a new concept in State-Federal relations—generating new insights and understandings of mutual needs and problems, through an interchange of personnel between States and the Office of Education.

One reason for creating the Office of Education in 1867 was the need felt by Congress to establish an arm of the Federal Government that would advance the national interest by collecting and disseminating information concerning education. One clearly effective way of bringing about an interchange of information would be to arrange for an interchange of personnel. Such a method would serve the national interest by increasing the transfer and useful application of ideas, while in no way interfering with State prerogatives and responsibilities concerning the control of education.

One of the principal values of the American system of decentralized control of education has been the development of an array of vital ideas, policies, and methods. However, vitality from decentralization depends on effective communication of ideas among the administrative organizations in which ideas are developed or applied.

The many diverse systems and subsystems of education have generated a variety of individual problems and challenges. Diverse though they are however, the problems and challenges of one community are basically similar to those of another and are faced by educational administrators at all levels. Clearly, much is to be gained by an exchange of ideas and experiences among problem-solving bodies—specifically through an exchange of personnel.

In summary, this title seeks to avoid the development or maintenance of such harmful educational consequences as the following: the creation of additional imbalances in the staffing and financial patterns of the State departments of education; the shift of major emphasis by State departments of education from the overall effectiveness of education to important but limited problem areas; impeding the effective administration of this act and other educational legislation of the Congress; and perhaps most important, weakening rather than strengthening the decentralized approach to American education, as represented in our varied and individualized State departments of education.

In the long run, nothing we in education can do—whether in Washington or anywhere else—can be more important than strengthening the capacity of our States to respond to the educational needs of our time. This is the crux of the challenge. In education, we look to the States not merely as a matter of law or precedent, but as a matter of practical soundness and necessity. In this Nation of 50 States, with vast and independent enterprises for education, the Federal Government must participate—not toward domination, but as a partner in a vital enterprise.

In conclusion, Mr. Chairman, we believe that the President's educational program, embodied in H.R. 2362, calls clearly on the Federal Government for a total, long-range commitment to quality education, particularly for the most disadvantaged young members of our society.

His is a program to meet today's critical educational needs and move beyond them.

His is a program that asks for fundamental, rather than piecemeal solutions.

His is a program that can make education worthy of today's children and able to serve those of tomorrow.

We, therefore, urge the prompt enactment of the Elementary and Secondary Education Act of 1965.

Mr. KEPPEL. If I may turn to the pages of the text, I draw your attention to the figures at the bottom of page 2 in which is pointed out the extent of the change in appropriations. These, Mr. Goodell, I believe are the figures to which you referred. They show the rate of growth in fiscal years 1964, 1965, and 1966, throughout the whole of Government. If I may bring your attention to the statements made on page 6, Mr. Chairman, this also deals with Mr. Goodell's statement. In the middle paragraph I would like to read the following:

By actively encouraging cooperative educational services at local levels, serving both public- and private-school students under public auspices, and by calling on the States to plan and administer this program in concert with their communities, the President has moved decisively toward solving the problems that have too long prevented the Federal Government from making its proper role in education—its role as a partner with the States and localities in helping to meet the most serious needs of our American schools.

On page 7, Mr. Chairman, the testimony discusses some of the problems involved in the analysis of family income level which I am sure are of great interest to the committee.

I jump to the middle of the first paragraph:

The \$2,000 family income level is not, of course, a perfect measure of poverty. However, this figure clearly does identify an unquestioned hard core of poverty, and it also has a number of administrative advantages.

One of the objections which might be raised against a single level of income is that adequate consideration is not given to income-in-kind available to farm families, and thus urban dwellers, one might argue, are discriminated against. Another objection is that family income is not related to the size of the family. A family of four, of course,

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may not be considered poor, at a given level of income, but a family of eight might. These are objections which I think, unfortunately, we must live with in the program we are presenting to you for your consideration. Since adequate data is not available to make such determinations practical at the local level, we must live with it. And as you will notice in the Secretary's testimony, the emphasis throughout was on decisions at the local level. To some extent, the two objections, by the way, do tend to offset each other, since rural families are 16 percent larger than urban families but, in any case, sir, I think the point we wish to emphasize is that families with less than \$2,000 annual income are clearly poor, wherever they may live. Some may be poorer than others. The children of all are in dire need of aid, particularly of educational assistance which is necessary to break the bonds of poverty.

At the top of page 8, sir, we start a series of tables that I think might be of interest to the committee, pointing out that studies have shown a high correlation between family income and achievement test scores. The footnote on page 8 gives the breakdown for that. Then we give certain data on the next few pages that make that point.

At the bottom of page 9, Mr. Chairman, we speak of the major administrative advantage—and I can't help but be concerned about that in my job—the major administrative advantage of using a particular level of income, rather than some other measure of poverty is the availability of the Bureau of Census data. This information can be used, as the Secretary pointed out, to estimate the number of children in such families down to the 3,100 counties in the Nation and, in many cases, I believe in the larger urban school districts, we can get the information for the individual school districts. You can, therefore, get a figure by which one would multiply by 50 percent of the pupil expenditures.

It is to be noted, as I suggest at the top of page 10, sir, that we seek, as the Secretary emphasized, to identify areas of poverty containing concentrations of children who need compensatory programs rather than to provide general support for the entire school system which might include a number of elementary and secondary schools.

We did consider, in proposing this for your consideration, various other possible ways of measuring and they were, as suggested in the middle of page 10, rejected for one or more of the following reasons: The measurement might identify a distinct poverty group that is not broad enough; or it would vary in its measurement in different States and localities; or the measurement was not administratively feasible to tabulate and use on a regular basis. And, finally, you couldn't convert the measurement into number of children and to help children is the point of this whole program.

I believe your offices have been provided with estimates of the number of low-income children and the amounts of money available for school district programs in each county of the Nation. There is a huge compilation available to the committee staff in which you can run down the figures for every county. I believe it is in the offices, now. I have been told that a committee print containing those calculations on the \$2,000 income—

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110 AID TO ELEMENTARY AND SECONDARY SCHOOLS

Mr. PERKINS. Supply that information in your statement for the record.

Mr. KEPPEL. We would be delighted to put it in the record.

Mr. PERKINS. Without objection, it will be inserted in the record immediately following your testimony, showing the disbursement of funds in the various counties throughout the country.

(The information requested follows:)

TITLE I OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

Estimated Federal payments based on children (aged 5 to 17) in families with annual incomes of less than \$2,000 and 50 percent of State expenditures per pupil in average daily attendance

	5-to-17 population in families with incomes of less than \$2,000	5-to-17 population in low-income families as percentage of 5-to-17 population in State	Estimated Federal payments
United States and outlying areas.....	5,409,339	12	\$1,003,865,042
50 States and the District of Columbia.....	4,911,143	11	972,726,065
Alabama.....	226,700	25	31,734,000
Alaska.....	5,001	9	1,336,472
Arizona.....	40,000	11	9,100,000
Arkansas.....	139,702	20	21,005,002
California.....	227,007	6	60,137,510
Colorado.....	34,590	8	7,721,560
Connecticut.....	22,301	4	6,155,076
Delaware.....	7,800	7	1,000,851
Florida.....	143,705	13	27,806,230
Georgia.....	225,000	21	34,517,871
Hawaii.....	9,476	6	1,004,676
Idaho.....	13,700	7	2,100,136
Illinois.....	155,694	7	37,288,705
Indiana.....	78,004	7	18,424,120
Iowa.....	71,694	11	16,346,232
Kansas.....	41,694	8	9,090,692
Kentucky.....	188,101	24	28,215,150
Louisiana.....	189,096	21	37,004,234
Maine.....	20,000	8	3,780,000
Maryland.....	56,292	7	13,741,401
Massachusetts.....	50,200	4	11,908,492
Michigan.....	131,794	7	29,765,556
Minnesota.....	76,694	9	19,248,856
Mississippi.....	232,603	37	28,028,704
Missouri.....	123,903	12	25,067,735
Montana.....	16,000	8	3,511,007
Nebraska.....	35,995	11	6,774,304
Nevada.....	3,297	6	831,040
New Hampshire.....	6,790	6	1,451,602
New Jersey.....	92,697	5	17,777,648
New Mexico.....	37,098	14	8,351,640
New York.....	213,201	6	75,127,295
North Carolina.....	303,100	24	48,496,060
North Dakota.....	23,200	13	4,834,410
Ohio.....	158,000	7	35,235,338
Oklahoma.....	84,303	15	14,777,840
Oregon.....	26,399	6	6,863,177
Pennsylvania.....	185,197	7	44,890,181
Rhode Island.....	13,690	7	3,309,760
South Carolina.....	192,697	28	25,519,125
South Dakota.....	30,701	17	6,142,166
Tennessee.....	213,694	23	31,092,525
Texas.....	386,699	16	74,580,048
Utah.....	12,000	5	2,373,062
Vermont.....	7,700	8	1,489,957
Virginia.....	167,694	17	20,312,850
Washington.....	37,491	5	9,626,713
West Virginia.....	103,695	20	15,554,250
Wisconsin.....	58,200	6	14,471,631
Wyoming.....	6,300	8	1,366,100
District of Columbia.....	14,800	10	3,825,800
American Samoa.....	5,970	77	325,365
Canal Zone.....			
Guam.....	1,313	7	180,072
Puerto Rico.....	487,030	60	30,000,000
Virgin Islands.....	2,074	30	624,640

AID TO ELEMENTARY AND SECONDARY SCHOOLS

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Estimated Federal amounts to counties in which the 50 largest cities in the United States are located, fiscal year 1966

County, State, and city	Rank of city	County 5-to-17 population in low-income families	County 5-to-17 population in low-income families as percentage of State 5-to-17 population	Estimated Federal amount
Total.....		913,433		\$218,054,052
Bronx, N.Y. (New York City)	1	21,030	8	7,413,075
New York, N.Y. (New York City)		31,720	12	11,184,473
Kings, N.Y. (New York City)		41,275	8	14,540,438
Queens, N.Y. (New York City)		15,718	4	5,540,506
Richmond, N.Y. (New York City)		1,802	3	650,354
Cook County, Ill. (Chicago)	2	57,054	5	13,004,433
Los Angeles County, Calif. (Los Angeles)	3	80,545	6	21,344,425
Philadelphia County, Pa. (Philadelphia)	35	33,404	8	8,122,200
Wayne County, Mich. (Detroit)	4	45,587	7	10,302,602
Baltimore City, Md. (Baltimore)	5	20,902	10	5,110,540
Harris County, Tex. (Houston)	6	30,182	10	5,840,218
Cuyahoga County, Ohio (Cleveland)	7	20,308	5	4,528,684
District of Columbia (Washington)	8	14,800	10	3,825,800
St. Louis City, Mo. (St. Louis)	9	16,110	11	3,376,031
Milwaukee County, Wis. (Milwaukee)	10	8,512	4	2,119,488
San Francisco County, Calif. (San Francisco)	11	10,127	8	2,683,055
Suffolk County, Mass. (Boston)	12	10,048	6	2,386,400
Dallas County, Tex. (Dallas)	13	20,540	9	3,974,401
Orleans Parish, La. (New Orleans)	14	28,033	18	5,193,584
Allegheny County, Pa. (Pittsburgh)	15	22,087	6	5,350,008
Bexar County, Tex. (San Antonio)	16	21,401	12	4,162,704
San Diego County, Calif. (San Diego)	17	15,958	7	4,228,870
King County, Wash. (Seattle)	18	8,008	4	2,232,011
Erie County, N.Y. (Buffalo)	19	12,432	5	4,382,280
Hamilton County, Ohio (Cincinnati)	20	13,500	7	3,012,507
Shelby County, Tenn. (Memphis)	21	23,381	15	3,401,930
Denver County, Colo. (Denver)	22	8,210	8	1,888,300
De Kalb County, Ga. (Atlanta)	23	4,798	8	733,788
Fulton County, Ga. (Atlanta)	24	20,020	15	3,063,078
Hennepin County, Minn. (Minneapolis)	25	8,248	4	2,009,117
Marion County, Ind. (Indianapolis)	26	8,130	5	1,898,355
Jackson County, Mo. (Kansas City)	27	9,536	7	1,997,793
Franklin County, Ohio (Columbus)	28	9,227	6	2,057,621
Maricopa County, Ariz. (Phoenix)	29	17,007	10	4,073,843
Essex County, N.J. (Newark)	30	11,318	6	3,214,312
Jefferson County, Ky. (Louisville)	31	15,122	10	2,268,300
Multnomah County, Ore. (Portland)	32	0,201	5	1,720,880
Alameda County, Calif. (Oakland)	33	13,309	7	3,550,735
Tarrant County, Tex. (Fort Worth)	34	13,584	10	2,628,504
Jefferson County, Ala. (Birmingham)	35	27,772	17	3,889,080
Oklahoma County, Okla. (Oklahoma City)	36	8,440	8	1,481,221
Monroe County, N.Y. (Rochester)	37	6,463	4	1,025,708
Lucas County, Ohio (Toledo)	38	0,620	0	1,455,208
Ramsey County, Minn. (St. Paul)	39	4,010	4	1,022,073
Norfolk City, Va. (Norfolk)	40	14,147	21	2,475,725
Douglas County, Nebr. (Omaha)	41	3,851	5	741,318
Honolulu County, Hawaii (Honolulu)	42	6,043	5	1,305,543
Dade County, Fla. (Miami)	43	22,519	11	4,308,680
Summit County, Ohio (Akron)	44	5,784	6	1,280,832
El Paso County, Tex. (El Paso)	45	7,054	8	1,304,950
Hudson County, N.J. (Jersey City)	46	0,936	0	1,000,824
Hillsborough County, Fla. (Tampa)	47	11,320	12	2,234,880
Montgomery County, Ohio (Dayton)	48	0,757	5	1,500,811
Tulsa County, Okla. (Tulsa)	49	0,550	8	1,140,320

NOTE.—The county listed includes the city (cities) shown in parentheses. Distribution based on the estimated county 5-to-17 population in families with incomes of less than \$2,000 per annum and 50-percent State current expenditure per average daily attendance.

APPENDIX

POSSIBLE PROGRAMS FOR EDUCATIONALLY DISADVANTAGED CHILDREN SUGGESTED
BY LOCAL SUPERINTENDENTS IN SELECTED STATES

Educational personnel:

- Inservice training for teachers.
- Additional teaching personnel to reduce class size.
- Teacher aids and instructional secretaries.
- Supervisory personnel and full-time specialists for improvement of instruction and to provide related pupil services.
- Team tutoring.
- Provide trained, paid leaders for science youth clubs and educational clubs.
- Exchange programs for teachers and inservice teacher training.
- College-based institutes for training teachers in special skills.
- Employment of consultants for improvement of program.
- Program to train teacher aids.

Curricula:

- Supplementary instructional materials.
- Curriculum materials center for disadvantaged children.
- Classes for talented elementary students.
- Special classes for disturbed and socially maladjusted children.
- Preschool training programs.
- Remedial programs, especially reading and mathematics.
- Education in family living and home management.
- Enrichment programs; such as, story hours for grades 1, 2, and 3 on Saturday mornings and during summer.
- Ungraded primary grades.
- Programed instruction.
- English programs for non-English-speaking children.
- Special audiovisuals for disadvantaged.

Related educational services:

- Program for the early identification and prevention of dropouts.
- Increased guidance services.
- Guidance programs for pupils and families.
- School-job coordinators.
- Home and school visitors and/or social workers.
- Early identification of gifted among disadvantaged.
- Area guidance centers.

Financial and other assistance to individuals:

- Supplemental health and food services.
- School health, psychiatric, and psychological services.
- Provision of clothing, shoes, and books where necessary.
- Financial assistance to needy high school pupils.

Equipment:

- Special laboratories.
- School plant improvements—elementary school science laboratories, libraries, kitchens, and cafeterias.
- Equip elementary classrooms for television and radio instruction.
- Purchase of musical recordings of classical nature, and recordings of poems and addresses.
- Mobile learning centers.

Summer programs and physical education and recreation:

- Educational camps.
- College coaching classes.
- Expansion of recreation to include physical education, health, and hygiene.
- Arts and crafts programs during summer vacation.
- Summer school and day camp.
- Summer programs for development of language skills growing out of activities.
- Community centers for organized recreation, hobbies, and special interests.
- Full day summer school.
- Shop and library facilities available after regular school hours.
- Informal play-group program with young children.
- Sports and other activities designed to improve physical fitness and develop sportsmanship.

Vocational or occupational:

Occupational training classes.

Work experience programs.

On-the-job training for high school students.

Program for unemployed, out-of-school youth, between the ages of 16 and 21.

Extended operation of youth organizations—future farmers, business leaders, homemakers, nurses, etc.

Libraries and cultural enrichment:

Field trips for cultural and educational development.

Expansion of libraries in major disciplines.

Scheduling of concerts, dramas, and lectures; mobile art exhibits and libraries.

Saturday morning special opportunity classes.

* Book mobiles—home oriented.

Miscellaneous:

Afterschool study centers.

Preschool pupil transportation.

Pupil exchange programs (semester, year, summer).

Residential schools in demonstration areas.

NOTE.—These projects were taken from reports made by eight selected States in response to a request by the Office of Education to evaluate the administrative and educational feasibility of the program proposed in title I. The list does not include all suggestions, but was selected to avoid duplications.

The State departments of education which participated in the analysis and their contact people were:

California: Ronald W. Cox, associate superintendent.

Florida: Herman O. Myers, director, finance.

Georgia: Allen C. Smith, associate superintendent.

Iowa: Richard N. Smith, director, administration and finance.

Massachusetts: Thomas J. Curtin, deputy commissioner.

New York: Charles J. Quinn, assistant director, division of educational finance.

Oregon: Laurence E. Marschat, director, school finance.

Pennsylvania: Carl D. Morneweck, director, research.

Mr. KEFFEL. On page 11 we come to the conclusion that the method we propose is a reasonable, accurate definition of genuine poverty, and a measurement of educational deprivation and—this obviously is connected with the first two points—that this proposal identifies correctly one of the most critical educational problems areas faced by the Nation. I think we can document that last statement if the committee will turn to page 12 and notice some of the ratios that are shown on that page. For example, supervisors in special subject areas, which is No. 2. Or librarians: or even take the bottom figure, showing that in low income districts you have the ratio of 1 to 1,149, compared to the ratio in high income districts of 1 to 282. This, I hope, makes the point.

Turning, if I may, sir, to page 14, you will find in the last paragraph, Mr. Chairman, reference to an aspect of the program which the Secretary, due to too much detail, could not cover in his formal presentation; namely, the limitations—how shall I put it—the cutoff points. That paragraph states, if I may read starting at the beginning: "Such district can qualify if it has either 100 of the children so defined, or, where it does not, if at least 3 percent of all its children between the ages of 5 to 17 are in the low income category, provided that it has at least 10."

The cutoff point has been presented in the text of your bill, sir, as you will recall, in order to be sure that the funds are large enough to be genuinely useful in the task that we were referring to.

At the bottom of page 15, Mr. Chairman, there is another provision which I think is of the greatest importance. The bottom paragraph. If you will notice, after the first fiscal year of the proposed program, which will be fiscal year 1966, a special incentive grant is built into the

program for those local agencies eligible to receive the grant, which have exceeded the 1965 level of their current expenditures by more than 5 percent in fiscal year 1966, and by more than 10 percent in fiscal year 1967. That is the proposal. Federal grants would encourage local school districts to make such allocations for these purposes by matching at 6 percent, 7 percent, and so forth. This obviously—at least I think it is obvious, sir—would not be possible to do, or appropriate to do in the first year of the program, but would make sense in the second and third.

Beginning on page 16, we describe in some detail some of the programs already undertaken, though by no means large enough in scope, or deep enough in their funding by imaginative school communities, often with the aid of private foundations, to meet the needs of these deprived children.

It goes on for quite a number of pages.

Perhaps page 20 would illustrate the kind of program that would almost surely, or we hope would, be undertaken by local school districts. I must emphasize, Mr. Chairman, as the Secretary did, that these programs for the disadvantaged children will be devised by local public school districts. This is the locality which is carrying out the program. Therefore one could not say what is, in every case, the best way for a particular public school system. But we list three: Saturday morning special opportunity classes, evening school library services, and college preparatory classes for students in grades 11 and 12 who show special qualifications. It is not possible to provide everything in all schools for the advanced studies needed.

This goes on through page 22. Much of this, Mr. Chairman, is educator's talk, but I would have to argue that I think it is of the greatest importance that we realize the variety of things that already have been done and can be much better done and much more widely made available.

Perhaps one way of summarizing is shown at the bottom of page 23. Perhaps here I am a little more emotional than I usually am.

Our educational system—and I deeply mean this, and the Secretary does, too—our educational system must simply shine as a bright spot in the life of a disadvantaged child. It cannot be permitted to exist, this system, as simply another version of the cultural-economic blight those children find at home. And it does, sometimes. This, I think, is the core of what the Secretary and the President are putting before you. As you know, title I is attempting to make that possible.

Beginning on page 24, Mr. Chairman, information is provided about the role of libraries and textbooks in the improvement of the quality of the American schools. Studies that the Office of Education has been making are referred to at the bottom of page 24 and the top of page 25 which try to bring out the most important factors that measure or seem to affect the quality of what students learn in school. Four of them are listed according to our studies. I don't mean there aren't any others, but I mean these four are at the top.

The salaries of the teachers; the length of their experience, so you get some continuity in the school. These are two factors that are usually correlated with better school work. The average per-pupil expenditure which in a sense is the same thing as the salaries. In that top group is the availability of libraries. This is a finding based on a lot of sampling. Therefore, even if horseshoe didn't tell us this, we have evidence to say that if we want to invest in the raising of the

quality of the whole of the school system, libraries and books are essential. You will recall, Mr. Chairman, the charts that the Secretary put up that showed that they weren't available, even in this country.

At the top of page 27—excuse me—27 and 28, you will notice a quite detailed breakdown of the figures that the Secretary summarized in his chart as to the availability of libraries, public and nonpublic, throughout the country.

I would have to add, as I do at the top of page 29, sir, that even where school libraries are available, many fall far below the accepted professional standard developed and endorsed by 20 national organizations. Perhaps if I may, I could bring your attention to page 29 and ask you to look at the footnote at the bottom, beginning with "American Association of School Librarians," and ending with "Secondary Education Board," that all of these have joined in the statement setting up the standards. They are all educational groups, and I think you can assume they would be in favor of books. At any rate, it isn't any particular group, solely.

I think the evidence, sir, is very clear, that this country ought to be ashamed of its present handling of libraries in the schools. When you turn to the textbook situation, sir at the top of page 31 we point out that textbook sales in the Nation in 1963 amounted to \$293 million, which averaged out about \$6.11 a student. Now, this has always varied greatly from State to State. One State spent \$12.32 and another as little as \$4.76. Now, of course, textbooks can be used more than once. I don't mean to suggest that it is only that many dollars per child as far as the textbook is concerned, but in these days of very rapidly changing knowledge, we can't have textbooks which stop history cold in the First World War, or do not reflect modern physics, atomic physics. Therefore, I think we are at a stage in the Nation where we simply must invest far more, here. And the proposal, as you will recall from the Secretary's description, called for \$100 million for both libraries and textbooks.

The Secretary emphasized, and I would like to say it again, the Federal Government isn't going to choose these books. It will be a State and local responsibility, however it happens to be worked out in the particular State or locality. I think this point must be emphasized again and again. There shall be books, libraries and text, used under the public school auspices and it will be the State's responsibility to work this out.

On page 33 we have supplementary educational centers and services. I speak now as an educator who has spent a great deal of his life in this area. We are thinking of title III under "Supplemental centers and services" and title IV on the establishment of educational research centers, and we take them together. What the administration is proposing for the committee's consideration is a deliberate investment—not, of course, as dramatic as the investments that the Secretary showed for NASA, or for AEC. Frankly, that kind of money couldn't be handled in this field. But a substantial investment in research and development which includes working out new teaching methods as has been done so well by the National Science Foundation—new curriculums in mathematics, in physics, in biology, in chemistry—this can be done, and indeed we are starting in English, history, and other fields. These educational research centers will become the centers of new ideas. Ways will be found in which the advance of knowledge, which is so often developed either in the great Government laboratories or in universities, can be translated into ways that are meaningful and useful in the elementary and secondary schools.

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The supplementary services are a way of spreading—I am tempted to use the agricultural analogy, Mr. Chairman—a way of spreading the new practices that have been developed in these centers throughout school systems in the United States. These are new ideas, sir. Not only are the educational laboratories devised with the purpose of creating new ideas, but the laboratories are devised with the purpose of creating new ideas. The laboratories and the supplementary centers are in themselves in a sense a new administrative conception being put before this committee for consideration. The Secretary, I know because of our long talks about this, and I have the highest hopes that they will provide the instrument for orderly change built into the public school system, because as you will recall from the Secretary's presentation, every such center must have a public school system at its heart.

The two of them put together are described, sir, beginning on page 33 of the text, with a good many examples, running through the next, let's say 10 pages. If I may draw your attention to page 36, we will take for example the area of preschool education. That is in the middle paragraph. We are getting most interesting evidence on the "necessity," I guess that is the word I should use, of preschool education for children from disadvantaged families. If they start—as you will recall from the Secretary's reading—they start behind the eight ball in the first grade. That orange line he was pointing to: One grade behind by the third, one and one-half by the fourth, and so forth, up to the eighth, where you are two and one-half behind. That is not an orange line; that is a danger line. The child starts behind in the first, therefore, the need for preschool. By the way, sir, we will make available for your office or for the record, if you like, an article in the Office of Education's magazine, which deals with the problem, and I am quoting the title of it: "Headstart for Children in Slums." This article shows this is not expensive but has an immense payoff.

(The article follows:)

HEADSTART FOR CHILDREN IN SLUMS

"It's soup," said 4-year-old Kathy. "It's good."

Not a spectacular remark for a child of 4? No—except that these were the first words that Kathy had spoken in nearly a year at school.

Product of New York City's slums, daughter of harassed working parents who had given her few words beyond "shut up" or "get out of the way," Kathy had formed habits of distrusts, of withdrawal, and of silence, when she came to one of the new kind of prekindergarten schools New York has set up in corroding sections of the city.

At first completely aloof, she gradually began to join the other children in play, but in silence until that day we visited her classroom. That day, her face aglow with pleasure, she busily stirred some water in a tiny kettle on a tiny stove, poured it into a bowl, and sat down at a table to eat it. Then, when we asked her what she had, came the near miracle: "It's soup. It's good."

Across the Nation, more and more such near miracles are taking place every day as a consequence of school officials' growing awareness that children from environments like Kathy's simply are not ready for school when they reach school age—in fact, may not even be ready for kindergarten—and that the chances are overwhelming that they will be lost to education forever.

Concern over the loss of these children, both for their own sakes as human beings and for the sake of the Nation, which needs to see every citizen reach his full potential, has been expressed with increasing frequency and with greater authority in the last few years.

As early as 1961, a conference called by the U.S. Office of Education had pointed up the outlines of possible tragedy. The Office brought together the supervisors of elementary education in 64 major American cities to confer on the problems of urban elementary education. With candor and concern, these men and women described the plight of small children in the modern city. It was a

litany of failure, loss, and anxiety. No one who was present has been able to forget it.

Teachers had been complaining, the supervisors said, that they could not reach these children with the language ordinarily used in school. The children seemed to rely on a mixture of gestures, sounds, and single words—most of them ugly words learned on the streets.

Many children arriving at school for the first time were unable, according to the supervisors, to give their names; did not know that people or things, even the most commonplace objects, had names. Books and pictures were new experiences.

A number of supervisors noted that often so much damage had already been done before the children started to school that the efforts of the average school and staff were fruitless. Study trips, special tutoring by volunteer members of service organizations, home study centers in the evenings for older children—all had been tried but "the lag is so great," as Miss Mary Adams, assistant superintendent of schools in Baltimore, put it, "that many of the children are doomed to failure when they enter."

The following year the Office called another conference to hear reports on promising programs big cities had underway to give children in the inner city a better chance at making good in school. At that time, Detroit, for instance, reported operating nursery schools, and Quincy, Ill., was making special efforts with kindergarten children.

Programs for the very young, however, were far from common. They still are, but by 1963 many of the 64 cities represented at the 1961 conference were doing something for these children through the schools or otherwise. By the fall of 1964 several of these cities and others had programs in operation at least experimentally.

Many of these activities stand to gain Federal support through the community action program established under the Economic Opportunity Act of 1964. Late in November, Sargent Shriver, Director of the Office of Economic Opportunity, disclosed that some \$280 million would be available to communities with plans to combat poverty—and that some 60 percent of this was earmarked for educational projects.

High on the list of eligible educational activities are day-care centers and preschool training for children of the slums. Money for these purposes, however, like funds for other community action purposes, may be used only to expand existing programs, not to start new ones or to finance what is already being done.

We visited nursery schools in 16 cities—Baltimore, Boston, Chicago, Cincinnati, Cleveland, Denver, Detroit, Los Angeles, New Haven, New York, Oakland, Philadelphia, Pittsburgh, San Diego, San Francisco, and Washington—last spring. We found them spacious, safe, clean, and well equipped.

For 18 to 20 children, there was a staff of at least one professionally qualified teacher, chosen for her warmth, knowledge of young children, interest in and understanding of the learning problems of disadvantaged children, and ability to work with parents; a qualified subprofessional teacher-aid; a student teacher or two; and occasionally an interested parent who had been briefed on how to be helpful. Appropriate health services were provided. The staff usually had the assistance of a school social worker who worked between the school, home, and child-serving agencies, and counseled most of the parents.

Family factors are always carefully considered before children are admitted to the new kind of "school." The one in Cleveland, which is part of the city's action-for-youth program, supported by Federal grants under the Juvenile Delinquency and Youth Offenses Control Act, is located near a family and child welfare agency. "We require the mothers to come here with their children," says Bert Pryor, head of Cleveland's preschool family education project. "But we also know it is a real sacrifice for busy mothers to come."

Other conditions of enrollment differ according to the abilities of the school staff and the setting of the program. Because the cooperation of the mother is essential, some cities bar the children of working mothers—with sad reluctance because, in many cases, the father has deserted the family and the mother is the sole support of several children. Dr. Pryor's district in Cleveland selects children further on the basis of their "having older brothers or sisters who did not do well in school."

In the main, however, programs are strikingly similar in all parts of the country.

So it was that when we saw a teacher in New York reach out to pat a small child on the head and say, "Good morning, Sally, we're so glad that you are here," we knew that something similar was happening to every small child in a program

anywhere. And for a purpose: to reassure each child of himself and of his importance.

"Each one must have this personal greeting," said Mrs. Maryhannah Barberi, teacher-in-charge of the Dixwell Community House of New Haven, "and the mother needs it just as much. I sometimes take a baby from the mother's arms to let her move around and look at the things her older children are playing with." It is a pleasure to recall some other scenes:

The bliss of a child in Baltimore who was hearing his own speaking voice played on a tape.

The preoccupation of two or three little ones in Boston who were looking at a picture book together—an act of companionship not customary in their lives outside of school.

The triumph expressed by a non-English-speaking kindergarten group in San Francisco as they chorused, their dark eyes flashing: "This-is-a-box. Box. This-is-a-box. Ch-ch-ch-chair. This-is-a-chair."

As is evident from these recollections, programs generally feature language development, at first through listening, imitating, and speaking. The teacher names objects that children use—a ball or toy, for example. She repeats the name, she encourages them to name it, and gradually they do. They manipulate or play with the object; sing about it; and on every occasion that arises naturally the teacher repeats the name. When the boys and girls seem to be at home with the name, she produces a picture of the object, and the recognition of it is for some of them another giant step.

Words that discriminate are used too, and, if possible, dramatized: round and square, blue, yellow, and red; then distance, time, and size words are introduced—near and far, now and then, and large and small.

Mrs. Barberi recalled that her group made its first story on the occasion of the first snowfall. They walked in the snow in their boots, brought in buckets of it, and then used an egg beater to make it swirl and melt. They looked at a book about snow, and for the first time they sat quietly—almost awestruck—and listened as the teacher read the story. Until that time a book, a story meant nothing. Now a psychological miracle occurred—they sensed what a book was about. Then they made their own story.

Later they made others. After a visit to a fire station, they played firemen, looked at pictures, looked at slides, heard a story, and then made their own story. Those who do not understand the wonder of growth cannot know the pride a teacher knows when she sees her young charges take this giant step.

Regard for order has to be instilled into most of these children, for out-of-school life on the streets makes no demands for order. The schoolroom is arranged simply, with few things in sight at first. Other objects are added gradually and with deliberation. The boys and girls learn to get the materials they want and to listen for the signal which tells them to put their materials away. They learn to take turns for the toilet, to carry a chair to the table where they will sit with others to enjoy a snack, to get their mats for resting. Only necessary routines are demanded. These the children eventually rely on for their own security in knowing "what comes next."

But perhaps most of all, the program emphasizes personal development in every way. To help each one gain a feeling of personal identity and worth, the teacher hangs mirrors so that children may see themselves and others; posts photographs of the children on trips or in other activities or puts the photographs in books for sharing; and uses multicultural books and dolls to make all races feel at home.

Every part of the program, no matter how playful or unplanned it may seem to the onlooker, has an educational function. Most of the children are aware only of playing, but language and play are skillfully interwoven step by step. Gradually each one interacts with his new environment and begins to change from the shy, frightened, withdrawn, underdeveloped little creature who appeared in September to a friendly and responsive little child.

A program for parents, too, takes shape. School is held a half day, 4 days a week. On the fifth day, parents report and spend an hour or two with the teachers.

"Two things have the greatest priority," was the substance of a frequent comment heard from teachers and supervisors from coast to coast. "The children must be accepted at face value, with full confidence that they have power to learn and will measure up with the best. And parents must be brought in. Unless the parent-child relationship and the homes are improved, no worthwhile gains can be made."

A Wilmington, Del., report on the second year of an educational program designed to improve human relations in this city states this:

"Some parents, like some children, are frequently overwhelmed by the circumstances of their lives. They as children grew toward adulthood in the same environment of poverty, degradation, and deprivation. To expect competent and adequate parenthood from those among them who have never experienced as children what it means to have good parents is to deny all that we know of environmental influences upon the growing child. For too long, well-meaning professionals, in both schools and community agencies and institutions, have used the 'blame' technique in dealing with parents."

Samuel Shepard, superintendent of the Banneker District of the St. Louis schools, puts it this way: "I don't think we have hard-to-reach parents. We have parents nobody ever tried to reach before."

A program is generally planned, first, to make the parents comfortable, to lead them to drop fears and prejudices they have harbored since their own uneasy days at school. A social hour or two, a dinner together at school, a period of talk without staff present—all are part of the picture.

Later meetings are focused on helping parents understand their children and on what they can do to help them succeed at school. Conversing, reading, telling stories, taking trips, noting and encouraging the children as they learn—these things are suggested and dramatized. Frequently psychologists who use simple words, or specialists in child development, are brought in. However, like the children, these adults are easily frightened, and discretion must be used in extending invitations. When they feel at home, it is not uncommon for one of them or a group to admit a weakness such as inability to read, and to ask for help.

The function of American schools is to develop a highly literate people. It has been demonstrated that this cannot be done under present school procedures for what by 1970 may be as many as one-fourth of all children; urban, rural, and suburban. Causes and cures are not all within the school's control. A multi-pronged approach involving many other agencies and responsible civic leaders is necessary to arrive at any lasting solution.

At present the choice seems to be between (1) bringing children in 2 years before the local age of entrance into first grade and preparing them for meeting school expectancies and (2) giving them an extra year or two after they enter but within the elementary school span, with no unnecessary repetition. The former, being preventive, is more constructive.

Cost may not be drastically different between the two possibilities, but if these children are to be as well educated as others it will cost more. Thus far, however, in cities which have experimental programs for 4-year-olds, the funding of these programs is scarcely felt in school budgets because most of them are supported almost totally by foundations, organizations, religious and charitable institutions, and in some instances by the State and the Federal Government.

It is far too soon, and the number of children involved is too small to warrant prediction with certainty that preschool educational experience can be depended upon to counter the effects of severe and extensive deprivation in the children's environment. Yet it can be said that these programs do show promise on the basis of success in kindergarten, which is as far as children in any of the 2-year experiments have progressed. In Baltimore, for instance, kindergarten teachers have found project children, as compared with nonproject children of comparable backgrounds, to be better adjusted to school, and when they have developed language skills, better able to use their intellectual capacities. Many of the parents involved have indicated that these children know more; can talk; help brothers and sisters to talk, sing, play games, and tell stories; take better care of things; and get along better with other children.

U.S. Commissioner of Education Francis Keppel has recommended that public schools provide nursery programs at least for the deprived, and kindergarten for all children.

"We rarely succeed in reaching the deprived in later and frustrating school years," the Commissioner said as a panel member at a meeting of the Council for Basic Education last October. "We are coming to recognize that our greatest possibility lies in early childhood education."

Mr. KEPPEL. In the following pages, 37, 38, and 39, are more data which we hope will be of use to the committee in considering what these centers might do. I believe the Secretary would want me to emphasize again the centers are flexible instruments. It would be surprising if they did not have different kinds of programs. They should.

I turn now to page 45. Under provisions of title II local education agencies would determine the kind of centers they would establish. They would apply for grants to the Office of Education. It would be required that the State department of education which, as you will recall, plays a central role in every one of those programs, would comment on the applications and make recommendations with regard to each particular proposal. I haven't a doubt in the world, sir, that if this is passed, that there will be far more proposals from communities all over the United States than \$100 million could possibly meet. I haven't the slightest question in my mind. This idea is bubbling all around the United States.

Again on page 46, the testimony gives background information on what has been done so far with regard to the research laboratories and the reasons for the particular suggestions that we have made for creating a funding of a sufficient size—you will notice it is \$45 million—of regional education laboratories. This would, in round figures, do the following. You will recall the Secretary's testimony that in fiscal year 1964 the Office of Education had available \$23 million for research and development. If the committee approves and the appropriations are made, by fiscal year 1966 the Office of Education would go from that \$23 million figure in 1964 to about \$96.5 million in 1966. This is a tremendous investment. We are well aware of this.

One of the reasons for being willing to propose this to you is that we have had experience in the last 2 years that the universities and school systems of the United States are now prepared to provide first-rate scholars and scientists from their staffs to work on elementary and secondary school curriculum and methods. This is a major change and this justifies, in my judgment, coming to this committee to say: It is now the time to take advantage of this willingness of the scientific and scholarly world and of the professional educator groups, to take advantage of their willingness to get together and work in these programs. It has not always been that way, sir.

On pages 50 or 51 we have examples of this. Let me draw your attention to page 50, where Professor Zacharias, a well-known physicist at MIT, has been working for quite a while on the math and physics programs. A program has been financed at Yale. At Purdue, the economist Lawrence Senesh; at Juilliard, Victorio Giannini has been involved in this. These are people in the scientific world of the first order of importance. They are working on this now.

Examples are given in the following pages and a bit of the background that has led up to this development. We are suggesting, sir, page 53, the last three paragraphs, that the task as we see it is to develop these new programs and to make them available through supplementary centers and the cooperation of the State departments throughout the country. This is a task of such proportion that there should be at least 10 to 15 major laboratories devoted to such innovation, experimentation, and dissemination. These are just the laboratories. In addition to those, as I mentioned, in title III we are proposing centers which would not themselves be research centers, but rather for dissemination.

By the way, on page 54 and elsewhere we point to the need for some building funds for this. These kinds of research centers may well need actual construction or certainly renovation.

On page 55 we point to the need for support for the training of investigators. I think it might be said, Mr. Chairman, that this area is

now following the path that was so well worked out 15 or 20 years ago by the National Institutes of Health and the Public Health Service; that is, a combined program, including the training of future investigators, as a part of the research development. Otherwise, actually, your funds will not be well spent. Therefore, we are proposing authorization for amendments to the Cooperative Research Act, with that in mind. Mr. Thompson will recall that from last year.

Then, sir, on page 59 there is testimony giving much more detail about the State departments of education: their relatively inadequate staffing today, and the need for the kinds of staffing, in the sense of men and women trained in the academic fields as well as the professional fields. There is a tremendous variation in the support given by States now to their State departments of education.

One figure that horrifies me, sir, is on page 72. The averages of one State with regard to the opportunity to visit local school systems. In one average State, which the testimony describes, a consultant—who plays a very important role in the State departments of education—gets around to a local school, according to their best calculations, once every 7 years for a half day.

(The following was submitted for the record:)

STATE DEPARTMENTS OF EDUCATION

APPENDIX—EXHIBITS

The statistical data on State departments of education contained in the Office of Education report titled "Statistics of State School Systems" (the latest dated 1961-62) is the most comprehensive information collected by the Office on a periodic basis. Vocational rehabilitation data are excluded. The information is based on definitions contained in "the Common Core, State Educational Information" bulletin 1953, No. 8, of the Office of Education.

The data from the other sources of information cited herein were collected for special purposes, and on the basis of criteria which differ from that used in the "Statistics of State School Systems." These data can be analyzed and interpreted only in terms of the criteria governing their collection. Consequently, the data for the various tables presented herein are not, in all cases, comparable.

EXHIBIT A

Table 26, attached, shows the number of professional staff members in wholly State-financed programs and federally subsidized programs of State departments of education as of July 1950 and July 1960. Of those employed on federally subsidized programs, three programs accounted for 83 percent of the total in 1960: Vocational education, 24.5 percent; vocational rehabilitation, 45.9 percent; and National Defense Education Act, 12.6 percent.

Table 27, attached, shows that of the professional employees of State departments of education, in July 1960, 56.7 percent were employed in federally subsidized programs while only 43.3 percent were employed in all other wholly State-financed programs. In one State, the percentage of personnel on federally subsidized programs exceeded 90 percent of the total professional staff.

Table 26 also shows the trend in the proportion of State department personnel assigned to federally subsidized programs of the State departments. In 1950, the total of State department personnel was 4,122; of which, 2,077 or 50.4 percent were employed on federally subsidized programs; in 1960, the total number of State department personnel had increased to 6,786, of which 3,849 or 56.7 percent were employed on federally subsidized programs. During the 10-year period between 1950 and 1960, the professional staff in wholly State-financed programs increased 43.6 percent; whereas, in federally subsidized programs, the increase was 85.4 percent. Increases in the federally subsidized programs took place in all but six States. In five of these six States, vocational rehabilitation staffs were not reported in State departments of education in 1960 but were included in 1950. The increase in percentage for federally subsidized programs would have been higher if the figures for vocational rehabilitation for these five States had been included in the 1960 data.

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TABLE 20.—Distribution of professional staff members of State departments of education by method of financing programs in which employed, July 1960 and July 1961

State	Professional staff members for which information was reported		Wholly State-financed programs		Professionally staff members employed in—									
					Federally subsidized programs									
	1950	1960	1950	1960	Total	Vocational education		Vocational rehabilitation		School lunch		NDEA		Other
			Per- cent in- crease			1950	1960	Per- cent in- crease	1950	1960	Per- cent in- crease	1950	1960	1950
Total	4,122	8,785	2,045	2,937	43.6	2,077	3,949	85.3	786	943	20.0	988	1,785	482
Alabama	99	163	30	27	-10.0	69	136	97.1	28	84	21.4	26	65	157.8
Alaska	(2)	27	(2)	13	(3)	(3)	14	(3)	(3)	(3)	(3)	11	15	73.3
Arizona	21	49	6	7	16.7	15	42	180.0	7	11	57.1	2	8	2
Arkansas	70	302	28	24	-14.3	42	278	561.9	16	40	150.0	0	25	4
California	307	578	115	266	131.3	192	312	62.5	71	56	-21.1	118	101	67
Colorado	13	76	11	33	218.2	2	41	1,980.0	0	14	600.0	0	23	700.0
Connecticut	109	431	68	33	7.4	41	68	65.9	0	2	(3)	0	32	(3)
Delaware	48	42	38	30	-20.0	10	12	20.0	8	8	0	0	0	(3)
Florida	90	218	29	56	93.1	61	162	165.6	9	44	388.9	23	89	12
Georgia	192	398	109	218	100.0	83	180	116.9	20	31	6.9	54	111	0
Hawaii	(2)	64	(2)	39	(3)	(2)	15	(3)	(3)	(3)	(3)	31	4	7
Idaho	28	15	10	10	0	15	15	-72.2	14	9	(3)	0	0	(3)
Illinois	75	131	38	72	89.5	37	59	59.5	30	34	13.3	0	0	0
Indiana	49	32	11	17	34.5	38	15	-60.5	13	6	-53.8	23	0	(3)
Iowa	67	124	24	95	295.8	43	20	-32.6	10	11	10.0	0	0	0
Kansas	23	40	19	26	36.8	4	14	250.0	0	0	(3)	4	0	0
Kentucky	64	140	21	35	66.7	43	105	144.2	21	23	9.5	16	31	93.8
Louisiana	117	185	39	57	48.2	78	128	64.1	41	29	-20.3	30	76	153.3
Maine	43	58	16	23	43.8	27	85	206.7	6	8	14.3	3	13	160.0
Maryland	68	65	28	34	21.4	40	61	52.5	6	4	-33.3	25	47	88.0
Massachusetts	126	208	38	71	69.0	55	88	60.0	16	21	31.3	22	0	(3)
Michigan	123	163	23	38	69.0	100	123	23.0	18	18	0	82	14	64
Minnesota	71	164	23	38	69.0	43	113	162.8	27	25	-7.4	14	64	285.7
Mississippi	81	169	19	21	46.4	62	94	51.6	13	24	84.6	21	29	38.1
Missouri	104	122	37	20	-21.6	67	93	38.8	17	18	5.9	34	52	52.9
Montana	39	37	21	19	-9.5	18	18	0	0	0	-40.0	0	0	(3)
Nebraska	23	157	23	81	252.2	0	76	(3)	0	39	106.7	2	5	150.0
Nevada	14	27	7	9	28.6	7	18	157.1	3	8	166.7	2	7	23.0
New Hampshire	26	33	14	12	-14.3	12	21	75.0	0	16	(3)	3	7	133.3
New Jersey	92	222	83	190	123.9	0	32	235.6	0	0	(3)	0	0	(3)

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State	Professional staff members for which information was reported		Wholly State-financed programs		Professionally staff members employed in—									
					Federally subsidized programs									
	1950	1960	1950	1960	Total	Vocational education		Vocational rehabilitation		School lunch		NDEA		Other
			Per- cent in- crease			1950	1960	Per- cent in- increase	1950	1960	Per- cent in- increase	1950	1960	1950
New Mexico	30	49	13	18	38.5	17	31	82.4	4	8	105.0	4	10	150.0
New York	622	704	39	427	91.8	56	50	-10.7	168	200	19.0	20	46	53.3
North Carolina	137	180	60	83	38.3	47	32	-31.9	30	13	(3)	0	0	(3)
North Dakota	6	6	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)
Ohio	176	203	130	61	-53.1	16	24	25.3	23	7	600.0	0	0	(3)
Oklahoma	48	97	45	55	14.6	0	22	(3)	0	14	(3)	0	0	(3)
Oregon	26	119	25	48	92.0	0	17	(3)	0	0	(3)	0	0	(3)
Pennsylvania	77	290	62	83	33.9	14	72	414.3	0	4	(3)	0	0	(3)
Rhode Island	426	41	9	18	100.0	4	8	100.0	10	0	(3)	0	0	(3)
South Carolina	95	80	28	21	-25.0	23	35	8.7	28	0	(3)	0	0	(3)
South Dakota	14	32	2	8	250.0	0	0	(3)	0	0	(3)	0	0	(3)
Tennessee	193	124	52	50	-34.1	5	3	-40.0	4	2	100.0	2	2	0
Texas	180	279	52	56	65.4	6	50	44.4	42	7	22.2	0	0	(3)
Utah	23	52	5	17	240.0	0	6	25.0	9	0	(3)	0	0	(3)
Vermont	82	114	56	81	44.6	8	16	60.0	3	0	(3)	0	0	(3)
Virginia	169	169	65	83	27.7	10	26	157.1	17	0	(3)	0	0	(3)
Washington	69	22	23	20	-53.0	45	26	-42.2	6	0	(3)	0	0	(3)
West Virginia	23	53	13	20	53.0	18	0	(3)	0	0	(3)	0	0	(3)
Wisconsin	42	59	41	40	-2.4	0	15	(3)	0	0	(3)	0	0	(3)
Wyoming	22	27	8	8	0	5	5	(3)	7	2	(3)	0	0	(3)

¹ Other programs included such activities as: Indian education, on-farm and out-of-farm training, State crippled children's service, surplus commodities, surplus property, and veteran education.

² Data not available.

³ Inapplicable.

⁴ Includes 6 vacancies.

NOTE.—Detail does not necessarily add to totals because of rounding.

AID TO ELEMENTARY AND SECONDARY SCHOOLS

TABLE 27.—Number and percent of professional staff of State departments of education employed in wholly State-financed programs and federally subsidized programs, July 1960

State	Professional staff employed in—			Professional staff employed in federally-subsidized programs, by percent, in particular programs							
	Wholly State-financed programs		Federally subsidized programs	Percent	Number	Percent	Percent, vocational education	Percent, vocational rehabilitation	Percent, school lunch	Percent, NDEA	Percent, other ¹
	Number	Percent	Number	Percent							
Total	2,987	43.3	3,849	56.7			24.5	45.9	4.5	12.6	12.5
Alabama	27	16.6	136	83.4			25.9	47.8	0	5.1	19.1
Alaska	13	44.1	14	51.9			14.3	57.1	0	14.3	14.3
Arizona	7	14.3	42	85.7			25.2	59.5	4.8	0	9.5
Arkansas	24	8.0	278	92.1			14.4	57.9	1.8	1.8	24.1
California	266	46.0	312	54.0			17.9	72.4	3.2	3.8	2.6
Colorado	35	45.1	41	54.9			34.1	0	4.9	35.6	24.4
Connecticut	63	48.1	66	51.9			22.5	47.1	2.9	8.8	17.6
Delaware	30	71.4	12	28.6			25.6	0	8.3	25.0	0
Florida	56	25.7	162	74.3			27.2	54.9	3.1	7.4	7.4
Georgia	218	54.8	169	45.2			17.2	61.7	13.3	17.2	3.9
Hawaii	39	72.2	15	27.8			69.0	0	0	25.7	0
Idaho	10	60.7	6	39.3			0	0	0	0	0
Illinois	72	55.0	59	45.0			27.6	0	1.7	20.5	10.2
Indiana	17	53.1	15	46.9			46.0	0	28.7	23.3	0
Iowa	95	76.6	29	23.4			37.9	0	13.6	41.4	6.9
Kansas	26	65.0	14	35.0			0	0	23.6	71.4	0
Kentucky	25	25.0	105	75.0			21.9	23.5	7.6	20.0	21.0
Louisiana	57	39.1	124	59.2			22.7	59.4	7.8	2.3	7.8
Maine	23	39.1	34	59.2			22.9	37.1	17.1	0	22.9
Maryland	120	35.8	61	54.2			6.6	77.0	6.6	6.6	3.3
Massachusetts	32	23.3	86	76.7			23.9	0	14.6	26.1	35.2
Michigan	41	26.6	113	73.4			14.4	83.2	0	6	2.4
Minnesota	15	13.8	94	86.2			22.1	47.5	0	5.0	22.1
Mississippi	29	23.8	93	76.2			25.5	39.9	6.5	16.3	19.1
Missouri	19	51.4	18	48.6			13.4	55.9	3.6	3.2	11.1
Montana	81	33.3	76	43.4			59.0	0	0	2.9	5.6
Nebraska	9	39.4	18	60.6			44.4	49.6	3.6	17.2	11.1
Nevada	12	36.7	21	63.3			27.6	33.3	4.8	16.7	5.6
New Hampshire	190	85.6	32	14.4			59.0	23.3	0	38.8	21.9
New Jersey	18	36.7	31	63.3			25.6	22.3	6.5	22.6	19.9
New Mexico	427	60.5	279	39.5			17.4	71.7	0	1.5	2.9
New York	53	40.1	77	59.9			33.0	47.4	12.4	1.0	5.7
North Carolina											
North Dakota											
Ohio	61	20.9	142	70.0			16.9	65.4	4.9	9.9	0
Oklahoma	55	58.1	42	43.3			52.4	0	33.3	14.3	0
Oregon	44	40.3	71	59.7			22.9	57.7	33.3	12.7	0
Pennsylvania	83	26.6	237	71.4			34.8	0	3.4	12.7	0
Rhode Island	18	43.9	23	56.1			24.5	17.4	0	29.5	22.4
South Carolina	21	26.3	59	73.8			42.4	0	0	42.5	4.3
South Dakota	24	25.0	73	75.0			12.5	50.0	0	50.8	6.8
Tennessee	59	47.6	65	52.4			0	0	8.3	21.8	83.1
Texas	86	39.8	133	60.2			29.9	52.0	3.6	16.9	5.7
Utah	17	32.7	33	67.3			17.1	54.3	0	25.7	2.9
Vermont	81	71.1	33	28.9			45.5	35.4	0	6.1	0
Virginia	30	49.1	30	50.9			30.2	51.2	9.1	0	9.3
Washington	20	59.9	13	39.7			0	0	0	100.0	0
West Virginia	49	67.6	23	32.4			45.5	0	13.2	27.3	12.1
Wisconsin	8	29.6	19	70.4			26.3	0	0	36.3	73.7
Wyoming									10.5	10.5	21.1

¹ Other programs include such activities as: Indian education, on-farm and on-job training, State crippled children's service, surplus commodities, surplus property, and veteran education.

² Data not available.

Note.—Detail does not necessarily add to totals because of rounding.

AID TO ELEMENTARY AND

AID TO ELEMENTARY AND SECONDARY SCHOOLS

EXHIBIT B. RELATIONSHIPS OF STATE DEPARTMENT OF EDUCATION PROFESSIONAL STAFF TO LOCAL OPERATING UNITS (SCHOOL DISTRICTS) AND TO CLASSROOMS, 1963-64

(See table and footnotes following:)

EXHIBIT B (TABLE)

	A State department of education professional staff ¹	B Local operating units ²	C Classrooms available ³	D Ratio of column B to A ⁴	E Ratio of column C to A ⁵
Total, 50 States.....	3,728	27,763	1,486,684	1:7.4	1:398.8
1. Alabama.....	55	117	27,924	1:2.1	1:507.7
2. Alaska.....	29	32	2,052	1:1.1	1:70.8
3. Arizona.....	26	295	13,249	1:11.3	1:500.6
4. Arkansas.....	58	415	15,885	1:7.2	1:273
5. California.....	153	1,525	140,500	1:10	1:918.3
6. Colorado.....	69	208	16,228	1:3	1:235.2
7. Connecticut.....	77	177	19,810	1:2.3	1:257.3
8. Delaware.....	40	86	3,847	1:2.2	1:96.2
9. District of Columbia.....					
10. Florida.....	100	67	38,721	1:0.7	1:387.2
11. Georgia.....	69	196	36,197	1:2.8	1:524.6
12. Hawaii.....	46	1	5,765	1:0	1:125.3
13. Idaho.....	33	116	6,882	1:3.5	1:208.5
14. Illinois.....	130	1,430	73,164	1:11	1:562.8
15. Indiana.....	48	624	38,159	1:13	1:795
16. Iowa.....	64	687	27,054	1:10.7	1:422.7
17. Kansas.....	68	1,790	24,124	1:26.5	1:354.8
18. Kentucky.....	80	204	24,290	1:2.6	1:303.6
19. Louisiana.....	90	67	29,053	1:0.7	1:322.8
20. Maine.....	51	387	8,280	1:7.6	1:162.4
21. Maryland.....	60	24	23,480	1:0.4	1:391.3
22. Massachusetts.....	106	386	38,202	1:3.5	1:360.4
23. Michigan.....	76	1,518	63,635	1:20	1:837.3
24. Minnesota.....	109	1,588	30,896	1:14.5	1:283.4
25. Mississippi.....	58	150	19,208	1:2.5	1:331.2
26. Missouri.....	28	1,177	34,444	1:42	1:1,230.1
27. Montana.....	35	969	7,480	1:26	1:213.7
28. Nebraska.....	49	2,500	14,744	1:51	1:300.0
29. Nevada.....	28	17	3,234	1:0.6	1:115.5
30. New Hampshire.....	26	207	4,725	8	1:181.7
31. New Jersey.....	101	569	41,331	1:5.6	1:438.9
32. New Mexico.....	37	89	9,711	1:2.4	1:262.5
33. New York.....	322	810	109,156	1:2.6	1:339
34. North Carolina.....	207	177	43,334	1:0.8	1:209.3
35. North Dakota.....	26	607	6,768	1:23.3	1:260.3
36. Ohio.....	97	799	78,900	1:8.2	1:813.4
37. Oklahoma.....	44	1,166	23,403	1:26.4	1:531.9
38. Oregon.....	88	435	17,830	1:4.9	1:202.6
39. Pennsylvania.....	186	984	75,979	1:5.3	1:408.5
40. Rhode Island.....	44	41	5,161	1:0.9	1:117.3
41. South Carolina.....	62	108	21,482	1:1.7	1:346.5
42. South Dakota.....	16	1,695	8,091	1:65.2	1:311.2
43. Tennessee.....	79	154	30,471	1:1.9	1:385.7
44. Texas.....	109	1,406	90,338	1:12.9	1:828.8
45. Utah.....	38	40	9,078	1:1.1	1:238.9
46. Vermont.....	24	256	3,411	1:10.7	1:142.1
47. Virginia.....	115	127	33,961	1:1.1	1:295.3
48. Washington.....	75	386	28,104	1:5.1	1:374.7
49. West Virginia.....	56	56	16,891	1:1	1:301.6
50. Wisconsin.....	106	732	30,540	1:6.9	1:288.1
51. Wyoming.....	25	199	4,028	1:8	1:161.1
52. Guam.....	15	1	491	1:0.1	1:32.7
53. Puerto Rico.....	43	1	13,260	1:0	1:308.5
54. Virgin Islands.....	35	1	286	1:0	1:8.2

¹ Col. A represents the number of State department of education professional staff listed in pt. I of the "Education Directory" of the U.S. Office of Education for the school year 1963-64.

² Col. B represents the number of local basic operating administrative units (or local public school districts operating schools) in 1963-64, according to the statistical summary in the U.S. Office of Education publication No. OE-20007-03, entitled "Fall 1963 Enrollment, Teachers, and Schoolhousing (Final Report)." P. 10.

³ Col. C represents the number of public school classrooms available for instruction in 1963-64. These figures are roughly equivalent to the number of full-time teachers needed.

Additional footnotes on page 127.

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EXHIBIT C. STAFFING AND CURRENT EXPENDITURE FOR ADMINISTRATION FOR STATE
BOARDS OF EDUCATION AND STATE DEPARTMENTS OF EDUCATION

The tables which follow set forth:

- (1) Numbers of board members and staff of State boards of education and staff of State departments of education, by State, 1961-62;
- (2) Amount of current expenditure for administration for State boards of education and State departments of education, by State, 1961-62;
- (3) Comparison of current expenditures for administration by State boards of education and State departments of education, 1961-62; and
- (4) A summary of available data on expenditures by State departments of education and amount of Federal assistance supporting State educational agency activities, 1957-58 to 1963-64.

to instruct in the public schools in that year. The data in this column were taken from pp. 28 and 29 of the U.S. Office of Education publication No. OE-20007-63, cited in footnote 2 above.

⁴ Col. D represents the ratio of col. B to col. A. The ratio is expressed as the number of public school districts which 1 State department professional staff member would, on the numerical average, have to service in 1963-64. Thus, the notation "1:7.4" should be interpreted as "1 State department professional staff member to 7.4 public school districts."

⁵ Col. E represents the ratio of col. C to col. A. The ratio is expressed as the "number of public school classrooms" which 1 State department professional staff member would, on the numerical average, have to service in 1963-64. Thus, the notation "1:398.8" should be interpreted as "1 State department professional staff member to 398.8 public school classrooms."

⁶ 1962-63 school year.

AID TO ELEMENTARY AND SECONDARY SCHOOLS

STATISTICS OF STATE SCHOOL SYSTEMS, 1961-62

TABLE 1.—Board members and staff of State boards of education and staff of State departments of education, by State, 1961-62

Region and State	Board members and staff of State boards or commissions of education (including State boards for vocational education)					Staff of State departments of education					
	Total board members and staff	Board members	Professional staff	Secretarial and clerical assistants	Total staff	Chief State school officer and administrative staff	Professional staff on statewide basis	Regional and district supervisory staff	Secretarial and clerical assistants	Operation and maintenance force	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)		
United States	810	468	160	182	11,041	678	2,991	989	5,922	461	
North Atlantic	112	99		13	3,652	165	914	247	2,020	306	
Connecticut	9	9			451	23	60	24	344		
Delaware	6	6			129	15	32	18	56	8	
Maine	10	10			101	6	47		48		
Maryland	7	7			103	7	43		53		
Massachusetts	13	11		2	238	13	83	4	133	5	
New Hampshire	7	7			60	6	19		25		
New Jersey	12	12			354	18	82	94	160		
New York	23	13		10	1,687	36	347	86	925	263	
Pennsylvania	10	10			389	23	155		211		
Rhode Island	8	7		1	75	8	27	7	33		
Vermont	7	7			75	10	19	14	32		
Great Lakes and Plains	242	118	73	51	2,104	177	622	188	1,100	17	
Illinois	67	12	35	20	288	9	75	64	150		
Indiana	19	19			114	17	26	6	65		
Iowa	9	9			195	15	54	24	102		
Kansas	34	7	16	11	83	18	18	11	36		
Michigan	8	4	3	1	208	10	74		124		
Minnesota	7	7			176	19	75		82		
Missouri	8	8			243	23	42	83	95		
Nebraska	6	6			92	4	37		51		
North Dakota	13	5	4	4	49	18			31		
Ohio	24	23		1	482	35	156		271	17	

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South Dakota	7	7	411	15	75	43	2	17	24
Wisconsin	40	111	49	14	121	7	45	69	
Southeast	230	106	49	75	2,744	94	796	1,362	122
Alabama	11	11			153	7	35	27	84
Arkansas	9	9			131	8	15	26	71
Florida	5	5			272	6	81	11	11
Georgia	10	10			454	10	140	46	52
Kentucky	8	8			284	7	40	59	140
Louisiana	11	11			279	6	90	24	155
Mississippi	3	3			150	6	35	44	65
North Carolina	102	13	30	59	218	11	63	47	97
South Carolina	9	9			209	10	99	20	80
Tennessee	15	11	1	3	244	6	50	32	151
Virginia	7	7			271	10	107	27	127
West Virginia	40	9	18	13	79	4	41	7	25
West and Southwest	226	145	38	43	2,541	242	659	184	1,440
Alaska	6	6			60	3	15	2	38
Arizona	28	8	11	9	67	13	2		52
California	11	10		1	662	37	177	79	369
Colorado	10	10			161	25	45		91
Hawaii	11	11			222	22	38	27	135
Idaho	24	6	10	18	44	19	4		21
Montana	13	11		2	73	5	28		40
Nevada	8	8			47	5	16	4	22
New Mexico	10	10			124	4	34	4	82
Oklahoma	9	7		2	175	29	38	23	85
Oregon	8	7		1	242	30	103		109
Texas	21	21			404	31	65	44	252
Utah	9	9			108	2	52		72
Washington	51	14	17	20	109	12	25		20
Wyoming	7	7			43	5	17	1	

¹ Includes ex officio members. Unless otherwise noted, the board members shown here serve as members of the State board of education and also of the State board for vocational education.

² Excludes personnel for supplementary services in other programs operated by State departments of education (State library, State museum, teacher retirement system, etc.).

³ Includes 9 members of the State board of education, the State superintendent, and another person appointed by the Governor, who together constitute the State board for vocational education.

⁴ Represents members of State board for vocational education; State has no State board of education.

⁵ Includes 1 plant operation and maintenance person.

⁶ Represents 5 members of State board of education and 5 different members of State board for vocational education.

Source: Hobson, Carol Joy, and Samuel Schloss, "Statistics of State School Systems, 1961-62," final report, Washington, U.S. Government Printing Office, 1964. (O.P.-20020-62, Circular 751).

AID TO ELEMENTARY AND SECONDARY SCHOOLS

TABLE 2.—Current expenditures for State boards of education and State departments of education, by State, 1961-62

[illegible]

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	277	2	2	17	275	126	89	40	20
	1,253	116		90	1,137	525	271	(10)	181
South Dakota									
Wisconsin									
Southeast	25,178	1,248	74	706	23,930	9,453	3,543	8,993	1,552
Alabama	804	2	2		802	1,360	(1)	218	204
Arkansas	926	3	3		923	347	228	234	81
Florida	2,370				2,370	844	495	616	390
Georgia	3,361	150	30	100	3,231	1,371	702	970	36
Kentucky	1,635	4	4		1,661	604	346	383	100
Louisiana	2,956	15	15		2,941	1,150	500	958	235
Mississippi	814				814	414	197	192	11
North Carolina	2,746	870	4	501	1,867	1,031	324	512	
South Carolina	2,225	6	6		2,219	704	239	1,276	208
Tennessee	1,855	13	13	8	1,842	577	325	722	100
Virginia	4,578	3	3		4,575	1,754	(1)	2,721	287
West Virginia	878	103	3	157	855	197	97	97	
West and Southwest	22,460	493	76	330	21,975	8,910	5,043	6,993	1,052
Alaska	768	7	6	(2)	759	246	231	245	
Arizona	504	43	1	37	461	211	153	94	3
California	8,093	7	7		8,086	2,966	1,485	3,514	121
Colorado	1,155	9	4	4	1,156	548	271	337	
Hawaii	2,095	7	6		2,058	940	608	501	
Idaho	314	8	4	3	306	120	82	67	37
Montana	648	11	7	3	637	245	167	225	
Nevada	353	2	2		361	188	83	90	
New Mexico	1,027	5	5		1,022	206	253	237	256
Oklahoma	1,257	10	4	6	1,247	656	336	3,255	
Oregon	1,202	13	4	7	1,189	518	241	266	164
Texas	2,846	12	12		2,834	1,149	571	631	459
Utah	673	6	6	(3)	667	382	173	111	1
Washington	1,320	342	5	270	978	375	324	277	1
Wyoming	217	3	3		214	99	65	50	

1 Col. 8 included with col. 7.

2 Less than \$500.

3 Col. 5 included with col. 10.

Source: Hobson, Carol Jay, and Samuel Schloss, "Statistics of State School Systems, 1961-62," final report, Washington, U.S. Government Printing Office, 1964 (OE-20020-62, Circular 751).

AID TO ELEMENTARY AND SECONDARY SCHOOLS

TABLE 3.—Current expenditures for administration by State boards of education and State departments of education and amounts of Federal assistance supporting State educational agency activities, 1961-62

State	Total expenditure for State administration and supervision	Federal assistance for the State educational agency					Total Federal assistance	Net State funds for State administration and supervision by State educational agency
		(3)	(4)	(5)	(6)	(7)		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
50 States.....	\$94,018,000	\$950,203	\$2,172,416	\$1,361,558	\$1,253,493	\$5,040,670	\$87,968,330	
Alabama.....	804,000	70,492	55,581	11,646	0	137,725	666,274	
Alaska.....	766,000	14,704	12,303	3,406	15,217	51,635	714,365	
Arizona.....	504,000	13,148	0	9,123	0	22,271	481,729	
Arkansas.....	926,000	36,459	38,665	13,079	11,829	100,072	825,928	
California.....	8,003,000	38,653	297,363	120,690	37,872	404,568	7,598,402	
Colorado.....	1,165,000	12,695	35,801	35,545	50,000	134,132	1,030,858	
Connecticut.....	1,624,000	20,203	18,887	16,705	16,040	73,968	1,530,002	
Delaware.....	877,000	10,679	19,651	16,705	0	47,034	829,965	
Florida.....	2,370,000	61,852	92,982	35,644	50,000	240,528	2,129,472	
Georgia.....	3,361,000	86,548	86,548	47,109	50,000	183,657	3,177,343	
Hawaii.....	314,000	551	10,000	55,557	50,000	119,557	1,945,433	
Idaho.....	314,000	551	10,000	7,116	6,784	32,540	281,460	
Illinois.....	3,615,000	20,076	163,048	58,395	50,000	301,470	3,313,590	
Indiana.....	677,000	27,863	27,863	18,172	0	46,035	628,965	
Iowa.....	947,000	13,363	42,898	11,412	50,000	114,703	828,297	
Kansas.....	807,000	13,800	21,476	24,661	20,453	82,010	724,987	
Kentucky.....	1,665,000	6,074	20,717	28,511	44,361	107,093	1,557,337	
Louisiana.....	2,956,000	86,806	66,806	11,937	0	107,093	2,848,917	
Maine.....	635,000	3,352	20,000	7,157	34,468	60,640	573,031	
Maryland.....	1,073,000	10,515	27,433	3,075	10,970	51,953	1,021,007	
Massachusetts.....	3,076,000	26,154	46,177	3,817	43,645	109,198	2,915,872	
Michigan.....	1,322,000	58,770	16,400	3,817	0	77,967	1,244,013	
Minnesota.....	1,514,000	47,224	61,784	16,191	17,985	143,180	1,370,820	
Mississippi.....	814,000	11,363	34,225	8,058	23,766	77,412	736,588	
Missouri.....	1,591,000	7,120	53,569	20,976	8,108	95,773	1,495,227	
Montana.....	648,000	5,866	16,138	11,577	43,684	81,207	566,793	
Nebraska.....	623,000	363,000	16,138	9,426	12,011	37,575	555,425	
Nevada.....	363,000	10,610	17,770	3,958	0	21,728	341,272	
New Hampshire.....	525,000	1,083	18,427	7,027	9,373	43,440	479,554	
New Jersey.....	2,920,000	1,083	43,225	11,506	29,786	85,403	2,834,597	
New Mexico.....	1,027,000	416	22,266	20,960	35,164	62,630	964,361	

TABLE 3.—Current expenditures for administration by State boards of education and State departments of education and amounts of Federal assistance supporting State educational agency activities, 1961-62

State (1)	Total expenditure for State administration and supervision (2)	Federal assistance for the State educational agency					Net State funds for State administration and supervision by State educational agency (8)
		Vocational education (3)	Improvement of instruction, title III, National Defense Education Act (4)	Guidance, counseling, and testing, title V, National Defense Education Act (5)	Educational records, title X, National Defense Education Act (6)	Total Federal assistance (7)	
50 States.....	\$94,018,000	\$950,203	\$2,472,416	\$1,361,558	\$1,265,493	\$3,049,670	\$87,968,330
Alabama.....	804,000	70,499	55,581	11,846	0	137,725	666,274
Alaska.....	766,000	14,704	12,303	9,406	15,217	51,635	714,365
Arizona.....	504,000	13,148	0	9,123	0	22,271	481,729
Arkansas.....	625,000	36,489	38,665	13,079	11,839	100,072	525,028
California.....	8,003,000	38,653	297,393	120,690	37,862	494,598	7,508,402
Colorado.....	1,165,000	12,985	35,891	35,546	50,000	134,132	1,030,868
Connecticut.....	1,094,000	20,203	19,587	18,828	16,080	73,998	1,020,002
Delaware.....	877,000	10,679	19,051	16,705	0	46,035	830,965
Florida.....	2,370,000	61,852	92,992	35,624	50,000	240,528	2,129,472
Georgia.....	3,351,000	0	86,548	47,109	50,000	183,657	3,167,343
Hawaii.....	2,056,000	4,000	10,000	55,597	50,000	119,597	1,946,403
Idaho.....	314,000	551	18,079	7,116	6,704	32,540	281,460
Illinois.....	3,615,000	29,076	163,948	58,390	50,000	391,410	3,223,590
Indiana.....	875,000	0	27,863	18,172	0	46,035	828,965
Iowa.....	947,000	13,393	43,898	11,412	50,000	114,703	832,297
Kansas.....	907,000	13,500	21,476	24,661	20,453	80,090	826,910
Kentucky.....	1,695,000	6,074	29,717	28,511	44,361	107,663	1,587,337
Louisiana.....	2,956,000	28,340	66,806	11,937	0	107,083	2,848,917
Maine.....	695,000	3,382	20,000	7,167	34,408	64,949	630,051
Maryland.....	1,073,000	10,515	27,423	3,075	10,970	61,963	1,011,037
Massachusetts.....	3,076,000	26,154	46,177	44,752	43,045	160,128	2,915,872
Michigan.....	1,322,000	58,770	15,400	3,817	0	77,987	1,244,013
Minnesota.....	1,814,000	47,224	61,784	16,191	17,980	143,180	1,670,820
Mississippi.....	814,000	11,363	34,225	8,058	23,796	77,412	736,588
Missouri.....	1,591,000	7,120	52,569	8,108	20,970	89,773	1,499,227
Montana.....	648,000	5,866	20,000	11,357	43,084	81,297	566,703
Nebraska.....	623,000	0	17,770	3,058	12,011	37,575	585,425
Nevada.....	363,000	0	18,427	7,027	9,373	34,827	328,173
New Hampshire.....	525,000	10,619	43,225	11,506	29,589	94,939	430,061
New Jersey.....	2,620,000	1,083	22,269	20,920	39,964	82,639	2,537,361
New Mexico.....	1,927,000	416	0	0	0	0	1,927,416
New York.....	13,519,000	15,492	239,516	242,546	50,000	594,554	12,924,446
North Carolina.....	2,746,000	0	56,798	8,116	13,922	78,836	2,667,164
North Dakota.....	269,000	0	20,000	10,619	4,900	35,519	233,481
Ohio.....	3,569,000	23,946	33,688	13,052	49,980	102,948	3,466,052
Oklahoma.....	1,257,000	15,397	42,072	8,547	39,963	120,494	1,136,506
Oregon.....	1,202,000	0	34,267	8,547	39,963	63,779	1,138,221
Pennsylvania.....	4,533,000	92,555	214,289	100,381	35,140	442,374	4,090,626
Rhode Island.....	490,000	3,417	19,042	23,020	50,000	95,479	394,521
South Carolina.....	2,225,000	1,300	58,937	17,083	30,937	106,957	2,118,043
South Dakota.....	277,000	0	12,572	7,548	13,996	34,116	242,884
Tennessee.....	1,855,000	12,528	51,151	28,717	43,521	135,917	1,719,083
Texas.....	2,846,000	148,099	54,620	53,569	50,000	306,288	2,539,712
Utah.....	673,000	13,476	20,710	11,989	7,928	54,094	618,906
Vermont.....	446,000	16,838	15,614	4,485	5,336	42,273	403,727
Virginia.....	4,578,000	0	11,477	29,116	0	40,593	4,537,407
Washington.....	1,329,000	10,754	35,600	10,499	48,847	95,700	1,233,300
West Virginia.....	878,000	18,933	11,275	22,050	34,400	116,664	761,336
Wisconsin.....	1,253,000	15,865	33,376	14,411	30,836	94,487	1,158,513
Wyoming.....	217,000	1,235	0	0	0	1,235	215,765

¹ Breakdown not available from States but estimated at 50 percent of reported expenditures.

TABLE 4.—Certain actual and estimated expenditures by State departments of education and amounts of Federal assistance supporting State educational agency activities, 1957-58 to 1963-64

School year	Total expenditure for State administration	Federal assistance for the State educational agency					Net State funds
		Vocational education	Improvement of instruction, title III	Guidance, counseling, and testing, title V	Educational records, title X	Total Federal assistance	
1957-58.....	\$57,667,000	(1)	\$794,925	\$495,000	\$231,336	(1)	(1)
1958-59.....	(1)	(1)	1,541,641	1,149,000	810,522	(1)	(1)
1959-60.....	74,837,000	(1)	2,386,624	1,248,000	1,094,464	(1)	(1)
1960-61.....	(1)	(1)	2,472,416	1,361,558	1,265,493	(1)	(1)
1961-62.....	94,018,000	\$950,203	2,472,416	1,361,558	1,265,493	\$3,049,670	\$87,968,330
1962-63.....	(1)	912,127	2,677,914	1,403,000	1,512,000	6,505,041	(1)
1963-64.....	115,210,000	900,000	3,124,000	1,545,000	1,806,000	7,375,000	107,835,000

¹ Not ascertained.

² Estimated.

Mr. KERPER. We also give a good bit of information, sir, about the way in which—with no bad intentions on anybody's part—State government, and Federal Government too, have, by developing programs in certain areas, under the National Defense Education Act, or others, or the Vocational Education Act, for example, strengthened their staffs in certain aspects of schoolwork, in order to carry out these programs. Not with the result of weakening other parts of the State department's work, but of giving it relatively less emphasis. The statistics shown here would demonstrate this in some of these special fields. The problem of the State department of education is clearly to maintain a balance in the various areas: academic, professional, vocational, artistic, and so forth.

The proposals we are making—\$10 million as you will see in title Y—are designed so that the State department of education, looking out upon its own responsibility of planning; of providing services; of supervising and carrying out titles I, II, and III of this act, would be able to build the kind of balanced, professional, high-quality staff that would be needed.

The Secretary emphasized—and I hope you will forgive me if I make the point again, but I know we both believe it so strongly—the Secretary emphasized, and I profoundly believe that—if Mr. Perkins will permit me to borrow the language of a Harvard economist, Mr. Galbraith: If we are going to keep a decentralization in this country, we have to have "countervailing powers." These are Galbraith's words. You have to have strength in the State departments of education; strength to develop their own program.

Title Y is the first step in that direction, but I should also point out that in title I, as you will note in the details of the bill, up to 1 percent of the total funds are made available to the State departments for administration. And in title II, the provisions for library resources and instructional materials, it goes up to 5 percent, and about 3, later. In every step of the way, in this program, throughout the whole of the Elementary and Secondary Education Act of 1965, there are fiscal and other means for strengthening the State department, thereby achieving, in my judgment at any rate, the kind of countervailing forces that are needed so that this country can genuinely assure that the Washington Federal program is not one that goes into every little detail but, rather, stays where it ought to be: which is, I think, defined, sometimes positively, sometimes negatively in this bill, that it is out of the operations of the school. I think Wendell Willkie said: "Only the strong can afford to be free." I would like to argue, sir, that this bill is designed to that end.

Thank you, Mr. Chairman.

Mr. PERKINS. Mr. Keppel, we certainly want to compliment you.

Mr. Cohen, is there anything you want to add?

Mr. PERKINS. I will first address a few questions for the Secretary of HEW and then I will have some questions for Mr. Keppel. I will say to my colleagues that we will not abide by the 5-minute rule on this day because the only witnesses we have scheduled today are the administration witnesses and each member will have at least a couple of minutes more than normally allowed. I will not take too much time.

Mr. GOODPASTER. I appreciate that assurance and I hope the witnesses will be available if we wish to have them come back.

Dem's aim to prevent any delay.

Mr. PERKINS. I want to say they will be available all day today and we can run into the night if necessary. They will be here for that purpose. However, we should complete these witnesses' presentations today because we have a schedule for tomorrow and we have a full schedule for next week. There is something scheduled every day. We can ask them to come back but we want to use diligence and proceed the best we can and not waste time, as I believe our recent hearings on this general subject have been fruitful and in general, familiarized the committee on the nature of needs in this area of education.

To my way of thinking, much of the legislation we have before us today is founded upon information developed at hearings we have had in the past, and I certainly wish to compliment the administration's approach taken here. To me there is no greater impact than taking into consideration the low-income families and I think this approach certainly will assure the passage of the legislation because it is tied onto legislation which has proved very effective in meeting critical educational needs.

I have a few questions that some of the members have asked me to get into the record. But before I get into that, Mr. Secretary, in your statement I notice you use the figure of \$2,000 and you stated in all probability, if you used the figure \$3,000, that it would double the amount of money that is being proposed in this bill for the first fiscal year. It seems to me that the administration is seeking here to do first things first and I think this is the most outstanding proposal that has ever come before this Congress: To do something in the greatest area of need and I do not see how any of us can object to the \$2,000 figure because it is in that category that the need is the greatest.

Now, you state that the President's program is unprecedented in size and scope, Mr. Secretary. Could you tell the members of the committee how many of our Nation's public school districts would be eligible for benefits, particularly under title I of this bill?

Secretary CERREZZE. Approximately 90 percent of the 26,000 school districts will participate in the program.

Mr. PERKINS. Does this bill prohibit the expenditure of funds for religious activities or instruction?

Secretary CERREZZE. Yes, the last provision of the bill does.

Mr. PERKINS. Would you read that particular provision in the record?

Secretary CERREZZE. Page 68, section 605, under "Limitation of payments under this title":

Nothing contained in this Act shall be construed to authorize the making of any payment under this Act, or under any Act amended by this Act, for religious worship or instruction.

I may also add that the preceding section, section 604, is also an important section because that section reads:

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

Fed Control

Softball

like question
This is, of course, to prevent the Federal Government from interfering with the internal affairs in trying to strengthen education and keep the responsibility for education in the States.

Client
Mr. Perkins. Under Title III: Supplemental Educational Centers and Services, is there authorization for constructing specific buildings to serve as educational centers?

Secretary CLEGGREZZE. Yes. The bill does provide for grants to build supplementary educational centers but we do not encourage that. It can be done under the provisions of the bill, but the program, as we like to believe, is not a program for constructing buildings but rather to provide a variety of special educational services to supplement the programs of elementary and secondary schools. I think the bill itself spells out pretty specifically on page 28 and on page 29 and part of page 30 what the program is intended to do; but it does provide, for example, subsection (b) of section 303, which reads:

(b) the establishment, maintenance, and operation of programs, including the lease or construction of necessary facilities and the acquisition of necessary equipment, designed to enrich the programs of local elementary and secondary schools and to offer a diverse range of educational experience to children of varying talents and needs by providing supplementary educational services and activities such as—

(1) comprehensive guidance and counseling, remedial instruction, and school health, psychological, and social work services designed to enable and encourage persons to enter, remain in, or reenter educational programs, including the provision of special educational programs and study areas during periods when school are not regularly in session.

Then there is a whole series of others, Mr. Chairman.

Mr. Perkins. Now turn to page 3 of the bill under "Basic grants—Amount and eligibility" section 203. I notice there, Mr. Secretary, that section 203 of the bill, paragraph (2) on page 4, states that the amount of the basic grant for any local educational agency in fiscal year 1966 can be no greater than 30 percent of the school district's current expenditures, the expenditures for that year. Why did you stop the limitation there?

Secretary CLEGGREZZE. Under the bill that only applies to fiscal year 1966 and does not apply to fiscal years 1967 and 1968. It is what we call the prudent manner in analyzing the amounts of money that could be spent by some school districts. Some of the poor school districts, if they received a large amount all at once, we do not think could prudently use all of it at one time. We thought by putting a limitation of 30 percent we could utilize the money better. We are interested in the efficient use of the money. We do not want money wasted and we put the burden on them to watch their dollars. At the end of the year when we analyze the full program the bill provides for the Secretary to make an evaluation. At that time the Secretary can either raise the amount or lift the limitation, but we thought under the prudent theory that the 30-percent limitation was the point where we ought to operate.

Mr. Perkins. While we are on title I, it has been brought out here, I think clearly, that the legislation requires maintenance of effort on the part of the school districts and the legislation provides a special incentive grant for the States and local districts that do a better job of providing funds in the future. Is this to your satisfaction clearly spelled out in the bill that requires the school districts—I mean compels them—to maintain as much as they are doing at present in the expenditures for education?

Secretary CLEGGREZZE. On page 13, under section 207 (c) (2) it is specifically stated that:

(2) No payments shall be made under this title to any local educational agency for any fiscal year unless the State educational agency finds that the combined fiscal effort (as determined in accordance with regulations of the Commissioner) of that agency and State with respect to the provision of free public education by that agency for the preceding fiscal year was not less than such combined fiscal effort for that purpose for the fiscal year ending June 30, 1964.

Now, under section 204 on page 7 we have "Special incentive grants." It was our thinking that we should not penalize, but should encourage, these local school districts to do more, and, therefore, we provide under section 204 an incentive grant of 5 to 10 percent. That is pretty well spelled out in the act.

Mr. THOMPSON. Will the chairman yield at that point?

Mr. Perkins. Yes; I yield.

Mr. THOMPSON. I did not understand what you said with regard to 5 and 10 percent.

Secretary CLEGGREZZE. Under section 204—I will read the section because I think it is self-explanatory:

Each local educational agency which is eligible to receive a basic grant for the fiscal year ending June 30, 1967, shall be eligible to receive an additional special incentive grant equal to not more than the amount by which the current expenditures of that agency for the preceding fiscal year exceeded 105 percent of such expenditures for the fiscal year ending June 30, 1965. Each such agency which is eligible to receive a basic grant for the fiscal year ending June 30, 1968, shall be eligible to receive an additional special incentive grant equal to not more than the amount by which the current expenditures of that agency for the preceding fiscal year exceeded 110 percent of such expenditures for the fiscal year ending June 30, 1965.

Mr. THOMPSON. Will the chairman yield further?

Mr. Perkins. Yes.

Mr. THOMPSON. Section 207 (c) (1) seems to apply where a State makes into consideration payments from the Federal Government under this title in revising grants to local educational agencies in the State for State aid. Many States do that now in connection with 874 payments. It is not clear to me how the section would be applied. Will you clarify for me?

Mr. CLEGGREZZE. Subsection (c) (1) of section 207 is designed to take into effect the fact in analyzing formulas involving State aid the States would not reduce the amount of State aid when the new Federal money came in. The whole concept is that the Federal aid money should be additive, so subsection (c) (1) is to take care of the fact that whoever is handling the State formula will try in the coming year to recast the aid provision.

Mr. THOMPSON. Suppose the State revises its State aid to provide additional aid to all districts to be distributed on the per capita basis ignoring the needs of the poor districts, that provision would not specifically take into consideration the Federal program and yet it is clear it would be easier if the Federal program were giving more help to the poorer districts.

Mr. CLEGGREZZE. If it did and it resulted in the total amount of money available to the local educational agency being less than it was in the previous year, I think then we would find that in combination, (c)

(1) and (c) (2), that the Federal additional money would only be given insofar as it was additive.

Mr. THOMPSON. I would think then, Mr. Chairman, we should make very clear in our legislative history, if we can, that there should be no such actions by the State which would grab the benefit of the Federal money to the detriment of the poorer districts by doing it on a per capita basis.

Mr. PERKINS. I agree, Mr. Thompson.

Secretary CEREZZE. That would defeat the purpose of the bill.

Mr. GOODELL. Will the chairman yield?

Mr. PERKINS. I yield.

Mr. GOODELL. Mr. Cohen, you sound like you will apply a simplified formula and if the State, for whatever reason, reduces the amount of aid to a given district they will not be eligible for this program. I think in the State of New York, where we have constant controversy between rural and urban areas getting their fair share—are you saying if a State like New York revises its formula in such a way that certain areas lost money, and this applied on a basis across the State in order to reduce State aid to certain areas, that New York would not be eligible to participate in this program?

Secretary CEREZZE. Our thinking behind this is not to look solely at the reduced expenditure. For example, if we said, "You are spending \$100 per pupil and let us maintain that," I think we would be saying to the community, "If you can perform the same services through efficiency for \$90, we have to look at that." So I do not believe you can say pointblank that if the expenditures go down they are automatically cut off. We want to know the reason why the expenditures went down. If the reasons are that they have put in new methods and thereby cut their per capita cost, but the educational level is maintained at the same or higher level, we do not want to penalize them for being prudent.

Mr. GOODELL. If there is reduced State aid in a certain district, you will pass judgment on the reason for that reduced aid?

Secretary CEREZZE. Yes.

Mr. COHEN. There is one other factor: That is true in regard to (c) (1) but going to (c) (2), to further answer your question, the key is that it says "combined fiscal effort." It does not say dollar expenditures. If I understood your question correctly, it is possible that the dollar expenditure could go down in some way if the combined fiscal effort was maintained. Let us say the assessed valuation in the community had declined because of the absence of some industry or the change in evaluation in that district and they put forth less money, but the efforts were still maintained, then that would be acceptable under this.

I want to make clear that (c) (2) is not maintenance of effort in terms of the quantitative number of dollars but it would be a relative scale of what the State and locality expend.

Mr. BELL. Will the chairman yield?

Mr. PERKINS. I yield.

Mr. BELL. How do you judge effort?

Mr. COHEN. Effort is a very complex matter and that is the reason why, in lines 4 and 5, it says "as determined in accordance with regulations of the Commissioner." I think in order to get effort in many districts, where the school system is supported largely by property

tax, you have to get assessed valuation in terms of total school expenditures and that is difficult in many States where they do not have standardized statewide valuations and that is why we put that provision in to get the best information to define effort in terms of taxes, and so on.

Mr. PERKINS. Mr. Secretary, I have received some communications stating that title I was too rigid, not flexible, but I do not feel this criticism is justified when I read on page 2 of the bill that it is to be the policy of the United States to provide financial assistance to local educational agencies serving areas with concentrations of children from low-income families to expand and improve their educational programs by various means including, where necessary, the construction of school facilities which contribute particularly to meeting the special educational needs of educationally deprived children.

Now, that language and the other language in title I is flexible to the extent that the needs in that particular school district are required to be set forth in a plan and teachers' salaries, school construction, school facilities, or any of those things can be accomplished under the plan that will be submitted by the State and later approved by the Commissioner of Education.

Secretary CEREZZE. That is correct.

Mr. PERKINS. Now I have two or three questions I would like to ask, Mr. Keppel. First, I understand that is an amendment to Public Law 874 and title I—I mean this will become title II of Public Law 874. Am I correct?

Mr. KEPPEL. That is correct, sir.

Mr. PERKINS. It has an expiration date of June 3—what year?

Mr. KEPPEL. 1968 for title I.

Mr. PERKINS. And the basic law, title I, expires June 30, 1966, or 2 years earlier. Am I correct in that assumption?

Mr. KEPPEL. That is right, sir.

Mr. PERKINS. That is one thing that I think we should get comments on from the Commissioner because a lot of the members are asking questions.

As of July 1, 1966, will the new title II become title I or the basic law then in force for the following 2 years? Is that correct or not?

Mr. KEPPEL. I would say not, sir. As you may know, Mr. Chairman, the administration is now engaged in a study of the economic impact—

Mr. PERKINS. When will that study be completed, approximately?

Mr. KEPPEL. June 30, 1965—this coming June 30.

Mr. PERKINS. Will that information be made available, or certain phases of the study, so that this committee can give it consideration before final action is taken on this bill?

Mr. KEPPEL. We will enter a statement in more detail than I make now in the record. The Department of Health, Education, and Welfare has entered into a contract with the Stanford Research Institute to undertake studies of the economic impact of legislation on communities and, indeed, on States. This will include not only general economic analyses but specific cases. We can enter a much more detailed statement for the record.

Mr. PERKINS. I am not so sure but that that consideration should be given because some of the supporters of the impact legislation, who

may now be lukewarm to title II, feel that we perhaps should extend the expiration date of Public Law 874. I think we should give that some consideration but, personally, I feel that the recommendations of the Department and of President Johnson is the greatest single step ever undertaken to do something in the area of greatest need, insofar as fulfilling educational opportunities.

Now, could this legislation, particularly under title I, actually increase the range of choices open to the local school administrators and give more freedom, more local autonomy enjoyed, under this proposal and actually create more freedom on the part of the local school districts?

Secretary CLEGGREZZE. That is absolutely right and that is one of the purposes of the act; to strengthen the local education system.

Mr. PERKINS. There is no Federal control involved except the Federal Government requires the submission of a plan. Am I correct in that?

Secretary CLEGGREZZE. That is correct. The Federal Government requires of States their plan of operation. They formulate the plan. Outside of that, under the section I read to you, we have no jurisdiction over how they operate whatsoever.

Mr. PERKINS. Let me again compliment both you and Dr. Keppel.

Mr. Brademas, you may proceed.

Mr. BRADEMAS. Mr. Secretary, I want to compliment you and your colleagues on your splendid testimony. Those of us who have sat on this committee a number of years want to compliment you. Your proposal is remarkable in demonstrating a sense of imagination, in focusing on the greatest need in education in our country, and in its scope and practicality. I think this proposal is a great compliment to you and especially to Commission Keppel and certainly to President Johnson, who has clearly indicated he intends to be a President who will do something for the children of the country. I am sure we are going to pass this bill and, armed with this conviction, I think our responsibility as members of this committee is to try to make it as good a program as possible so far as its impact on education in the country is concerned. That is the general theme of my questions to you. If we have the votes to pass this legislation, which I think we do have, we want to be sure we pass a very good bill in terms of the effect of the bill on the educational process.

First of all, how will communities be able to find or train the staff to man the several new programs you are suggesting we provide?

Mr. KEPPER. If I may answer that, in title IV, under the amendments of the Cooperative Research Act, you will recall it is suggested, Mr. Brademas, that part of the duties of the regional centers shall be training. As a former dean of a school of education—I am perhaps so far away from it now I no longer qualify as a witness—but in the older days it was clear to me that the preservice and in-service training of teachers needed reform and it has had in the last 10 years considerable reform, but not far enough. Such regional training centers I think are the natural forums for the training and retraining of many of the men and women who will be involved in these programs. We have not worked out a program for the training of teachers particularly for disadvantaged children.

Mr. Brademas, I noticed that training of teachers was one of the purposes of title IV but I would be dubious that you can provide

enough through this title to go into the slum areas, to cite one great and obvious need. One profound misgiving I have about this whole bill—which I think is a first-class bill—is that we do not give enough attention in it to supplying the manpower and womanpower for the new programs for which we will provide money.

Mr. KEPPER. I am a little more optimistic than you are as to the supply of teachers for disadvantaged children. There is a change in this area. A good many of the universities are now reforming their training programs for the purpose of training teachers to work with disadvantaged children. I do not have the facts as to the numbers which might be required, but you are putting your finger on a central point.

Mr. BRADEMAS. Just following that question I have two or three other related ones.

We have heard statements from you today that low-income-family children today usually receive poorer quality education than children from middle- and high-income groups; that the teachers in low-income areas are not as well paid and so on. Is there any hard evidence for these specific facts?

Mr. KEPPER. In my testimony I referred to some studies—one by James of California—that showed there was a direct correlation between learning and accomplishment and low income.

Mr. BRADEMAS. How can we be sure that if we spend more money on education for low-income children we will in fact improve the quality of their education? To put it another way, do you plan to undertake any cost-quality analyses to make sure that we will in fact improve the educational level of these children under this proposal, or will they still wind up at the bottom of the educational heap?

Mr. KEPPER. The bill is for 3 years and requires that there be a report to the Congress. You will find reporting requirements throughout from the States to the Office of Education, to HEW, and from HEW to Congress, assessing the success of this program. We have obviously been thinking of the kinds of data that would show whether title I is having the effect we all want.

Mr. BRADEMAS. Right.

Mr. KEPPER. What are these kinds of data? There are obviously simple but extremely important ones. At the end of 3 years will the holding power of the schools that have these low-income children go up? Can we make it go up higher? In these areas what is the delinquency rate? Almost every school district has a testing system of its own. We have some benchmarks as of now against academic accomplishment. Another would be the extent to which we can effect the figures which the Secretary did not have time this morning to show and which I suppose are more closely identified with the higher education bill, that is, the percentage of children from low-income groups that go on to college. That is another more objective test of whether title I is effective. The statistics show this group is rising. That is the kind of data we should have and if the program does not effect that in 3 years I think we should be subject to serious criticism.

Mr. BRADEMAS. The President and you have talked about preschool programs in this area, which is a new field we are about to enter if we pass this bill. Do we know how to spend money intelligently for preschool programs in slum areas? I don't want to see us subsidizing

federally sponsored day-care projects. We should try rather to provide educationally sound and imaginative programs to teach preschool children.

Mr. KERR. This is a new field in the United States but, of course, in Europe people have been engaged in it for a century, but unhappily it is new in the United States. I doubt if you and I would be unhappy if a group of kids were in a healthy environment with a decent meal. But apart from that we have evidence—in this testimony I think I refer to studies underway in Baltimore which show the progress of children from disadvantaged environments who have had this advantage and who have now started kindergarten and first grade. Children in the kindergarten who have had this advantage, when compared to others who have not had such experience, are doing better. When you get to the first grade it shows they are moving from the bottom in reading comprehension to where they ought to be. These studies would suggest that this experience is moving these children out of that kind of continuous school failure. We will just have to follow the evidence. The beginning evidence indicates that it is worth the money.

Mr. BRADENAS. This is such a big bill we do not have time to ask questions out of it. I refer to title III. It seems the major justification for that title is that there is an apprehension that State and local authorities have perhaps not been doing as much as they should for poor people in providing more textbooks, more libraries, and more imaginative aids to education. This bill proposes to help remedy these deficiencies.

But the governing board which would control a supplementary educational center, as I read the bill, would include a representative of the local public school agency, which I would strongly support, and to quote the language of your proposal, "and one or more of the following: institutions of higher education, the appropriate State educational agency or agencies, and other public or nonprofit private agencies, organizations, or institutions, such as museums or universities or libraries or other institutions."

I am frankly a little apprehensive that we might in certain situations in the United States, under that title, put money in for one of these supplementary educational centers which would be controlled, for example, by a public school agency which would not be receptive to the new ideas which it is precisely the aim of this title of the bill to encourage. Is there not some way by which, while still maintaining local school agency participation and local autonomy, we could encourage a wider representation of local institutions so that we could avoid the subsidizing of a buildup of more of the same old kind of education?

Mr. KERR. May I respond in two ways. First, let me explain the reason for introducing the language as it has been put before you, that is, with the local public school system as the required agency plus another organization. There might well be circumstances in which, perhaps in a rural area, there would be only one institution, museum or university which would be a part of the enterprise. One could presumably change the language to change the numbers. "Mr. Bradenas. Perhaps say 'as many as appropriate subject to the judgment of the Commissioner of Education.'"

Mr. KERR. Of course. But you can see why in drafting it originally we did not want to insist on a group where we might not have a representation of museums, libraries, and so forth.

There is established in the bill a committee to advise the Commissioner and to review these proposals. I think the nature of that committee and the intent the legislation has so clearly stated is a safeguard. If I understand you, Mr. Bradenas, you are concerned that these very large public investments go toward the continuous upgrading of the quality of staffs, program, curriculum, and everything else. We have to have some safeguards built in. I think we have some. It might be well to change the words to those you suggest.

Mr. BRADENAS. On the matter of school libraries, who decides what goes in the school libraries? The Secretary had charts which show that many elementary schools had no libraries and if they do not have libraries they would not have librarians. In addition, the local school board is often not the same as the local library board. I do not see clearly spelled out in the testimony who makes those very important decisions on selection of books. I am apprehensive. I would like to see these decisions made in the local community. I say to my Republican friends, I would like to see the decisions made in the local community and not by some State textbook commission, for example. I would also be apprehensive about book hucksters—I do not mean legitimate booksellers—going about the countryside trying to take advantage of these funds, and not having a good local group to make these decisions.

Secretary CERNERZ. Under the bill either the appropriate State or local education authority pays for the books.

Mr. BRADENAS. The local?

Secretary CERNERZ. Appropriate State or local the way the bill reads on page 20, the last paragraph.

In analyzing this—

Mr. PERKINS. Even though we got that provision in the bill, wouldn't we have to take into consideration various State laws that are already in full force and effect insofar as the selection of textbooks is concerned at the present time, which I think in our State requires the full cooperation both at the local and State levels?

Secretary CERNERZ. The bill does provide, as I testified, from the charts, that in the event there are laws prohibiting, for example, books to go into nonpublic schools, the Commissioner of Education then through the State department can make the award or pay for the books.

In analyzing this problem, we had quite a long session. There were certain perils, when we started saying that the National Government will pay for textbooks in the school systems. We wanted to be careful, that we did not centralize power on the Federal level as to what textbooks were going into local school districts. We wanted to build up barriers to that. We decided that the States or the local boards will decide what schoolbooks they want in their State plan and then, having decided that, the expenditure can be for that purpose. Nowhere can the Federal Government tell the State or local school board what textbooks they must use. As a matter of fact, we were extremely careful to make that specifically understood.

Mr. Brademas. Mr. Secretary, I might say that is not my fear. I share your point of view on that. What I am really concerned about is that in local communities where no school library exists, if the local community is to be making this kind of decision or if the State agency is to be making such a decision, they draw on the best intelligence of the community to make sure that good textbooks go into the libraries. I do not have any quarrel with what you are saying.

Secretary Cellerreze. They would follow pretty much the procedures that they follow now in the selection of books to be used. In most States the State does have a voice in it and the local school districts have a voice in it. That again is a question for the local people to decide. We do not want the Federal Government to intervene under any conditions and tell a State government or local government what textbooks they must use.

Mr. Brademas. I understand that. Thank you very much.

Mr. Perkins. Mr. Goodell?

Mr. Goodell. Mr. Secretary, what limitations, if any, do you recognize on Federal involvement in education?

Secretary Cellerreze. The concept of the amount of involvement for the purpose of monetary participation on the Federal level has certainly changed drastically since the end of World War II. As I tried to explain in the chart showing the background of the educational acts, the Federal Government participated initially at a time when this was a nation predominantly geared to the agricultural economy, in the Smith-Hughes Act and the land-grant college acts.

We now move from that era to an urban society where 70 percent of the population and within the foreseeable future approximately 90 percent of the population will live in urban communities. While the act of 1958 was geared to the defense of the Nation, our analysis since that time shows that the economy and the forward thrust of this Nation as a whole depended upon a strong educational system, and depended upon education being available to every individual regardless of his economic status or race. In recognition of this and because of the mobility of our population, the Federal Government must play an important part from the monetary point of view in making assistance available to the school districts through research grants. For example, I think it is an area where the Federal Government ought to do much more research and development because you cannot depend upon individual local school districts to bear the burden of all research and development for everybody else to use. That is an area where the Federal Government plays a very important part.

I think in these communities where because there are just not the physical facilities to provide a sound tax base or in communities which are experiencing an influx of families from the poorer economic sections of the country, who go to the city with the thought that they might have an economic advantage—the child who comes from a school district at 11 or 12 and probably went to the third grade and suddenly you find him in your school district and you have to give him special attention—I think in those areas the Federal Government has a very vital part in the total development of the educational system of this country in partnership with the State and local communities.

It has been proven that education is the solid foundation. After all, education is the biggest business in the country. We spend \$30 billion

a year on it. For the growth of the Nation the Federal Government must play an important part on a partnership basis, leaving the control on a local and State basis.

Mr. Goodell. Mr. Secretary, I agree with you as to the importance of education and there is a Federal role, but I do not believe you named any limitations on the Federal involvement. I am interested in where we are headed here. How far do you believe we should go with Federal involvement in education? Are we simply to stipulate, to try to change the direction of education at various levels? What are the limitations on Federal involvement here?

Secretary Cellerreze. The only limitation I can see is that the Federal Government has a responsibility to see that every young man and every young woman and every illiterate person has an opportunity to get a decent education in this country. When in the examination of our total education program we determine there are millions of children living in depressed areas who are not provided with adequate educational means, I think it is a national duty to do something about that.

Mr. Goodell. By whatever means is necessary?

Secretary Cellerreze. No; I do not say that. I am talking from the monetary point always. I emphasize that. I have said it now a half dozen times. Always leaving the control of the education on the State and local level.

Mr. Goodell. Complete control?

Secretary Cellerreze. Complete control of it.

Mr. Goodell. One hundred percent control on the State and local level? The Federal responsibility is to provide the monetary resources?

Secretary Cellerreze. The Federal responsibility is to provide monetary resources pinpointing them to distressed areas or where there is a vacuum where something has not been done.

Mr. Goodell. Pinpointing to the area. Do we go any further than just to see that the money goes to the areas of need?

Secretary Cellerreze. I think when Congress passes an act appropriating money, it specifies for what area that money must be used. Mr. Goodell. This is the whole point. I think we come back to it.

It seems to me in these debates we often are kidding ourselves, we are looking at an illusion that if you get Federal involvement to the degree that you are discussing monetarily, we as public officials must see to it that that money is directed properly and used and focused to meet the needs as we conceive them at the Federal level. When you say that in one month and then turn around and say, "But control is completely at the local level," you have a contradictory situation.

Secretary Cellerreze. I do not think I said in one month that and in the other month this. You pay close attention to what I said. There is nothing under any bill of any nature passed by this Congress which forces a local or State to accept any money. What the Federal Government says to the State is: "There is a specific need in this area. We think that these low-income children are being deprived of an adequate education. We see reasons why you cannot expend more money. We will give you this money for that specific purpose and you decide whether you want it or whether you do not want it."

Mr. Goodell. "If you want it, you do it our way."

Secretary CLEGGREZZE. No; it isn't that broad. If you want it we say this money must be directed to take care of these evils, but the manner in which you take care of these evils is left to local discretion. That is what this bill provides for.

Mr. GOODELL. Of course, this gets into another area which I would like to pursue with Dr. Keppel in a few minutes.

Yes; I yield to the chairman.

Mr. PERKINS. As I understand the Secretary's statement, he is stating that it is the duty of the Federal Government to be a partner when the States and local school districts throughout the country do not do the job, for various reasons; for example, in my area, the coal mines closing, declining farm income, and generally depressed economic conditions. Suburban areas have wealth and city slums do not have the wealth. With the growing problems there is no tax base to go to for assistance.

As I understand, the Secretary is saying in those areas it is the duty and the responsibility of the Federal Government to be a partner in interest to see that every child has an education, but in so doing to preserve the traditional educational control in our local school districts. The Federal level merely establishes some guidelines through plans and provides for an accounting of the funds, which is done under the impacted legislation, where there never has been any criticism of Federal control. I know in 1956—and this follows virtually the same language to a great degree—we had practically every school administrator in the country in here and all of them stated there was no Federal control or Federal direction involved. We are simply trying to provide some incentives and some supplementary funds to improve the quality of education, as I understand the legislation.

Mr. GOODELL. Mr. Secretary, do you accept this eloquent paraphrasing of your thought here?

Secretary CLEGGREZZE. The chairman did it very eloquently. I may add, Mr. Goodell, that the question of control of education is one that goes pretty far back, ever since the Federal Government gave any assistance. I think we have demonstrated and Congress throughout the years has demonstrated that it can give assistance to education without control. That is true of the land-grant colleges, it is true of the impacted areas, it is true of the National Defense Education Act, and it is true of the Higher Education Facilities Act, which was passed last year. Vocational education is another important area.

I think it is also true that these programs on the national level always stay under the control of the Congress of the United States. Most of these programs are for a definite duration. They may be extended, but I see the great wisdom in forcing the administration to come back to Congress every so often and review. If at that point the Congress of the United States thinks there is too great control, if there is control at the Federal level, then the Congress can act accordingly. But the best argument I can give you is the historic fact that the Federal Government has been assisting education for over a hundred years and there has been no control of it.

Mr. GOODELL. Mr. Secretary, I will not pursue this. I would like to go into the detailed authority of the Federal Government here with Dr. Keppel later through the criteria they can set up for the State plan. It seems to me what we get into every time in this discussion

is that the Federal Government moves into this field because we want to accomplish certain things. Then you say there will be no control. Then we say if there is no control, you cannot be sure you are going to accomplish your objective, so we have to put some control in to be sure that it goes to the areas and the places that we are concerned about. It is just a question of how you define control. Obviously there has to be some control. I was asking you what limitations you recognize on the Federal powers here in education. I still find it very fuzzy in my mind and I think it very fuzzy on the record if there are any real limitations on the Federal involvement.

Secretary CLEGGREZZE. I think we have to draw a distinction. Mr. Goodell, when we use the word "control," as to the objectives to be accomplished by the legislation and, on the other side, the administrative part of the legislation.

Mr. GOODELL. Absolutely, but you are not saying how much there is going to be.

Secretary CLEGGREZZE. Under the administrative part of the legislation I know every bill on education that I have had to deal with before Congress has specific language. I read it a moment ago, prohibiting the Federal Government from in any manner interfering with the administration of the programs on the local level. That is the second from the last paragraph of the bill, as I recall, section 604. That language is also used in many other programs of Federal assistance. It is used under the Hill-Burton Act. We cannot interfere with the operation of hospitals the internal affairs of hospitals. I think Congress in its wisdom throughout the years may have had justifiable fears, and, having those justifiable fears, so far as it deals with the administrative part of the program, has put specific language to prevent the Federal Government from interfering in the internal affairs of running school systems or running hospitals.

Mr. GOODELL. If all you wanted to do was to help the locality in a monetary sense, you could pass the tax resources back to the localities, but you obviously do want to do more than just give them more monetary support. You want to direct them and guide them in certain ways. I have read and reread in every single education measure that comes up here this nice, high-sounding, sweet little paragraph that there will be no control. Then you go right into the center of this bill where the power is, and it is right on page 8. The Commissioner sets the basic criteria for every State plan. The State gets the money only if they have a plan that meets the Commissioner's basic criteria. It describes the criteria in some detail and your regulations will end up being written so they go the way the Federal Government wants them to go. You can say it is not control, but they are telling them exactly how to go about it.

Secretary CLEGGREZZE. Mr. Goodell, we have had other bills before. We had National Defense Education Act. Can you cite to me one example in the hundred years that the Federal Government has been in the area of education where the Federal Government has taken control of a program?

Mr. GOODELL. Many examples. Secretary CLEGGREZZE. Where?

Mr. GOODELL. I hope we will have some testimony from these people in detail, in National Defense Education Act and in other programs. I see it in my own local school districts under National Defense Edu-

cation Act. You can talk to any Member of Congress around here and see the way that the guidelines laid down in detail by the Federal Government end up controlling their decisions as to how they spend money and where they are able to spend money.

Let me pursue another line of thought. I would like to go into it with Dr. Keppel in detail.

Secretary CEREBREZZE. I think in certain instances where we have left the decision basically to the schools or to the universities, the universities themselves have requested us to give them guidelines. Guidelines are just for their own use. They ask us, "Based on your experience, give us some guidelines," and we have furnished guidelines.

Mr. GOODELL. Mr. Celebrezze, I am one of those who supports very strongly, as you know, the National Defense Education Act and the higher education bill that we passed. I support it with my eyes wide open that certain controls are there and are necessary if we are to spend our Federal money effectively. What always makes me tear my hair in frustration is when people like you come and say there are not controls. Let's balance out the need for control in these programs in order to make the money effective—

Secretary CEREBREZZE. You call it control. I refer to it as objectives of the legislation.

Mr. GOODELL. You have to have some kind of control to be sure you accomplish the objectives of the legislation.

Secretary CEREBREZZE. To the extent the Secretary has to come before Congress and has to account to the General Accounting Office and explain how the money was spent. It must be spent as outlined in the law.

Mr. GOODELL. Mr. Celebrezze, I do not like to hold up your lunch. I offered that we take a recess rather than carry you through, but the chairman says we shall proceed for a while.

Do you want me to yield to you so you can ask a question?

Mr. THOMPSON. Dr. Keppel will be here this afternoon. Why don't we share a little of the time.

Mr. GOODELL. I will yield to you and come back this afternoon. You are not going to be here this afternoon?

Mr. THOMPSON. I will have a problem being here.

Mr. GOODELL. May I ask one more question and then I will yield to you.

Secretary CEREBREZZE. I am willing to stay without lunch if you want me to.

Mr. GOODELL. I am a little confused, Mr. Celebrezze, as to the basic way under title I that the private school student or the private schools will participate. On page 8 the basic criteria are described in broad terms and I quote from line 11:

that to the extent consistent with the number of educationally deprived children in the school district of the local educational agency who attend nonpublic schools, such agency has made provision for including special educational services and arrangements * * * in which children can participate without full-time public school attendance.

Would you expand a little bit on how your private school student is going to participate in this \$1 billion title I program?

Secretary CEREBREZZE. The local agency would determine, in accordance with its laws, what it could supply or what it could do for these children of low-income families either in aiding in the forma-

tion of curriculum, furnishing supplementary instructional material, special classes in which these students could go for remedial programs, reading, counseling, program instruction. All these could be offered to the private school systems. Educational television is another area. Educational radio is another area. Also, special audiovisual programs. I think the local organizations, the local planning, the local educational agency could offer these services without any difficulty to the private schools in the area.

Mr. GOODELL. Leaving out the text material and instructional material, which are in title II, for which there is a little different criteria, and coming directly to page 8 and paragraph (2) which I read, in a State which has a constitutional bar, does that paragraph authorize a direct Federal grant to a private school?

Secretary CEREBREZZE. No. The grants must be to a public educational institution or school district.

Mr. GOODELL. Where is that prohibited? For instance, on page 8 it says the State agency—

has made provision for including special educational services and arrangements * * * in which children can participate without full-time public school attendance.

Is there another prohibition here?

Mr. COHEN. That section, section 206 (a) (2), which you read, deals with the local educational agency at that point. It is the local educational agency which must make that arrangement. Of course, the preceding sections of the bill provide that the grant can be made only to the local educational agency in accordance with payment to a State agency in section 202.

Mr. GOODELL. Suppose the local educational agency then felt that the best way to set up a preschool clinic was to do it through a private school there in the area, could the local educational agency make a grant to that private school? Could it give the money to a private school?

Mr. COHEN. Not that I can see, Mr. Goodell. This has to be a payment to the local educational agency, which then works out provision for these educational services and arrangements in which children can participate without full-time public school attendance. Let me give you—

Mr. GOODELL. Then without full-time public school attendance, a private school could participate, presumably. If you say as a matter of legislative history that this would be illegal under the act and barred by the act, this is what I would like to have established.

Mr. COHEN. That is correct, Mr. Goodell.

Secretary CEREBREZZE. That varies a great deal, whether by State constitution or State statute; the last count, I saw, I think there were something like 34. Our summary was that States having relatively absolute prohibitions against the use of public funds to aid sectarian schools, prohibited by the constitution, were 28, prohibited by statute were 4.

Mr. GOODELL. A total of 32 in one way or another.

Secretary CEREBREZZE. They vary. There is no set pattern to it. Some States, for example, have a constitutional prohibition, and yet, the State attorney general's opinion, says yes, they can do it even

though there is such a prohibition. So it is hard to pin it down as to what you can and cannot do.

Mr. GOODELL. In fairness to Mr. Thompson, I want to yield. Maybe we can come back to this after he finishes. Let me ask if this way, then: In title II, the \$100 million for library resources and instructional material, textbooks, and things of this nature, you have a provision which says, if I interpret it correctly, that you may give the aid directly if the State is not permitted to give it?

Secretary CLEGG. The Commissioner of Education.

Mr. GOODELL. The Commissioner may give it directly if the State does not authorize it?

Secretary CLEGG. Yes, that is on textbooks and library resources.

Mr. GOODELL. Page 23 of the bill.

Secretary CLEGG. We work directly, but we have to buy those books which are accredited by the State. We do not buy the books directly.

Mr. GOODELL. In other words, in these 32 States if there is one which will not permit State funds to go to a private school, you, the Commissioner, would make the grant directly to the private school for textbooks that are approved by the public school authority. Is that a correct statement of what would happen?

Mr. CLEGG. That is correct; that is one possibility, but I don't think you should go back to the 32-State figure.

Mr. GOODELL. Well, whatever it is.

Mr. CLEGG. That number shouldn't necessarily pertain to any of these titles, because these constitutional provisions are expressed in a number of different ways, some with respect to public funds, some with respect to State funds, some excluding Federal funds, and some in different ways. Under title II students in nonpublic schools would be eligible to receive the books used in the public schools of their State. Our present thought is that these books would be made available by the publishers with payment to them coming from the Commissioner of Education.

I want to say in connection with title I, I think the kind of things envisaged in the paragraph we indicated would be permitted by all States, because it is not a grant of public funds for those purposes.

Mr. GOODELL. I think in the legislative history you gave that is true. I just wanted you to be sure when we talked about special educational services and arrangements we weren't talking about the possibility of a direct grant.

Mr. PERKINS. Will the gentleman yield?

Mr. GOODELL. I will be glad to yield.

Mr. PERKINS. Isn't it true that the aid goes to the pupil and not to the school?

Mr. CLEGG. We have to be sure we are talking about the correct title. In title I, when we talk about title I, we are talking about Federal funds that go to public educational bodies. That is a Federal financial payment to a local public school district and the point we were discussing with respect to Mr. Goodell only has to do with the question of how that local public educational body determines to use its public funds. That is a completely separate question.

Now, the other question Mr. Goodell then developed had to do with title II in the library resources in which there is a somewhat separate situation in which if the State law, the constitution and the law and the practice and the policy prohibit the use of Federal funds to the State for this particular purpose or purposes, then the Commissioner can purchase directly for them, as in the testing program under the National Defense Education Act.

Mr. GOODELL. To the school or to the library?

Mr. CLEGG. To or for the school or the library; yes, sir.

Mr. GOODELL. Then it is not to the student, it is to the school.

I yield to the gentleman. I didn't expect to take that long.

Mr. PERKINS. The gentleman consumed 30 minutes. Of course, he is not limited.

Mr. GOODELL. I would like to come back this afternoon, if we may.

Mr. PERKINS. Mr. Thompson.

Mr. THOMPSON. I would like to reiterate Mr. Brademas' words of praise to you, Mr. Secretary, and to your staff, as one who has been intimately associated with efforts to pass aid-to-education legislation, particularly elementary and secondary, and one who has a few scars to show for those efforts.

I commend you very, very highly, not only on your craftsmanship, but on the concept of this legislation and the manner in which it has been handled. I think you have done a really remarkable job. I would like the association of this effort with the impacted areas law. I have felt and said on the floor of the House that the impacted areas laws are and have been nothing more or less than Federal aid to education, albeit limited. As you recited earlier, the Government has been in the education business since the Northwest Ordinance.

This isn't a challenge, but I would be interested to hear any witnesses which Mr. Goodell or anyone else could produce, whose testimony is that there has been any obnoxious form of Federal control in any of the programs. There has been fiscal control. In the Eisenhower administration there was fiscal control and it is absolutely necessary. There is fiscal control in the National Defense Education Act. In an analysis of the Smith-Hughes, George-Barton, and subsequent vocational education acts, you will find that the Federal Government is in the business of curriculum, selection of teachers, maintenance and operation, and buildings. The only obnoxious Federal control that I have seen here has since been repealed and that was the loyalty oath in the National Defense Education Act. It was Federal control; it was obnoxious and it was done away with. That is the only specific instance I have seen of the complaint.

It is really a shame that with such a great bill before us and a bill with such great prospects that our former colleague, the original sponsor of Public Laws 815 and 874, Mr. Bailey, of West Virginia, isn't with us. I hope that when the President signs this he will invite Mr. Bailey to be there, and get one of those pens, because he really is the father of the program.

My attitude toward 815 and 874 has been that unless they could be used as the vehicle to provide more general aid to education that they should be repealed, because they are, in fact, discriminatory, particularly to the contiguous school districts which can't qualify under them. They have been remarkably successful. You can't

get anyone around here, even those most outspoken in favor of States rights and in fear of Federal control, to say a word in opposition to 815 and 874, yet they provide maintenance, operation, teachers salaries, the whole bundle, so this is a particularly delightful concept.

Of course I am not one who shares, to the extent Mr. Goodell apparently does, the fear that the Federal Government is going to control education. First, I don't think it is. If I had my druthers, I would say, "Well, let's not control education at the State and local level, but let's do everything that essentially we can to get them to do what we want. I am no more afraid of the judgment of the Federal Government in the field of education—I am less afraid of it than I am of the judgment of some of the locally elected school boards with respect to the administration of education programs."

Mr. Carey, of New York, who had to leave earlier left three or four questions for me to ask Commissioner Keppel.

(1) Is it mandatory that every school district receiving funds under this legislation provide programs for the benefit of the private, nonprofit schoolchildren who come from low-income families?

Mr. Keppel. Yes, Mr. Thompson. That is assuming, of course, that there are low-income nonpublic schoolchildren in the area served by the program.

Mr. Thompson. This is predicated on that assumption?

Mr. Keppel. It happens to be on page 8. Section 205 states unequivocally that the local educational agency "has made provision for * * * special educational services and arrangements * * * in which children can participate without full-time public school attendance."

Mr. Thompson. His next question has been partially asked but I would like to ask it in the form in which he left it for me.

(2) What if the State law prohibits such programs?

Mr. Keppel. Well, sir, in every State some type of special educational program or arrangement can be devised for the benefit of all children.

Mr. Thompson. That, I think, is what he believes possible. For instance, under title II, the library services thing, in your colloquy with Mr. Goodell, it occurred to me that is perfectly analogous to the school milk program presently in existence. With respect to other services this is the case of *Everson Township*, in which the Supreme Court held the sharing of facilities, in this instant transportation, to be constitutional.

Mr. Keppel. We don't believe such programs as the preschool and afterschool—and all of this makes sense for the particular type of schools we are speaking of—violate any State law. We know some States would not permit shared or dual enrollment, but we believe most States would. If shared time isn't legally permitted, then, for example, educational TV, radio, and so forth, are possible.

A tentative allocation, somewhat different from what the Secretary gave earlier, Mr. Thompson, suggests that the kind of special projects which are described in my testimony—which I perhaps gave you at too great length—suggests that State laws would make probable special programs in many States. It depends on what program you are talking about.

Mr. Thompson. Mr. Carey asks next:

(3) Will the public school districts be able to send educational specialists, speech therapists, and so forth, into nonpublic schools to provide services directly to the children of low-income families?

Mr. Keppel. The legislation before you would permit such services if the local school district wanted to establish them. These are other examples of the kinds of special programs that might be supported under title I. We estimate that such programs would be probable in 18 States, possible in 25, and possibly precluded in 7 States.

Mr. Thompson. Could a child participating under an arrangement in which the child would have no attendance in the public schools—in other words, does the phrase "full-time attendance" imply there must be some attendance to qualify? I am referring to page 8, lines 18 and 19.

Mr. Keppel. Would you mind saying that, again, Mr. Thompson? I am not sure I followed it.

Mr. Thompson. Could a child participating under an arrangement in which the child would have no attendance in the public school—in other words, does the term "full-time attendance" imply there must be some attendance in the public schools—

Mr. Keppel. I am sorry I missed it the first time. The answer is no. Mr. Thompson. Now, he has two more which he wants made clear as a part of the legislative history: Is it mandatory that the public school district under title I provide some type of service to the educationally disadvantaged children in the parochial schools? That is the children disadvantaged because of poverty?

Mr. Keppel. I think the response I gave to the first question, sir, would cover that. That is, if the country has children who meet the requirements, then I would say my first answer would give it.

Mr. Thompson. The services authorized under title I can be either by bringing the child to the public school or if this isn't practical, by sending the service to the nonpublic school child where he is. The former arrangement would be shared time and the latter shared services. You see no impediment to this?

Mr. Keppel. Again, subject to local or State limitations in which we said there were variations, that is right.

Mr. Thompson. I have no further questions at this time. I am sure some will develop, but once again, I would like to commend you, Mr. Secretary and Mr. Keppel, Mr. Cohen, Dr. Halperin, and all of the others who developed this. It is a really thrilling thing to say—a very real possibility of Federal Government finally being able to help at the elementary and secondary school level.

Thank you, Mr. Chairman.

Mr. Perkins. Mr. Secretary, can you see your way clear to get back here by 2 p.m., or do you prefer 2:30?

Secretary Carmichael. I would prefer to go right through if the chairman would like.

Mr. Perkins. Mr. Goodell suggests we adjourn and come back.

The committee will recess until 2 p.m.
(Whereupon, at 1 p.m., the committee adjourned to reconvene at 2 p.m. of the same day.)

AFTERNOON SESSION

Mr. PERKINS. The committee will come to order.

When we recessed the gentleman from New Jersey was completing his interrogation and the gentleman from New York had yielded to him. The gentleman from New York, Mr. Goodell, is now recognized.

Mr. GOODELL. First, Mr. Secretary and Dr. Keppel, we get a lot of figures thrown into these hearings. I used the figure \$5 billion being spent by the Federal Government today in various forms of education and training, which was derived from your publication. I think it actually was \$4.9 billion in your legislative notes. I notice your statement, Dr. Keppel, gives the figure \$6.3 billion on page 2. I wonder if you can explain the difference in the figures. I do not want you to go into details but is there some inclusion in the \$6.3 billion that is not in the \$5 billion?

Mr. KEPPEL. I am sure there is. The problem is the definition of what is education related. The Bureau of the Budget, in estimating the expenditures during the current fiscal year 1965 used some data— which I would like to introduce in the record—that is not to be found in the \$4.9 billion figure.

Mr. PERKINS. Do you have that data with you?

Mr. KEPPEL. I do not think I brought the breakdown with me.

Mr. PERKINS. Without objection it will be inserted in the record at this point when you procure it.

(The data referred to follows.)

EXPLANATION OF CONTENT OF ESTIMATES OF FEDERAL FUNDS FOR EDUCATION,
FISCAL YEAR 1965

1. Total in legislative notes: \$4.9 billion

This tabulation was based on a review of appropriations requests for the various programs for fiscal year 1965. It excludes funds for training of Federal employees and military personnel, both outservice training and in-house training except in the military academies, funds for the Library of Congress and the Smithsonian Institution, and contractual services of educational institutions for international education activities.

2. Estimated of "Federal funds for education, training, and academic science" \$6.3 billion

In addition to the programs included in the \$4.9 billion figure, these amounts are included: \$1.3 billion for military, technical, and professional training of military personnel; \$0.1 billion for training of Federal employees and adjustments for Office of Economic Opportunity Manpower Development and Training Act, and Area Redevelopment Act programs to reflect estimated obligations in the fiscal year.

Mr. GOODELL. Because I conservatively said in my statement we are now spending \$5 billion and if this legislation passes we will be spending \$7 billion, and your figure is \$8.6 billion.

Mr. KEPPEL. The difference there is clearly involved with the new legislation.

Mr. GOODELL. I would also like you to give further information on the figure on page 4 of Mr. Celebrezze's statement that in 1963 the per capita expenditure on education of all governments—Federal, State, and local—was approximately \$131, while the direct expenditure of the Federal Government was \$4. That seems to me to be a very misleading figure in view of the \$8.6 billion Federal expenditure we are talking about or \$6.3 billion at the present level. I would like you,

for the record, to submit what figures went into determining the Federal Government was making a direct expenditure of \$4 per capita as compared to \$131 per capita, because the overall figures we have from your Department would show the Federal Government is roughly spending \$1 out of every \$6.50 for education today and if this legislation passes, of course, the amount of the Federal contribution would be considerably greater.

Secretary CELEBREZZE. I think, Mr. Goodell, when the \$5 billion figure is used that covers many areas. For instance, that covers the college dormitory program conducted by FEHA. I think we have to take into consideration those programs which are directly aiding education and those programs which are directed at matters which are incidental to education. You have the service academies in here, the Coast Guard, the Merchant Marine Academy, West Point, the Air and Naval Academies. But we will furnish that for the record for you.

Mr. GOODELL. In your statement, Dr. Keppel, particularly you stressed the importance of preschool youngsters and, as you know, believe very deeply in this approach. My concern is we are going, in title I, to make \$1 billion available and I see nothing in title I that would indicate that any particular stress is going to be given to the preschool youngsters. You use the ages 5 to 17 in determining how much money will go to these areas and your chart showed graphically this morning that the Harlem students started out behind in the first grade and steadily lost ground. They obviously were off the track educationally. If they start off the track and we are not going to do anything in this program to prevent that—

Secretary CELEBREZZE. I think I said in my opening statement—I do not think you were here at the time—that additional moneys were being made available through the Office of Economic Opportunity.

Mr. POWELL. Will the gentleman from New York yield?

Mr. GOODELL. Yes.

Mr. POWELL. I wonder if you would furnish us, as we asked Mr. Shriver to do in the war on poverty program, how much you have budgeted for the preschool program.

Secretary CELEBREZZE. I said in my opening statement that it should also be remembered that the President's program includes \$150 million in fiscal year 1966 in the economic opportunity program to aid preschool and nursery school education. That is not in this bill but we have made it available because in the passage of the economic opportunity bill we provided a preschool program. There is coordination among the two agencies.

Mr. GOODELL. I would be very concerned about the failure to have in this program some kind of involvement of your school officials in preschool matters. I think the fact we have a program in the poverty bill complicates it more.

Mr. CONN. On page 9 of the bill there is a requirement that—

wherever there is, in the area served by the local educational agency, a community action program approved pursuant to title II of the Economic Opportunity Act of 1964 (Public Law 88-452), the programs and projects have been developed in cooperation with the public or private nonprofit agency responsible for the community action program.

That comes about because last year this committee did authorize, in title II of the community action program, various types of remedial and non-curriculum-type programs. The thought was not to duplicate what is in there but to provide that there must be cooperative action between the money given in title II of the community action program and this particular title.

Mr. GOODELL. I think that is a worthy objective but when you are working two different Federal agencies, in working with your school officials, it concerns me that there might be conflict.

Mr. COHEN. We gave a good deal of consideration to that. Since this was the same committee that authorized a going into the preschool field, we thought since you had already authorized that you would either have to amend that act to make it all-inclusive here or provide there had to be coordination here. So we built on what the committee did last year.

Mr. GOODELL. In other words, none of this money will be going to preschool youngsters?

Mr. COHEN. That is correct.

Mr. GOODELL. I find that hard to balance in my mind. Secretary CLEGGREZZE. I think we have to qualify that. In the setting up of programs, in cooperation between public and private schools, there can be preschool activities under title I of this bill.

Mr. POWELL. If the gentleman from New York will yield again, I think he is pursuing a good point. We would like to know how much you budget for such a program.

Mr. KEEPER. May I speak to that?

The very nature of title I is that the program shall be devised by the local public school systems and the program might include pre-schools provided, as stated on page 9, paragraph (6), there is coordination with the community action program of the Economic Opportunity Act, which includes preschool. For us to state there would be funds allocated for preschool under title I, I think, would go against the whole principle of local choice.

Mr. GOODELL. In case of a conflict, which would yield to the other; the community action program of title II of the Economic Opportunity Act or your program under title I of this act?

Mr. KEEPER. The language on page 9 requires that the State, in approving a local plan, say that the programs and projects have been developed in cooperation with the public or private nonprofit agency responsible for the community action program.

Mr. GOODELL. In other words, the State will decide if there is a conflict?

Mr. COHEN. There could be funds under title II of the poverty program or under title I of this program but not under both.

Mr. GOODELL. That is correct.

Mr. COHEN. There could be funds under title II of the poverty program or under title I of this program but not under both.

I could conceive this: That the community action program, under their program, might deal with only certain sections of a city and the poverty program might deal with a certain geographical area and some other part of the school district might get funds from this program.

Mr. GOODELL. It would have to be coordinated by the local agency? Mr. PERKINS. To clarify that, you are stating that the \$1 billion includes the \$150 million?

Secretary CLEGGREZZE. No; that is outside of that. That is under the economic opportunity bill. I mentioned it in my statement to show that money was being appropriated for preschools under the Economic Opportunity Act.

Mr. PERKINS. So it would be left to the local people whether they wanted funds under this bill and, in addition to this money here, they have a separate program of \$150 million under the Economic Opportunity Act?

Secretary CLEGGREZZE. Yes.

Mr. COHEN. Could I say why that would be?

This program deals with the local educational agency and it may be the local educational agency in some areas have a preschool program and others do not. The preschool program may be a new program they have not had before.

Mr. GOODELL. My point is that with the aid to education program, which allocates money primarily on the basis of need, it certainly seems wrong that you are not directly involved with what seems to me is the key problem; and that is, preschool—getting it started the right way.

Mr. COHEN. There are about 27,000 school districts in the United States and, as the Secretary said, about 90 percent of them will be eligible under these grants. So you are making it possible for the overwhelming bulk of the school districts to have this kind of program if they consider this one of their priorities whereas, under title II of the Economic Opportunity Act, I do not know what Mr. Shriver will say but certainly he is not dealing with all 27,000 school districts in his community action program. So I think you will find that the objective you are mentioning; namely, the opportunity of the school districts to have a preschool program is in here but it is not required. It is not earmarked for priority.

Mr. GOODELL. Do you not think it should have a higher priority?

Mr. COHEN. I think the Secretary and all of us feel it is a very high priority program. That was one reason the \$150 million in the poverty program was earmarked for that.

Mr. GOODELL. You said 90 percent of the school districts will participate in this program under the \$2,000 income basis. What about the others?

Mr. COHEN. We are trying to leave, in this bill, that kind of decision to the local educators to make. In one community they may think it is more important than in another. This legislation asks the locality to assess their needs and come up with their own plan. If Community A thinks that is a very high priority, they can put more money in it than Community B which may not think it is as important. We are leaving it to local initiative.

Secretary CLEGGREZZE. Under title I of this act, we give the right to the local school district to determine its highest priority needs and, if that community determines preschool is the highest priority need, they can channel funds into that. It is rather flexible. If you take \$150 million and try to spread it throughout the country you will not accomplish much but if you have a program, where a part of the al-

location can be channeled in that area, they can do that. That is a decision for local school officials to make. The money is there and they can use it for that or use it for something else. That is their decision. There is no uniform theme throughout the country; it varies from section to section.

Mr. Goode. Under your powers on page 8, the Commissioner sets up the basic criteria: No. 1 is—

that payments under this title will be used for programs and projects (A) which are designed to meet the special educational needs of educationally deprived children in school attendance areas having high concentrations of children from low-income families and (B) which are of sufficient size, scope, and quality to give reasonable promise of substantial progress toward meeting those needs.

Now, in the distribution of funds, you use the ages 5 to 17 as your criteria. What concerns me is: It seems to me, if you are talking about the educationally deprived in these areas, you cannot do it without talking about preschool.

Secretary CEREKREZZE. We generally consider the age 5 as preschool. Mr. Goode. At age 5 my children go to kindergarten, and I think they do in most districts.

Mr. PERKINS. If the gentleman will yield to me, it would seem to me that if you were to spell it out you would take away much of the autonomy of the local school boards. It is up to the local school boards under this bill to make the decision as to the needs in that area and, as I understand, that has been what the gentleman from New York has indicated he wants—to eliminate Federal control.

Secretary CEREKREZZE. Mr. Goodell raises a good point, I think, in that we limit the money to ages 5 to 17.

Mr. COHEN. The allocation of funds is from 5 to 17 but nothing prevents using the money before that.

Mr. Goode. Then it is not your idea that the expenditure is limited to children in that age group?

Mr. COHEN. That is correct.

Mr. Goode. I yield to the gentleman from California.

Mr. PERKINS. Why don't you wait until I call on the chairman of the full committee?

Mr. POWELL. I think there should be a specific allocation of funds for preschool. If you channel it through two sources, the Economic Opportunity Act and this one before us, you are running into the veto power of Governors under the Economic Opportunity Act, which I hope we can remove this year, by the way. I think there should be some specific amount that the Secretary and the Commissioner think should go to preschool, and this committee would appreciate some thinking from the Department on this because, if the local districts have not done this already, what hope do we have that they will do it?

Secretary CEREKREZZE. As we tried to explain, we thought \$150 million should be channeled into preschool.

Mr. POWELL. Under the Economic Opportunity Act?

Secretary CEREKREZZE. Yes. It was the thinking of the staff and the Department that it should be put with the Economic Opportunity Act. If the committee, in its wisdom, wants to take this \$150 million and authorize it for that purpose, we have no objection to that. But since this Congress set up the preschool program under the Economic Opportunity Act we did not want to come in with legislation setting

up a new program separate from it; but if, in the wisdom of this committee, you want to authorize that, we have no objection.

Mr. POWELL. Have you given thought to how much of this \$150 million should go to preschool?

Secretary CEREKREZZE. In order not to be in a position of dictating to the school district, and because it varies from district to district, we thought we would leave that decision of the use of the money to the local district. If the local district wants to take most of their money and put it to preschool, they can do that under title I, but I think it should be left to the local district based on the greatest need.

Mr. COHEN. I think one of the problems we have to think of is the way in which this formula operates, in which you consider children in the district whose family income is less than \$2,000. That may turn out to be a very large number or a very small number relatively. If it is a very small number they may decide it would be better to do something other than preschool. So if you earmarked it at a national level it might not work out in terms of the money that particular school district would get. I can see how you could earmark it nationally but not how you could earmark it as to a school district.

Mr. POWELL. How about an incentive formula for the preschool education?

Secretary CEREKREZZE. There is an incentive formula under title I. Mr. POWELL. That is all, Mr. Chairman.

I would like to congratulate the gentleman from Kentucky for holding the hearings promptly today. I saw the President last night and he was very happy with what you are doing today and I want personally to congratulate you.

Mr. PERKINS. Thank you, Mr. Chairman.

The gentleman from New York has consumed about 50 minutes. Are you satisfied?

Mr. Goode. I have a couple more questions but I would like to defer to the other members, and, if I may, come back if there is time. I thought I might ask a question that I think the Secretary answered on television outside but I could not hear exactly what he said.

As you know, Mr. Secretary, there are two bills before this committee, one introduced by the chairman of the subcommittee and one by the chairman of the full committee. Mr. Powell's program involves the setting up of a Cabinet post for a Secretary of Education. I would like to know what your opinion of this plan is?

Secretary CEREKREZZE. I might start off by saying I am never against getting away from work, but in all fairness, in analyzing the idea of a Department of Education, actually the Office of Education only began moving once it became a part of the Department of Health, Education, and Welfare, and, particularly since the year 1962, I have shown you how the expenditures have gone up so that the Office of Education has really advanced.

If you are talking about setting up a Department of Education under a Secretary of Education which includes all educational facilities in the Government—for example, the Department of Agriculture has an educational program, the National Science Foundation

Mr. POWELL. If you will excuse the interruption, Mrs. Green made an analysis of this. Forty-six agencies in the Federal Government totally unrelated to each other spend close to \$4 billion in addition to what has come out of this committee, so we have coming up in the next fiscal year close to \$7 billion in the field of education, and what I envision is that these agencies would be brought under the Secretary of Education so that these programs would not be fragmented.

Secretary CLEGG. The total now is close to \$5 billion. If you mean also that you will take the Coast Guard Academy out of Treasury, the Air Force Academy out of Defense, the Naval Academy out of Defense, and the Military Academy out of Defense, if you will take all the grants NASA makes, if you will take the educational programs the Department of the Interior conducts, if you will take the educational programs the Veterans' Administration conducts, if you will take the international educational programs of the Department of State, if you will take the educational training programs of the Department of Labor, if you will take all of these and put them in one department, I would give serious consideration to it. But if your intention is to take away just the functions which the Office of Education under HEW handles, then I say you are wasting your time and will accomplish nothing.

Mr. BELL. If the gentleman will yield, it is my understanding the proposal of the chairman of this committee would do that.

Secretary CLEGG. You mean it would take them all over?

Mr. POWELL. Yes. It would be my hope that all educational activities would be coordinated under this Department.

Mr. BELL. I yield back to Mr. Goodell.

Mr. GOODSELL. Go ahead.

Secretary CLEGG. So that there is no misunderstanding, when I say I would give serious consideration, I would like to look at the total picture before giving an answer on that.

Mr. BELL. Mr. Secretary, I certainly agree with you in your statement on the domination of the Federal Government. We would like to see no Federal domination in our educational system. I think we all agree on that. However, sometimes there is inadvertent domination that creeps up; for instance, in matters of financing. When you grant money and place restrictions on its use there is domination to a certain extent. For example, would you be willing to give money to all States in the same proportion for educational purposes without any restrictions?

Secretary CLEGG. The fact you say it is for educational purposes means you have a restriction.

Mr. BELL. You are making books?

Secretary CLEGG. No; we are not making books. We have nothing to do with the type of textbook. I thought I was careful to make that point clear this morning. The Federal Government cannot under any circumstances tell them what books to use.

Mr. BELL. For example, in educational centers and so forth you are outlining a curriculum involving materials. How are you getting these materials out? Are you publishing it or are you working through publishers?

Secretary CLEGG. That work is completely within the States. In research and development, where the Office of Education has com-

tracts for the purpose of research, we would make that research available to the local community if they wanted it.

Mr. BELL. I understand some of those universities with which the Office of Education has contracts are Harvard University, the University of Pittsburgh, the University of Oregon—

Secretary CLEGG. And Wisconsin.

Mr. BELL. How are they chosen?

Mr. CLEGG. The Office of Education, through its cooperative research program, announces the availability of programs per year and applications were received from quite a few universities for particular programs. A panel of experts, many from outside the Government, reviewed them and made recommendations as to which grants should be made.

Mr. BELL. Who were the people on this panel of experts?

Mr. CLEGG. They were appointed in this case by the Commissioner, I believe with the approval of the Secretary. I can give you a list of names and enter them in the record.

Mr. BELL. Were these schools selected on the basis of what they could produce? Were all universities given a chance to bid?

Mr. CLEGG. Yes, sir.

Secretary CLEGG. Let me make a point that shows the extent to which this Congress and the past administration has gone. The Department of Health, Education, and Welfare has some 270 advisory committees made up of citizens of various communities in various programs. The purpose of that is to get what the local thinking is, so that the Department has relied heavily on the brainpower of local communities in many of these programs. In this case it was submitted to an advisory committee of experts in that particular area who made suggestions back to the Commissioner and the program moved forward on that basis.

I just wanted to make one point, that we do seek advice and consultation from a cross section of the country. As a matter of fact, somebody said I am the most advised Secretary in the world.

Mr. BELL. Mr. Goodell.

Mr. GOODSELL. I think the original question was not answered. That was, what would be your opinion of simply appropriating the money and allocating it on the basis of \$2,000 income or less and earmarking it only that it would be used for education? We have talked a good deal about reliance on State boards and State authorities. That would be one control, to spend the money on education, and none other. I would like to hear your viewpoint.

Secretary CLEGG. That is part of the old Bailey bill which this committee has considered many times and never approved. I prefer the method we are proposing now. Rather than saying, "Here is money for across-the-board education" the National Government is saying, "Here is an allocation of so many dollars, you use it for any purpose you wish," you will not get to these poorer sections we are trying to pinpoint right now.

At a level of \$2,000 or less there are 5 million children. At the level of \$3,000 there are 10 million children. The Federal Government says, "We know on the local level you are having a difficult time. This is a national concern, and therefore the Federal Government is going

It goes right to your school district. It is part of their general funds to spend any way they want it.

When the chairman says that is all you are doing here, I think he is wrong. What I was saying to you is why don't we do that? If all you are interested in is funneling the money into areas where there is a poverty impact, let's do it.

When I talk to the gentleman from Indiana, the whole point of it is that you people come before us and say there is no Federal control. I want to clarify the degree of Federal control that obviously is there and how much Federal control in operation there obviously is going to be. This is what we are discussing, the difference between a straight impact, poverty impact bill, and this bill where the Commissioner retains authority to set up basic criteria that will control the States and tell them what kind of programs they can have.

Mr. Brademas. If the gentleman will yield further for one observation, I remember hearing the gentleman say—and I think he would not deny this—that he was strongly in favor of Federal control in these education programs. I think an examination of the hearings of this committee would bear that out. To be fair to the gentleman from New York, he is not opposed to Federal control. He is all for it. He just wants to have a discussion of what kind he contends you propose.

Mr. Goodell. To clarify it and put it right on the line, I feel when you give Federal money there is Federal control. Let's not come here and talk about giving this Federal money without Federal control. Let's be careful where the Federal control is.

Mr. Perkins. Will the gentleman yield for an observation? I cannot follow you because a few moments ago you were arguing that some of the money should be earmarked at the Federal level for preschool education, and now you are arguing diametrically the opposite. I think you are inconsistent in your statements.

Mr. Goodell. I would like to hear the Secretary's comment. I am saying that you are going to have Federal control in the program that you have initiated here. If you say we are going to require them to spend this money to meet the needs of the impoverished children and you do not then permit—that was my major point—the aid to go for preschool training, then you are missing the whole point and the whole problem with impoverished children. We were clarifying, I think as a matter of legislative history, that this law the way it is written in their opinion permits this aid to the preschool children. I think Mr. Powell said maybe we ought to have again a separate category. I think maybe there should be some consideration to giving this high priority. Mr. Perkins. We leave it up to the local school districts at the present time and that is where it should be.

Secretary Celebrezze. We are back to the question of control again. I thought we covered that pretty well this morning. The chairman is absolutely right. When the impacted areas bill was passed it was for a specific purpose.

It was because the Federal personnel had created an impact on a community; and overloaded their school system. Congress, in its wisdom, decided this was putting too great a burden on the schools and, therefore, made available to the school district for their total program—they were not trying to hit at any specific thing because the

whole educational system was overloaded—certain moneys for the impacted areas. It was pinpointed at relieving the communities from a condition in which they had no particular control at that time. So it was pinpointed for a specific purpose. The bill before this committee does exactly the same thing. We are pinpointing these funds to the poor children of a particular area so that they can have a better educational opportunity; so we can really furnish the tools to the teacher to really give these youngsters a good education. We are pinpointing it for that purpose and not across the board educationally.

Mr. Goodell. Am I understanding you correctly, then, that under this program the Federal money that goes into the school district is not going to be available to the youngsters who are not from impoverished families?

Secretary Celebrezze. The formula is based on the number of schoolchildren in a school district who come from families earning less than \$2,000 a year.

Mr. Goodell. And that is available to the school district.

Secretary Celebrezze. Realistically there will be fringe benefits for the entire school district. You cannot uplift a part of it without some of it overlapping. But it is pinpointed particularly to the impoverished families. You may have, in the same classroom, children from families at \$4,000 a year and yet other children from families with a \$2,000 income. You may have an overlap. Basically, it is pinpointed to that particular group.

Mr. Goodell. Let me ask you, this question because this is really what we are discussing: What are your basic criteria going to be? Do you have a draft or do you have something along the line of what you would require the States to conform to?

Secretary Celebrezze. Yes; that is set up under section 206 of the law.

Mr. Goodell. That is the basic authority, but you are going to submit to the State educational agencies, detailed regulations.

Secretary Celebrezze. These are the assurances we must receive from the States.

Mr. Perkins. I will ask the gentleman to defer a few moments and call on the gentleman from Michigan, a new member of the subcommittee, Mr. Ford.

Mr. Goodell. I apologize, Mr. Ford, but I would like to come back to this later.

Mr. Ford. Thank you, Mr. Chairman.

First, as a new Member of this Congress, fresh from wrestling with the same problems in a State legislature and, before that, in a constitutional convention that wrote a constitution which was adopted in our State, I want to say to Secretary Celebrezze, Mr. Cohen, and Mr. Keppel, that you have done more this morning to inform me and make it possible for me to understand the real thrust of this bill than anything that has happened since I first started reading about it and trying very hard to acquaint myself with it.

I would like to say further that as one fresh from wrestling with this problem at the State level—and I might say, incidentally, I have had some experience at the extreme local level as a school board attorney trying to raise money to construct buildings—I can understand the strong feeling for local control that the gentleman from

to make available to you so many dollars based on a formula under which we want you to channel them into these areas for the purpose of providing adequate education to these 5 million schoolchildren who live in deprived areas. You use that fund for that specific purpose. How you get to these children is your affair."

But we do not say they are to use it for school-age children only. If they determine it should be used for preschool, they can make that determination, so far as it is going to school districts which are poor and have all these poor families in them.

Mr. GOODRICH. Sure we have areas where they do not have enough money to spend on the school districts, where they have a high percentage of children of poor families. If you funnel the money in the State on the basis of the number of children in that category of less than \$2,000 income in their families, if you have faith in the local school districts, the money is there and let them use it. It seems to me you say, "I trust the local school districts and State governments but not too much."

Mr. BELL. Will the gentleman yield to me?

Mr. GOODRICH. I will in a minute.

Secretary CLEGG. The basic needs. These problems have existed on the local level for years, and they became more aggravated. The school districts have not directed their attention to this specific problem for many reasons. The Federal Government says we are going to make moneys available for this specific purpose. How you put that into being depends upon your own initiative but we want it used to uplift the educational standards of these children who come from families of incomes of less than \$2,000. If I say that here is an appropriation of money and you use it any way you please for your total educational program, then we have no assurance that we are pinpointing this aid where we want it to be.

Mr. GOODRICH. You have come to the point that I think we have to discuss, and that is just how much Federal control do you need to see to it that the Federal funds are used effectively.

Secretary CLEGG. There is no Federal control. We went through that this morning.

Mr. GOODRICH. You are telling the school district, "You use it to uplift these youngsters who are from poor families."

Secretary CLEGG. Yes, but we do not tell them how to do it.

Mr. GOODRICH. They submit a plan.

Secretary CLEGG. That is right.

Mr. GOODRICH. And your people in the Office of the Commissioner will set up the basic criteria for the State plans as to whether—

Secretary CLEGG. They submit the plan to the State.

Mr. GOODRICH (continuing). Whether it is effective or not.

Mr. PERKINS. Will the gentleman yield to me at this point?

Mr. GOODRICH. I think the Secretary is answering the question. Secretary CLEGG. The Commissioner has an obligation to see that the plan conforms with the law as passed by Congress; that is all.

Mr. BELL. There is the point which bothers me.

Mr. PERKINS. For several years we have dilly-dallied with the elementary and secondary educational legislation and have not been successful in meeting critical needs in this area. Many Members of the Congress felt we should make the same approach that we made in the

impacted legislation and were successful. The whole impact here is the concentration of low-income families in the school districts that cannot provide adequate service for these youngsters. So, we follow the same guidelines that we set up in the impacted area legislation all the way through. There is no Federal control. We just make sure that the funds get into the school districts where the impact actually exists. That is all we do.

I yield to the gentleman.

Mr. BRADENAS. I must say, Mr. Chairman, that I have sat here and listened not without amusement to some of the criticisms that have been aimed by my good friend from New York at this program. He uses the argument that the program would lead to Federal control, yet I think I am right in saying—if I have misrepresented him I am sure he will tell me—that in earlier years on this committee when such legislation as that proposed by the gentleman from New Jersey, Mr. Thompson, or the Murray-McCullough bill was put forth, either or both of which would have provided Federal support for elementary and secondary schools to be used either for the construction of facilities and/or for the payment of teachers' salaries, the criticism we heard from the other side of the aisle was that it was not pinpointing the expenditure enough. I think you cannot really have it both ways logically. You may try to have it both ways politically, but not logically. We have sat in this committee year after year after year. We have passed legislation to help our colleges and universities. We have passed the National Defense Education Act. We have amended and improved and strengthened the Vocational Education Act and other education programs. We passed the medical school bill. Every one of these bills we passed in the last Congress was directed toward meeting some specific need which, it was the consensus of the majority of the Members of Congress of the United States, should be met with some measure of Federal aid.

It seems to me, Secretary CLEGG, that the bill which you have brought to this committee this morning stands in the same great tradition that you outlined on your charts earlier. You have, in your bill, not sought to solve every problem within humankind, but you have, after analysis, tried to pinpoint a specific need and then come up with intelligently devised programs to answer that need. You have indicated an openness of mind that you would be willing to accept improvements even on your own suggestion. So I feel it very important that we get a little perspective and look at what has happened in the past.

I know my friend from New York will forgive me for that observation.

Mr. GOODRICH. I do forgive you. I am glad you made it. Will the gentleman yield?

Mr. BRADENAS. I do not have the floor, but I will be glad to yield. Mr. GOODRICH. I would come right back to what the chairman said, that supposedly all we are doing here is following the impact formula. There has been very little control in the impact program. The impact program was simply saying that due to a Federal activity there is an impact on that local school district for which the Federal Government is obligated. We will put the money in there that is necessary to make up for that impact. The money goes in with very little control.

not see that State endangered by the application of subparagraph (c) (1).

Mr. Ford. Mr. Chairman, I have one final question, if I might. In the President's special message on education he observed that "attendance in elementary and secondary schools will increase by 4 million in the next 5 years. Four hundred thousand new classrooms will be needed to meet this growth." I might say parenthetically in my State we are building a new classroom every 31½ minutes. "Over 1½ million of the Nation's existing classrooms are already over 30 years old."

I would like to ask, as a person who has serious concern over the problems of the very rapidly growing school districts where we have the impact of people coming from the farm and city to the suburbs, where we have children on half day sessions and not enough teachers to maintain proper classroom loads; if it would be possible to work within title I on a formula so we could direct a little more of the thrust of this program toward those districts that are facing the problems of population explosion and population mobility.

Mr. Kepper. If I may take a try at it, Mr. Ford, I think quite clearly the majority of the funds under this bill would probably not go to the rapidly growing suburbs. I am going on the assumption that the suburbs have relatively smaller proportions of children from low-income families. But I think a study of a county-by-county breakdown which is available in the committee office would show that there are children from low-income families in, I think, 90 percent of the counties.

The school districts to which you refer as rapidly growing suburbs would unquestionably get some help, but I think it is fair to say that given the thrust of the bill as it is now written, the meeting of double sessions and the like in such relatively well-to-do suburbs would be of lower priority. This is not to say they would not obtain aid, and if it happened, there was a concentration of children from low-income families in those children that have double sessions they would receive particular aid. The thrust of the bill would have to be redirected, I think, to meet your major point even though, I emphasize, some funds would go to that.

Mr. Ford. Thank you.

Mr. Goodell. Just to clarify a point with Mr. Cohen, I want to be sure that the record is clear on what I was suggesting. The present impact legislation says we will send Federal money to a school district where there is a Federal impact. What I was suggesting is that this bill send Federal money to a school district where there is a poverty impact—period—exactly the way the present impact bill does. We have talked over and over again, and I agree there is little Federal control in the present Federal impact bill. The reason is, we send the money to the school district and say, "Spend it the way you want to." In this bill we are going further than that. We send the money to the poverty impact district, and then we lay out the guidelines as to how they are to spend it. In effect, what I was suggesting is leaving off the guidelines and letting them have their national equalization by the money we send in.

I wanted to be sure that proposal was clear.

Mr. Perkins. I want to reply to that, because I was on the subcommittee that wrote Public Laws 815 and 874. When we traveled all over the country in 1949 and 1950 when Cleve Bailey headed the subcommittee, the same arguments were made against the impacted legislation that my good friend from New York is making right now. We were trying to pinpoint and see that that money was provided under a plan that the States had to submit to the Commissioner of Education. It was argued at that time there was going to be Federal control. All you have to do is go back and pick up those records of 1949 and 1950, and you will see the same arguments were made. The guidelines we established here for the impact of the low-income families are very similar. All you have to do is read the legislation. It is a pleasure for me to welcome the distinguished lady from Hawaii, a distinguished member of this committee.

Mr. Cohen. Pardon me, Mr. Chairman, I would like to answer Mr. Goodell's question, which I do not think has been answered yet.

Mr. Goodell. I would appreciate that. Thank you.

Mr. Cohen. You are quite correct, first let me say, that there is a difference, as you have stated, between the way Public Law 874 and this are determined in the sense that under Public Law 874 when the school district gets the money it uses that money, presumably, in its total budget or earmarks it for special use as it sees fit.

Dr. Hansen, when we gave him the four and a half million dollars that you authorized this year in the impact legislation, put that four and a half million dollars, as I understand it from reading the newspaper, only in schools in areas that involved some poverty for which he did not get money from the regular District budget. Another school district may decide to take that money and raise teachers' salaries or build buildings or whatever they want. That is because the object of Public Law 874 is to give the so-called federally impacted children the same education that is given to all other children in the school district. In other words, there is no congressional intent to give them better or worse but simply to say, "Because of this concentration of federally impacted children we want them to have the same opportunity."

In this legislation, while there is the same concept of an economic impact of poverty children, as the Secretary said, the objective of the legislation is to remedy that defect or that deficiency or the fiscal inability of that local school district to do that for these children. In other words, there is a different objective than there is in Public Law 874.

In my opinion, what we have proposed here is a much more conservative proposal than what you and Mr. Bell have been talking about, for this reason: You are suggesting, if I understand correctly, that if we took a billion dollars as we have proposed in this bill, and gave it to the school districts and allowed them to do whatever they wanted, since about \$20 billion a year is being spent on elementary and secondary schools, in a sense you are giving 5 percent of the total educational costs throughout the public and elementary school systems of the country. If you do that, Mr. Goodell, and what I would like you to think about, you are in effect saying that you want the Federal Government really to support 5 percent of the total cost of elementary and secondary schools in the United States indefinitely, whereas under our

New York espouses here, but I have to suggest the possibility that your bill, as far as my State is concerned, would do more to assure local control in the some 1,600 or 1,700 individual school districts that we have in that State—incidentally, we have a State with a very strong tradition of maximum local control through the local school boards—than would his suggestion of just giving the State of Michigan an appropriation of funds to divide at the State level without disregard for the prerogatives of local school boards.

Mr. GOODELL. If the gentleman would yield, I would clarify that the suggestion to which I referred was that the money go exactly as provided in the bill but let them spend it the way they want to. It would go to your school districts in terms of the number of children from families of less than \$2,000 income.

Mr. FORD. I would simply like to point out that the suggestion of letting the State determine how these funds would be spent or how it would be allocated, without consideration by the individual school districts, would not meet with much favor in Michigan, particularly from your party.

Mr. GOODELL. That is not the suggestion I referred to. I want to make it very clear. I would leave it to the school board.

Mr. FORD. I would like to ask—with regard to the point the gentleman from New York raised on page 13, subsection (2) of section (c)—if we might solve part of this problem, so far as my mind is concerned, by looking at the words "combined fiscal effort." Is it a fair assumption, gentlemen, that when you are talking about fiscal effort you are not talking necessarily about just dollars but an examination of the total effort by both the State and the local school districts to maintain and improve the educational programs for which they are responsible rather than simply looking at a chart and saying, "We spent more money this year than we did last year, and therefore, have made our effort."

Mr. COHEN. That is correct, Mr. Ford. As I said this morning, when we discussed that, the idea behind this section is not to look at specific amounts of dollars between one year and another but what I would call a relative concept, and fiscal effort means a relative concept. By that I mean the ability of a school district to raise a certain amount of money in relation to its fiscal capacity. That is the fundamental difference and that is why we have so many of these problems in education because there is a different concentration of assessed valuation in terms of real estate values, industrial and home, in the community. There are different ways of evaluating it and it also depends on whether the State has utilized any specifically earmarked funds raised throughout the State; whether sales taxes or excise taxes for specific educational purposes are utilized in some kind of equalization formula such as we have in Michigan to accomplish that end. So, I think you have to look at the combined State and local effort relative to that ability of that community. That is what this is intended to do.

Mr. BRADENAS. If the gentleman from Michigan will yield for a question at that point, I wonder what your reaction would be to one suggestion I have heard, namely, that the Commissioner be required to report annually to Congress on the degree to which equality of opportunity in education is abridged by variations in the local tax base in the United States and to provide statistical and documentary

evidence on the extent to which the financial weakness of some school districts, compared to others, is handicapping the education of children in those districts? Or would this be such a "hot potato" that you would think it inadvisable? I think my question follows on the question of the gentleman from Michigan.

Mr. COHEN. I think somebody ought to do it. I undertook in 1960 when I was at the University of Michigan to make a sample survey of this matter in terms of 3,000 families throughout the United States. It is a very difficult economic analysis involved to do that. I do not know that you can necessarily do it for every one of the 27,000 school districts without getting yourself into such a tremendous program that you would have to computerize and it may not be possible. I do think there is a great deal of difference in the United States by school district in terms of both financial capacity and the extent to which that community has felt it pertinent or necessary to raise funds to pay for the schools. That is the whole reason why we have had statewide equalization systems simply because the States themselves have recognized that you cannot put the entire burden of financing public school education on the school district that is responsible for educating these children. That is inherent in the whole equalization movement. I think what we are talking about here really is in a sense a Federal equalization program. That is why I think it quite different from what Mr. Goodell has in mind. As I see it, what we have here is attempting to develop a pinpointed method of attempting to equalize the financial inequalities among school districts by putting the money into only those school districts where you have a heavy concentration of low income people because since public school education is so largely financed by real estate taxes, where there are poor people it is going to be more difficult, naturally, to raise the same amount of dollars and therefore this does equalize it from that standpoint.

Mr. FORD. This morning there was at least an oblique reference or inference that with regard to such things as our State equalization formulas and deductible mileage formulas which are the basis that many States use to determine the State's participation with local units, this bill would, if we should have a change in the formula so it more nearly came to equity in giving the money to those districts without adequate tax basis—this might in some way threaten the participation of that community under this program. Is it a fair assumption that as this bill is drafted its intention would be that if this were done, that is, an adjustment so that Community A, for example, received less State aid than it had in the past because of a change in formula that applied consistently throughout the State, this would in no way threaten the ability of this community to participate in the Federal program?

Mr. COHEN. That is right, Mr. Ford. The language discussed this morning in (c) (1) was only directed toward a situation where a State might directly attempt to subtract the increased Federal share from a school district by taking into account the Federal money. In answer to you and what I believe Mr. Goodell asked this morning, if a State undertook a complete revision, which certainly it is entitled to do and which many States I would hope in the future would continue to do as financial conditions change, if they did it on a nondiscriminatory basis in the sense that all districts were treated alike by some mathematical formula, whether by mileage or assessed valuation, I would

proposal we are not committing the Federal Government to 5 or 10 or 1 or 15 percent or any particular figure with regard to underwriting the total elementary and secondary school costs of this country, which are going up, but are saying, rather, if we can pinpoint the money to alleviating the poverty needs and the poverty needs are ultimately resolved, the Federal Government then does not have to be in this program after that educational deficiency has been remedied.

So, if I may put it this way, I think our proposal is a greater protection against Federal control and indefinite and underlying support of education than any proposal—and I will include Mr. Bailey's original bill in this—which in effect says to a school district, whether a school district such as you outlined, or a State—that the Federal Government has a commitment to underwrite a total elementary and secondary school program of a certain proportion.

Mr. GOODELL. The basic fallacy in what you say is that my formula is your formula, that the same thing goes on the basis of the number of children with families of less than \$2,000 income. As that area eliminates poverty through their school program, their local discretion and local option as to how they use it, then the money goes down. It decreases just exactly the way it does under your formula.

Mr. COHEN. No; and I will tell you why, Mr. Goodell, if I may.

Mr. GOODELL. You are assuming the local people do not know how to fight to eliminate poverty and to educate the impoverished children without guidelines from the Federal Government.

Mr. COHEN. No, sir.

Mr. GOODELL. The only difference between your program and mine is that you are going to set up Federal controls and guidelines as to how you educate these youngsters through the State plan.

Mr. COHEN. No, sir; if I can answer that question, I will tell you why I think you are wrong on that. Take what Mr. Ford has said. There are a lot of other educational needs in Wayne County, where he comes from, beyond meeting the educational needs of the poverty children. If you take instead of a billion dollars' worth of educational needs in this country, to raise the average per pupil costs of education in this country by just \$100 would take \$5 billion a year. If you give them the billion dollars that you want to give to a school district and they use half of it on other than poor children, these people are going to be back in another year and say, "Raise that to a billion and a half because we still did not meet that deficiency." So I think under your proposal you are involving yourself into a larger degree of Federal financing of education than the Secretary's program.

Mr. BRADENAS. I have a very hard time following the logic of the gentleman from New York. I think I remember that he has voted for the Higher Education Act, the Academic Facilities Act, and the National Defense Education Act. I am not so sure whether he voted for the Medical School Act.

Mr. GOODELL. No.

Mr. BELL. I did.

Mr. BRADENAS. The gentleman from New York voted only for the first two and the gentleman from California had better judgment. But the point is that every time my colleagues vote for one of these bills that provide for some kind of Federal support, support which is distributed on the basis of some judgment, some guidelines, some criteria,

one could, using the logic of the gentleman, argue that the specter of Federal control is brooding over the land.

The whole point is that in a bill of this sort some judgments are being made, must be made, as to how intelligently to spend the money. The gentleman seems to take the point of view that it is iniquitous if any judgments are made on how these Federal funds are to be spent. I do not understand why he can take that position with respect to this bill and vote for the National Defense Education Act which, if we were again to retreat to his logic, suggests that the colleges and universities do not know how to spend National Defense Education Act money or that elementary and secondary schools that are receiving funds under the National Defense Education Act do not know how to spend the money. But I do not hear that argument raised against these bills.

Mr. BELL. Will the gentleman yield? I think there is one difference between the higher education facilities, vocational education, and so on, that the gentleman is discussing and this particular bill. Education for primary and secondary schools in many States in many parts of the Nation is obligatory. I think there is a slight difference there. You have an obligation to go to school in the primary and secondary schools which you do not have in higher education, which distinguishes the Higher Facilities Act, to name one. I think one of the important points that we are getting at here is, whether the local people are able to judge where that money should go. I think this goes to the crux of it, Mr. Cohen. I think you are saying in effect that the local people do not know how the money should be spent in all cases. You feel that in certain areas you should set out certain guidelines so they will be sure to know where that money should go.

Mr. COHEN. Let me ask you this, Mr. Bell. I appeared before this committee and before you extensively in connection with the Vocational Education Act, in which this committee not only directed that money be spent specifically for vocational education but directed that it be spent for particular types of vocational education.

Mr. BELL. Is vocational education obligatory?

Mr. COHEN. It is obligatory to the extent that an individual has to go to school to the compulsory school age and if he drops out there is an alternative method.

Mr. BRADENAS. I have a unanimous-consent request.

Mr. PARKINS. State it.

Mr. BRADENAS. That we hear some questions from the gentleman from Hawaii.

Mrs. MINER. Thank you. I appreciate the courtesy being extended to me, Mr. Chairman.

One particular concern that I have with respect to this bill I think is of particular interest to my constituents in Hawaii because we do have a unique system in Hawaii in that we have a State centralized department of education with no local school districts. I realize that the funds will be appropriated to the State department for allocation and that the programs as recommended by the State will be reviewed by the Commissioner as to whether they qualify under this particular act.

The question that bothers me is the overall philosophy of this bill. Am I correct in stating that the philosophy of this bill is still an attempt on the part of this Nation to achieve equal educational opportunity for all youngsters within the States? Is this the overriding philosophy and consideration which is attempting to be achieved by this bill?

Secretary CEREZEEZE. I think the basic purpose of this act is to open and make available opportunities for youngsters to take their future place in the economic mainstream of the Nation.

When you say equal education that has many aspects to it. The bill is aimed at creating the opportunity for the individual—as I showed in the Harlem district where they start 1 year behind and by the time they are in the eighth grade they are $2\frac{1}{2}$ years behind—to provide them with adequate counselling or special treatment.

Mrs. MINX. If I may interrupt, what I am trying to get at is perhaps the cause-and-effect situation. We realize the disparity of achievement of youngsters in selected areas across the country where support for the educational systems has been quite inadequate. What I am trying to determine in my own mind is whether the overriding consideration of this bill is still the achievement of equal opportunity for our youngsters across the country, and whether in the bill the administration has recognized that the support of educational systems within a single State has been disproportionate because based primarily upon local support, and local ability of school districts to fund and finance their own school systems.

Mr. COHEN. May I try to answer that in this way: If I understand your question very precisely, this bill is not designed to provide equal opportunity for every child for education in the United States, because that would involve, if I understand you correctly, a much different type of financial equalization. In other words, at the present time in the 27,000 school districts basically financed with local funds plus State equalization there is a wide difference in per pupil expenditure. The only way to get equal opportunity from a fiscal point of view would be for the Federal Government to have some kind of mathematical formula of what is the desirable norm for per pupil expenditure, maybe modified by the cost of living, and subsidize the difference between what a school district is doing in coming up to that minimum. That would meet the concept of absolute equal opportunity, at least in the financial sense. That is not what this bill is designed to do. This bill is designed to try to overcome part, although not all, of the deficiencies caused by the concentration of low-income families, which reduce the financial ability of that school district and provide aid so they may have a minimum expenditure that will meet a minimum level of educational attainment. So I think what this bill is really trying to do is raise the quality and improve the quantity of education particularly in areas where school districts have financial difficulty. I would have to admit that this bill, with its billion dollars, dealing with families under \$2,000, does not yet accomplish the goal of complete educational equality fiscally speaking throughout the country.

Did I understand what you had in mind?

Mrs. MINX. Yes. The principle concerned, then, is the pinpointing of a problem within the area of those families that are in the category of earning less than \$2,000 and recognizing a particular problem for youngsters only in that category?

Mr. COHEN. Not quite. Let me answer it this way: This is quite an important point that has not yet been brought out. If you look at the bill, it says that \$2,000 figure shall only pertain to the first year. After the first year the \$2,000 figure is to be varied by the Secretary of Health, Education, and Welfare in terms of the amount to be appropriated by Congress. That is done for the simple reason, as the Secretary and the Commissioner said this morning, no one would say that educational deficiencies exist only in school districts that have children from families with incomes under \$2,000. I think if you look at the other educational legislation that this committee enacted last year, they think there are many families in communities with problems when they have incomes under \$3,000. Certainly if you vary it by size of family, in larger families it would go up to \$4,000.

The bill says let's start in the first year to remedy the defects and deficiencies that exist in an area that, as the Secretary said this morning, everybody agrees upon, namely, that there are problems of fiscal effort in school districts with \$2,000 or more. If Congress in its wisdom the following year should say instead of the \$1 billion we are willing to put a billion and a half or \$2 billion in it—let us take \$2 billion—then, as the Secretary pointed out this morning, you could raise the level from \$2,000 to \$3,000 because roughly it doubles the number of children. So this legislation does have in it the possibility of further remedying that defect based upon the wisdom of Congress in appropriating sufficient funds to do that.

Mrs. MINX. In the other titles of the bill is the allocation for the individual State based upon the same formula as in title I?

Mr. COHEN. No; it is different.

Mrs. MINX. Let's get to the subsidiary services, supplemental services.

Mr. COHEN. Would you like to go through each title?

Mrs. MINX. No. I was particularly interested in title III, the supplementary educational centers. On what basis would the allocation of funds in this area be determined? Would submissions be made to the Commissioner?

Mr. COHEN. The allocation formula in that is somewhat different because we always try to make the allotment formula, as this committee knows from long practice, somewhat adjusted to the objectives to be attained by the legislation. As the Commissioner said this morning, title III supplementary educational centers and services is not directed solely to children under a certain age. It might include adults in continuing education, for people to overcome illiteracy, and so on. Consequently, half of the allotment is on the basis of child population, age 5 to 17, but half of the allotment is based on the total population of the State, recognizing that it would serve a wider group.

Mr. PERKINS. One further question, Mr. Cohen: You were commenting on the formula in title I. As I read the bill, you provide that the school district shall be entitled to 50 percent of the average per pupil expenditure in the State, of course, multiplied by the number of children in that particular district or in the State. Now, as you mentioned a moment ago, in response to Mrs. Minx's question, you leave it open for the future. The reason that you give is that you do not know what the Congress may appropriate; is that what you had in mind?

Mr. COHEN. I think that you have a question, here, that is posed again by Mr. Goodell's question: How much money do you want to put into a program like this? And that involves a lot of different factors. It involves the budget; it involves competing expenditures; tax policy, and to what extent you want to give priority to education in meeting this.

Now, if next year, all things considered, after you have had some experience and Congress in its wisdom thinks that this is doing a good job and is meeting a need, and Congress said, "Well, we want to make it a billion and a half or 2 billion," or whatever it wanted to, then, on the basis of that experience, you would modify the \$2,000 figure and the 50 percent figure to come out mathematically to whatever that dollar amount was. Now, if Congress in its wisdom now thinks that it could write that figure in, well, that is another matter.

Mr. PERKINS. You leave that figure, as presently written, for the year commencing July 1, 1965. That is for the allocation of funds under title I. How much additional money would it take, assuming we had used the \$3,000 income figure?

Mr. COHEN. I think it would take \$2 billion. It would take \$2 billion to pay 50 percent. Obviously, there are three variables in this equation. There is the per-pupil expenditure; there is the rate at which the Federal share is determined; and there is the total appropriation. Now, if you are given one or more of those factors, you can solve that equation and since a very important point is how much does Congress feel it wants to appropriate—and that is not exactly a scientific factor—it would seem to us that experience might dictate how Congress wanted to act.

Mr. PERKINS. For all practical purposes, you fail to spell out for fiscal years commencing July 1, 1966 and the year commencing July 1, 1967, because it was problematical as to the amount of money that Congress may put in this bill.

Mr. COHEN. And, plus the fact that is one of the reasons why it is made a 3-year program instead of a 5- or 10-year program. The idea behind this was: If you vote \$1 billion, at 50 percent of the per-pupil cost for children and families of under \$2,000 for 1 year, you can see how it works and see what Congress appropriates for the following 2 years and then, as the Commissioner and Secretary said this morning, you would require them to make a report and come back to this committee in the third year with what that experience was and then Congress, in its wisdom, can either put a specific formula in or change it or abolish it or drop it or repeal it, or do something else, but you would have roughly 3 years of experience to see whether this did do what the Commissioner and the Secretary said they thought it would do.

Mrs. MINX. In determining the per-pupil expenditure by State, do you include the interest and the principal repayment on "capital improvements?"

Mr. COHEN. No. That is a defined term in Public Law 874 which excludes the construction of facilities; the acquisition of land; interest; and amortization. Those four items are excluded and would not be included in per-pupil expenditure.

Mr. GOODELL. I will be very brief. You have been extremely helpful and I want to say how much we appreciate your testimony here.

today. Since there has been discussion about supposedly what I am advocating, I want to clarify by a final statement what has been going on here. All morning you were telling us there is no Federal control in this bill and that this is an allocation formula to help equalize poor school districts on the basis of how many children there are in families of less than \$2,000 income.

So, this afternoon, I asked you if you would accept that kind of a bill by allocating the money simply to the school districts on the basis of the number of children in families of less than \$2,000. This would be precisely the way our Federal impact law now operates. You give the money to the school district and there is no Federal control. The reason I brought this up, and asked you about it, was not to advocate it myself but to make it very clear that there is Federal control in this bill as presently written. You won't buy the bill without the Federal control added to it and I think we have to talk about what Federal control is there—pages 7, 8, and 9. As Mr. Brademas said earlier, I am not against Federal control when Federal money is committed; I just want to know that the taxpayers' money is being protected; that we are focusing in the areas of need; and that we do know what Federal control is in the laws we pass. It does get me jumping a little bit when you sit and say there isn't Federal control when there obviously is Federal control.

Mr. BRADEMAS. I understand what the gentleman is saying and, perhaps, one of the problems here is—I walk into this "minefield"—gingerly—is that the word "control" is so fraught with varying connotations and meanings that it is fundamentally neither Democratic nor Republican, but is a word that is an emotive word and, for that reason, it seems to me this argument is primarily semantic.

The only point I want to make, without entering into a real quarrel, is that I think this is a fundamentally dead end street type of conversation, because the word "control" is not used by all of us in the same way. If the gentleman from New York feels that it is better that somebody say, "Yes, there is Federal control in it," or that somebody else says, "There is not Federal control of the evil, wicked kind," then maybe we could go on to more positive matters.

Would you quarrel with me on that?

Mr. GOODELL. No; I wouldn't.

Mr. PERKINS. Right at this point, I think, we ought to call attention to the previous inclusion in the record of a committee print showing Public Law 874, 81st Congress, which shows amendments which would be made to the proposed Elementary and Secondary Educational Act of 1965, and the existing law, in which no change is proposed and which shows the old law, 874. I invite everybody to read it and I think you will find that there is no Federal control in the new proposal, or in 874.

Mr. GOODELL. I think it would be very helpful to have that in the record.

This will pinpoint it. If there is Federal control, here, it is in the authority granted to you, the Department of Health, Education, and Welfare, and the Commissioner of Education, primarily on pages 7, 8, and 9. Particularly I point out the power of the Commissioner to set up basic criteria for the various State plans under which money will be allocated. Now, the broad authority for setting basic criteria,

then, is specified in greater detail in paragraphs 1, 2, 3, 4, 5, and 6, on pages 8 and 9.

Can you submit to us what kind of basic criteria you have in mind in here? There is where you are going to make the judgment and tell the States, "Do it this way."

Secretary CEBERREZZE. No.

Mr. GOODELL. "This is what the Federal Government says you have to spend the money on." I would like to know, and I think the committee would like to know what your judgment is going to be there.

Secretary CEBERREZZE. Do you mean you want us to submit the rules, regulations, and guidelines before the act is passed?

Mr. GOODELL. You are advocating the right to give these basic criteria.

Secretary CEBERREZZE. You keep stressing Federal control—
Mr. GOODELL. I am using criteria. I will accept Mr. Brademas' amendment.

Secretary CEBERREZZE. We have been arguing all morning and afternoon about Federal control. It is written as plainly as I can read it on page 68:

Federal control of education, prohibited.

Mr. GOODELL. But you are begging the question.

Secretary CEBERREZZE. No, I am not begging the question. It says specifically "Federal control prohibited" in the act.

Mr. GOODELL. Tell me about "basic criteria." You beg the question. Can you tell me what "basic criteria," not "control" but "criteria," you are going to impose on the States?

Secretary CEBERREZZE. We don't impose anything on the States.

Mr. GOODELL. They have to submit their plan in conformance to your criteria.

Secretary CEBERREZZE. They can participate in a program or they don't have to. It is pretty well set out in the act. We use the word "assurances" that we will require. At page 10, section 206: "Any State desiring to participate in the program of this title shall submit through its State education agency to the Commissioner an application in such detail as its commissioner deems necessary, which provides satisfactory assurance," and then there is a list of—

Mr. GOODELL. I know this, Mr. Secretary, but it is still begging the question.

Secretary CEBERREZZE. I am not begging the question. It's in the law as to what the States might submit to the Secretary.

Mr. GOODELL. You are not telling me when you go to the States now after this law is passed, you are going to say, "Well, now there is the law, and you interpret it the way you want to." You are going to go to them with some specific criteria, if you will, basic criteria. I would like to know what they are. There is the area of our discussion today. It is not what control or criteria you have written into this law, it is what you are going to do when you go there to the States and tell them what they can get money for. What kind of plans will qualify for money. And you won't impose it on them because if they don't want the Federal money, all right, but they all want it.

Mr. COHEN. May I try to clarify one point that I think is related to this: I do not interpret—I should put it this way: I do interpret "basic

criteria" here as used to be in effect criteria defining what is in 1 to 6. That is, I do not—

Mr. GOODELL. That is right. In detail. Which programs will qualify and which won't.

Mr. COHEN. Let me put it this way: I want to make this clear for the legislative history. "Basic criteria" doesn't mean here that the Commissioner may establish, just out of the blue, elements that he thinks the States have to comply with. "Basic criteria" here means definitions and explanations or guidelines, whatever you want to call them, of the terms and conditions that are specified here. As, for instance, what is educationally deprived? Let's say, on line 5—

Mr. GOODELL. Also it means, what is a program or a project for special educational needs of educationally deprived children.

Mr. COHEN. That is right.

Mr. GOODELL. All right. You are going to define it. That means what programs are eligible for funds. You are saying to the States in effect, "This is which program is eligible and which isn't." We can say it is criteria. I don't care about the term. I would like to know what you have in mind. How much discretion are you going to leave to the States and localities, here? It seems to me you ought to be able to provide us at least with some general guidelines.

Mr. COHEN. I don't think we have anything on a piece of paper right now, but I think we could provide you with some illustrations.

Mr. GOODELL. Mr. Chairman, may we have this submitted? I think it is within our jurisdiction and I would like to have it. I think it might clear a lot of this argument up.

Mr. BRADEMAS. If the gentleman will yield once again, I have the impression we are quarreling about something—there are so many things that we should quarrel about that we are quarreling about something we don't need to quarrel about. My point is that when we legislate we always talk about criteria.

Mr. GOODELL. And that is where we get in trouble. When the Department starts imposing criteria, criteria nobody saw in the law. And it has always happened.

Let me ask a final question—the chairman has been very, very generous—all of you have—but I feel these points have to be clarified from my viewpoint and the viewpoint of the people we represent. On the textbook material, you will impose no standards as to textbook material; is that correct?

Secretary CEBERREZZE. That is correct.

Mr. GOODELL. This will be completely in the hands of the State officials?

Secretary CEBERREZZE. Of the State officials, yes, sir.

Mr. BRADEMAS. Is that a criteria that is imposed upon the States that there will be no Federal standards on textbooks?

Mr. GOODELL. Now, let me ask you a couple of specific questions, because it does intrigue me a little bit. Suppose a textbook in South Carolina teaches segregation, approved by the State education officials. Can Federal funds be used to purchase that textbook?

Secretary CEBERREZZE. I think that that would be—I am trying to think whether title VI of the Civil Rights Act would have a bearing on that.

Mr. GOODELL. I am wondering what the relationship of the Civil Rights Act would be, too.

Secretary CEBERREZZE. I wouldn't be able to answer your question specifically. Title VI comes to my mind.

Mr. BEIL. Mr. Secretary, on this, as an allied point to it, and Dr. Keppel, you might check on it—I noted an article in the New York Times that referred to a group that were upset due to the fact that some of the schoolbooks that were bought degraded certain minority groups in their statements, in their presentation of the history of our country and so on. Now, would this come under the Civil Rights Act?

Secretary CEBERREZZE. We don't know, but this, again, gets into the area of why we wanted to leave it in the States, because there are cases where some school districts may want to have a book on evolution, for example, or something of that kind, for example. Some other school districts may not want to have that, and I don't think the Federal Government should get into an impossible position—

Mr. BRADENAS. I may say if I had to decide in the next 10 seconds, I think I would just as soon vote to allow a local school authority to provide outrageous textbooks as to allow the Federal Government to impose textbooks upon the local school authorities all over the land. I mean, if we say we believe in local autonomy, then I think we ought to believe in it and allow local school agencies to do foolish things.

Mr. GOODRILL. If I may say so, I think in the Civil Rights Act last year, we decided otherwise, when Federal funds are involved. With reference to this issue, at least.

Mr. BRADENAS. Will the gentleman spell that out?

Mr. GOODRILL. That there cannot be discrimination or discriminatory materials produced through Federal funds and we will withdraw funds if they are. I think this leads to something that causes me considerable concern. When the Federal Government starts spending money for textbooks, aren't we going to get to the question of evaluating the material in those textbooks? Suppose in another textbook there is a section that describes the Truman administration as full of Communists?

Secretary CEBERREZZE. We would ask for equal time.

Mr. GOODRILL. You would have a viewpoint of one nature or another, and your financing would be with Federal funds. Now, isn't this going to cause some problems?

Secretary CEBERREZZE. I think we have to draw a distinction, here, again, Mr. Goodell. I would like to check it out, but I personally agree the Federal Government should have no say-so whatsoever and the discretion should be left with the State as it now is, as to the type of schoolbooks to use. We have to draw a distinction between a school—if you are teaching a class and you are bringing all of these facts out. Now, some communities will wish in the classroom to compare communism with a democracy. There are other communities that don't want the teacher to even mention communism in the classroom. We are not going to get into that. That is a purely local problem. And I can't see that a school system would use a textbook which would preach segregation. That is, they would probably talk about segregation—if it is for the purpose of analyzing it or for a historical purpose and you must acknowledge that.

With that I see nothing wrong, but I would be very, very reluctant, I would rather be absolutely wrong before I would say that the Federal

Government should have any authority whatsoever under any circumstances, to tell the local school districts and the local States what books to use.

Mr. GOODRILL. Mr. Secretary, if I may say so, the section of this bill that causes me the most concern is the entry of the Federal Government into the field of purchasing or financing textbooks and text material. I think it is naive to say that we can put Federal money into these books without evaluating what is in the books, and whether we do it in this legislation or not, it is going to come, I am afraid. You have to take some of these extreme things as examples of the possibilities, to raise the question.

Secretary CEBERREZZE. The Federal Government, under this section, does not purchase any books. It makes available to the States money for the books the State wants to purchase.

Mr. GOODRILL. The States and to the private schools, books approved by the States?

Secretary CEBERREZZE. That is right, by the public State educational system. We don't purchase them.

Mr. GOODRILL. You are making the money available for textbooks. You are making the money available only for the purpose of purchasing textbooks and textual, instructional material. And when you do that, it seems to me you have pushed the Federal Government into the business of evaluating it—inevitably. Perhaps not in the terms of this legislation, but I think we ought to do this only after great pause and consideration.

Secretary CEBERREZZE. Let's get back to your impacted area which you were discussing a moment ago. In an impacted area the school system buys library books out of the money the Federal Government gives them.

Mr. GOODRILL. But you know how they do that. It is quite different. You have a specific proposal here to make money available to purchase textbooks. In the impacted bill we paid to the impacted school district just as though the Federal Government were a taxpayer. We say, "We owe you that money because our people are not paying taxes locally."

Secretary CEBERREZZE. It is still Federal money, whether it is this or the impacted area. They are given money to buy books for any purpose they want in the school. Now, you may never raise a question, there.

Mr. BRADENAS. That is right. In the National Defense Education Act, I think we have an amendment that was passed by Congress at one point to prohibit funds for the purchase of equipment from Communist countries. I can see the series of amendments coming along with reference to textbooks. I can see them offered on the floor and I can just imagine the people standing up and voting against a prohibition that any Federal funds can be used to purchase books that include Communist material.

Secretary CEBERREZZE. You had the loyalty oath and we finally got around to eliminating it.

Mr. GOODRILL. This is what you are entering into here with this kind of a program, unnecessarily. I wish you would give some thought to this question.

Secretary CERNAREZZE. Do you mean we are entering into making moneys available for books and libraries unnecessarily?

Mr. GOODELL. In title II you are purchasing directly textual, instructional material and you are giving the evaluation of that material over to the local State governments. Federal money is involved.

Secretary CERNAREZZE. No; I want to keep the record straight. We have argued this among ourselves for a long time. The Federal Government makes certain numbers of dollars available for the purchase of books and library resources which must go through the State. In the other area there is a provision that if in a nonpublic school there is a State prohibition then the Commissioner with the assistance of the State can make moneys available for that purpose. The money is given to the State. It is the State that sets up the criteria. Even in the private schools, only books designated by the public agency can be furnished to the students. We decided purposely, when we first discussed the bill, that this question of what books the school was going to use was a question that had to remain the way it remains, today, strictly a local basis.

Mr. GOODELL. You have admitted one question in your mind and I agree. I think the way the law is written, with the exception of possibly segregationist material, you are not controlling, or you have no power to control what goes into these textbooks—at this moment. My point is, Do you really think that we can stay out of that business if we are giving Federal funds for that purpose? I would appreciate your giving me an opinion as to whether the Civil Rights Act bars the use of these funds for textbooks that have segregationist material? Secretary CERNAREZZE. I will submit the question to the Justice Department. They are more qualified to give you an opinion.

Mr. PERKINS. I want to make an observation before we get away from this. The Federal control that has been so strenuously argued here about this legislation, if you open the impacted legislation, if you open that bill up, on page 7, and open the other bill up on page 5, you will find that the criteria or the guidelines established in the impacted legislation in my judgment are much more stringent than they are in the present proposal of the administration at the present time. For instance, on page 5-A, under the impacted legislation, which shows how similar they are in certain instances. A is 10 or more, and B amounts to 3. On the other, A is 1 percent and B is 3 percent or more. So the guidelines, the different objectives, here

Mr. GOODELL. Now, Mr. Chairman—

Mr. PERKINS. Now, let me get through. Let me get through.

So it seems to me that you are going to increase the range of choices of your local authorities under the administration's proposal. Under the latter there is no Federal control. They can come up with any plan that is most suitable for these disadvantaged youngsters and that is exactly the purpose of the legislation. There is no Federal control involved anywhere here.

Mr. GOODELL. Well, Mr. Chairman, we differ on that. I would say that I don't differ at all that the basis for distribution with your 3 percent and your other allocations is the same, but the section that I cited, pages 7, 8, and 9, is not in Public Law 874 and this is where your basic criteria authority is in existence—

Mr. PERKINS. In 874 we simply provide for the maintenance and operation.

Mr. GOODELL. Fiscal guidelines.

Mr. PERKINS. Fiscal guidelines and that is all we do here except some criteria to make sure we pinpoint the money and we do the same thing in 874.

Mr. GOODELL. It is the criteria I question.

Mrs. MINK. I wonder if this attachment to our material, here, the front cover of which shows the distribution of funds under title I to each of the States, and on the fourth page entitled "Appendix, Possible Programs for Educationally Disadvantaged Children Suggested by Local Superintendents," and listing such possible programs as additional teaching personnel to reduce class size; teacher aid; tutoring, and so forth, are materials already included in the record as possible criteria for the allocation of funds under title I? Perhaps the gentlemen could answer.

Mr. COHEN. Those are part of what we would consider basic criteria as meeting the words in the statute and I think those should go into the record as part of the legislative history of what would be permissible.

Mr. PERKINS. It is a part of the record at the present time.

Mr. FORD. I have been glancing at title II after looking at the fact sheet these gentlemen provided us. Am I correct in assuming that for the purposes of title II, the total appropriation will be divided by the number of children in public and nonpublic schools in the entire United States, and then each State will receive its share in a lump sum, so to speak, against grants, proportion that that State's school population bears to the total school population of the country?

Mr. COHEN. That is correct.

Mr. FORD. Then I look a little further down here. I look at page 20, subparagraph 3, starting at line 92, where I find this language—

provides assurance that only such library resources and printed and published instructional material will be furnished the schools under this title as are approved by an appropriate State or local educational authority for use in public or elementary or secondary schools in the State.

Does this clearly spell out in the bill and if it doesn't explain why it doesn't, that all we are doing is what was suggested by the gentleman from New York with respect to a possible alternative to title I, is giving the States their fair share of the total allotment and saying, "If you are going to buy phonograph records to teach the children with, or movie projectors or geography books, you buy what your school system thinks is necessary and use up to the amount of money we give you," is that a fair analysis, or have I gone astray somewhere?

Mr. KERR. It would not include movie projectors, but books.

Mr. FORD. It says "other instructional materials," and, in my State,

we provide those things.

Mr. COHEN. The answer to your question is: That's right.

Mr. FORD. That is correct.

Mr. PERKINS. Mr. Brademas, any further questions?

Mr. BRADEMAS. Only one. Would a motion to adjourn be in order?

Mr. PERKINS. I think so.

The committee will adjourn until 9:30 a.m. tomorrow morning. (Whereupon, at 4 p.m., the committee was adjourned, to reconvene at 9:30 a.m., Saturday, January 23, 1965.)