

Supplementary Docu-
ments - Chapter V

Spurred Right from beginning

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9/31

EXECUTIVE OFFICE OF THE PRESIDENT
BUREAU OF THE BUDGET
WASHINGTON 25, D.C.

#27

*Kerrigan
Gilgoff
Kelly
Carton
Lahn*

167 Budget

AUG 27 1966

Honorable Sargent Shriver
Director, Office of Economic
Opportunity
Washington, D. C. 20506

Dear Mr. Shriver:

Since our work on the preview of the 1967 budget began, the President has given directly to the Cabinet and the heads of the major agencies on several occasions, in Cabinet meetings and meetings with agency task forces, the basic policies he wishes to guide the preparation of agency 1967 budget requests. On May 15, June 22, and July 22, we conveyed to you in somewhat more explicit terms the President's instructions. Later discussions with the President have confirmed these policies and instructions. There is no question but that it will be necessary to find savings in existing programs of each agency to help finance increased spending for higher-priority programs.

This basic policy underlines the importance of continued aggressive efforts by your task force to identify savings which can be considered with your budget submission. I am sure you understand the absolute necessity of identifying as many savings as possible in your September 1 report on cost reduction, required by Bureau of the Budget Circular No. A-144.

In our preview meeting we discussed with you a number of major program issues, which we agree need attention. The results of our discussion, as we understand them, are set forth in Attachment A. In a number of cases the completion of further studies will be required before decisions can be reached on your 1967 budget submission. I cannot over-emphasize the importance of completing these studies on schedule. I hope you will give this matter your personal attention.

I am also setting forth in Attachment B planning totals of new obligational authority and expenditures for your guidance in submitting the detailed 1967 budget request for your agency. If new civilian pay increase legislation becomes law during this session of the Congress, the net cost should be added to your planning figures. Otherwise the planning totals cover existing programs (including programs requiring legislative extension for the fiscal year 1967) and programs expected to be authorized in the current session of the Congress.

It should be understood that the amounts shown for 1967 in the attachment are planning figures only and are not intended to establish the final figures to go in the budget. You are urged to make every effort to submit

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budget estimates below the planning figures. If, however, after a personal review, you should find it necessary to submit proposals which exceed the planning totals, you are also requested to indicate, according to a scale of priorities, how you would hold new obligational authority and expenditures within the planning totals. In developing such a priority analysis you should include lower-priority program components both from your proposed program increases and from the 1966 base.

Within the planning totals, it is not intended to limit your flexibility of judgment, except that you must make adequate provision for uncontrollable programs and for legislation expected to be authorized in the current session of the Congress. Staff of the Bureau will pass on informally to your budget officer such further information as would be useful to give you an understanding of the basis for the planning totals. I wish to make it quite clear, however, that any information so transmitted is illustrative only and is not to be taken as limiting the details of your budget submission.

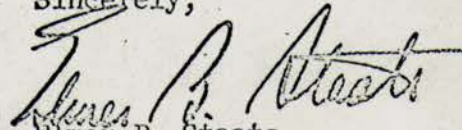
Detailed instructions for the preparation of legislative programs are contained in Bureau of the Budget Circular No. A-19. Specific drafts of legislation, both to initiate new activities for which amounts are to be recommended in the 1967 budget and to extend or renew existing programs, should be submitted for clearance at the earliest date practicable so that proposals will be ready for the President to present them to the Congress by the time the budget is transmitted in January 1966.

Please make your budget submission complete and support it with all required schedules and justifications. It should not be assumed that additional requests for 1967 will be considered later.

We are now closing the 1967 budget preview. As indicated in the Cabinet briefing of August 25, and in our memorandum of August 27, we will very shortly issue instructions for the 1968 budget preview. The preview process must become part of a year-round continuous planning, programming and budgetary system. Following the President's instructions to move rapidly in this regard, we are proceeding to develop samples and guides for the development by each agency of such a program and planning framework on which the 1968 budget cycle can be based.

We look forward to your interest and support in this effort. We believe it will make a major contribution to the selection of goals, the development and evaluation of programs, and the allocation of budgetary resources.

Sincerely,



Elmer B. Staats

Acting Director

Attachments

OFFICE OF ECONOMIC OPPORTUNITY

Major Program Issues

1. Enrichment of the Neighborhood Youth Corps

need definition

Labor and OEO were to work together to evolve acceptable arrangements for providing remedial education, counseling, and vocational training for NYC enrollees and graduates. Such arrangements, primarily limited to remedial education and counseling, are to be incorporated in the OEO 1966 operating financial plan. For 1967, an enrichment program, including also vocational training if possible provided through MDTA, was to be developed and submitted by September 15.

2. Screening, testing, referral, and placement activities for youth programs under NYC, Job Corps, and MDTA

OEO, Labor, and Commerce were to form a task force to consider these matters, giving particular attention to the establishment of integrated intake and placement facilities, and to the maximum practical use of the Employment Service to this end. A written report is due in September.

3. Community Action

It was agreed that OEO would seek to give primary emphasis to the coordinating or catalytic function of CAP by:

- a. Requiring communities to submit comprehensive plans which identify problems and resources far beyond those to be met directly by the CAP grant.
- b. Involving the field staffs of related Federal agencies in the development of CAP's.
- c. Establish a procedure for dealing with the preference components of CAP's.

4. OEO relationships with economic resource development agencies

Mr. Schultze agreed to take the lead in bringing the various agencies together.

5. OEO activity in rural areas

It was agreed that the OEO Program Planning Cycle should, within the limits of available knowledge concerning effective program composition,

set forth specific goals for equitable distribution of funds and staff effort to rural areas.

6. Relation of Elementary-Secondary Education Act to OEO

OEO and HEN were to develop a mutually agreeable plan for the respective uses in 1967 of the CAP and Title I funds in the areas of pre-school and remedial education.

OFFICE OF ECONOMIC OPPORTUNITY

Budget planning figure

1967

(In millions)

NOA.....\$2,100

Expenditures.....\$1,700

The \$ Squeeze

OFFICE OF ECONOMIC OPPORTUNITY

EXECUTIVE OFFICE OF THE PRESIDENT
WASHINGTON, D.C. 20503

December 17, 1965

MEMORANDUM

TO : Honorable Charles L. Schultze
Director, Bureau of the Budget

FROM : Sargent Shriver
Director, Office of Economic Opportunity

SUBJECT: Recent Budget Bureau Decision

The object of this appeal is to request an increase of \$440 million over your initial budget for the Office of Economic Opportunity in Fiscal 1967. The allocation of the requested increase is detailed in the attachment.

There are two reasons for this request:

1. The War on Poverty cannot be held still. Either it goes forward or it goes backward; I feel, as I am sure you do, that it must go forward.
2. Less important but still significant is the fact that the FY 1967 budget as it has been presented to us marks an explicit abandonment of systematic budgetary and program analysis in favor of classical number juggling aimed at equalizing the agony.

We understand the reasons for extreme budgetary tightness this year. In anticipation of this situation we presented the Budget Bureau with a fully-analyzed \$2.1 billion alternative in September. This alternative assumed that a tight defense economy would make our major job and transfer payment programs unnecessary at this time. Such an assumption apparently will be fulfilled and what we are now asking is thus a figure which will enable the War on Poverty to complement the tight economy and make the temporary "war-time" improvement stick, as did not happen after the Second World War and the Korean War.

What we propose in this memo is patterned after our earlier \$2.1 billion alternative, tightened by further cuts in job programs. By forward financing in FY 1966 we can reduce the \$2.1 billion by \$100 million, primarily from Job Corps. By accepting the war economy as a substitute for much of out-of-school NYC, we can accept a \$100 million cut in this program. But we think the cut in the total budget to the level proposed is much too steep.

The \$1.5 million you propose for Fiscal 1967 is not a stand-still figure; it is a retreat figure, and will be recognized as such. By annualizing the Fiscal 1966 mid-year rate of obligation the Bureau is saying that the War on Poverty cannot expand into the poverty-stricken portion of rural America, which it is just beginning to reach. You are saying that because the program planning resources in poor areas are small, the 45 percent of the poor who are rural must be frozen out for the duration of the defense emergency. As of mid-November rural Community Action grants constituted only one-sixth of the total, and if Headstart is excluded, only one-tenth. You are saying that this is the level at which we must stop.

Similarly, you are saying that the mid-Fiscal 1966 build-up rate of expenditure in the urban ghettos must become the steady-state level. The planning for program expansion now going on in virtually every community will have to be brought to a halt. Thus, for example, Mayor Daley's plans to add three neighborhood centers, an adult work program and comprehensive health care in 1967, and Detroit's plans for two more neighborhood centers and a major educational program will have to be curtailed. This kind of planning is going on in every major city. Furthermore, many large cities will be substantially over their fair share of funds in 1966 because inactivity in other areas has freed up funds for these cities.

<u>Examples</u>	<u>1/ Annualization/66 Funding</u>	<u>67 Allotment</u>
New York	37.0	24.0
Los Angeles	34.0	17.5
Detroit	10.5	5.0
Chicago	17.5	9.3
Philadelphia	17.0	6.6
Cleveland	5.0	3.3
New Haven	2.8	.8

1/ Includes only programs beginning in 1966. All communities expect to propose new programs in 1967.

The poor of America have been given a hope by the programs of Fiscal 1965 and 1966; an apparent show of no confidence on the part of the administration will chop this hope off short. It will inevitably engender group conflict over national goals and priorities at a time when pre-eminently we need increased national unity.

We cannot demonstrate evaluated success of results in ending poverty. To try to do so when most programs are much less than a year old would be recognizable nonsense. We can demonstrate that the programs are taking hold where they are supposed to take hold--and this is a necessary condition for future success. In any case, no one can demonstrate failure, because there has been little failure. Yet the proposed budget implies an evaluation of failure.

There can be no doubt about two aspects of our current operations. First, these operations are reaching the people they are designed to reach--many of them for the first time. The ferment occurring in poverty areas, although it is troublesome, is nonetheless an indication that the poor are being excited by the creation of a new chance. The poor, and the rest of the citizenry as well, are being excited by the new chance provided by programs such as Headstart, by Job Corps and other training programs to bring them in a meaningful way into the job market for the first time, by neighborhood services brought where they are needed and have never before been. A program standstill at this time would not cause a standstill of this excitement but rather a reversal and alienation--or a search in entirely and perhaps dangerous new directions.

Second, there can be little doubt that some of our programs as they now stand lack sufficient discipline. This is why we have planned to make the next period the period of tightening and disciplining, but we cannot discipline a dying program--which the War on Poverty clearly would be under the proposed budget. Discipline on the part of both local program administrators and, even more important, the poor, is not imposed from without. It is a function of a jointly felt need to keep under control a growing and important program. If the program appears to have been abandoned, such discipline will be nearly impossible to lay on. The much-vaunted War will take on the appearance of a ragbag collection of odds and ends.

The \$440 million increase over the proposed figure would represent an annualization of controlled growth rather than an annualization of an intermediate build-up level. Our initial proposal requested \$1.4 billion more than the roughly \$2 billion we are now asking. That \$3.4 billion was a maximum figure, which we can cut down; in part by drastic pruning of the job programs which are now much less necessary; and in part by foregoing some portion of the most desirable growth rate.

But, both because of the real need to make the War on Poverty a continuing and successful effort; and because of the political implications of making it seem that the poor must bear the burden of defense, I feel strongly that we cannot do less than is necessary to demonstrate the administration's continuing commitment to the ultimate defeat of poverty.

Enclosure

OEO - Program Appeal - FY 67
(Dollars in Millions)

	Estimates			Revised
	Based on	BOB Markup	Incr.	
	FY 66	FY 67	Requested	FY 67
Headstart	\$180	\$170	\$100	\$ 270
Upward Bound	25	35	25	60
Remedial/Tutorial Programs	40	50	25	75
Adult Basic Ed.	7	27	20	47
Legal Assistance	20	30	"	30
Family Planning	4	12	-	12
Health Centers	19	24	25	49
Home Health Aides	11	15	15	30
Foster Grandparents: other				
Programs for the Aged	21	21	10	31
Neighborhood Rehab.	15	15	"	15
Employment Manpower Programs	35	35	"	35
One Stop Service Ctrs.	84	108	30	138
NYC Enrichment	"	"	20	20
Various Community Services	23	55	"	55
Research Demonstration & Training	97	71	34	105
Prog. Develop. Tech. Asst. and Administration	60	72	16	88
Migrants	25	38	30	68
Total Community Action Program	\$666	\$778*	\$350	\$1128*
Job Corps	310	200	35	235
Neighborhood Youth Corps	255	265	35	300
Adult Basic Education	16	30	"	30
Rural Loans	35	25	7	32
Small Business Development Center	"	5	"	5
Work Experience	125	150	"	150
VISTA	15	20	10	30
General Administration	13	22	3	25
Draft Rejectee Prog.	5	5	"	5
Work Study	60	"	"	"
Total OEO	\$1,500	\$1,500	\$440	\$1,940

*\$60 to \$100 for the employment of subprofessionals is included in the various functional programs as are Nelson Amendment Funds.

The increases requested in OEO programs are as follows:

Headstart -- \$100 million

The mark-up forces this program to hold at about the FY '66 level but stipulates that OEO should concentrate on three and four year olds in the academic year program. It also forces us to fund full-year programs in FY '67 on a half-year basis. The requested increase would permit us to continue funding the 117,000 academic-year Headstart program on a one-year basis--\$47 million--and will permit an additional 53,000 children to be included in academic year programs--\$53 million. The 500,000 summer and 160,000 academic year impoverished children are still much less than half of the 2 million three and four year olds who should eventually be helped. The education of these children is not helped by defense spending.

UPWARD BOUND, Adult Literacy, and Remedial Education Programs -- \$65 million

Greater emphasis must be placed on these special non-public school programs that go directly to meet the educational needs of the poor. Even with this increase, we can only benefit about half of the 125,000 low-income high school students who need help in preparing themselves for college through UPWARD BOUND. The program for Adult Literacy, with the requested increase, is only a humble start in attempting to raise the educational level for the 10 million poor adults who have less than an 8th grade education. The education of these people is not helped by defense spending.

Health Programs -- \$40 million

The mark-up, in effect, throttles OEO's activities in providing comprehensive family health care through neighborhood health centers and home health aides at a time when OEO and HEW are just beginning to combine their resources to maximize the benefits the poor can receive from various federal health programs. Every dollar that OEO spends in this effort will be multiplied significantly in the actual health services being brought to the poor families in the slum or ghetto. The health of the poor is not helped by defense spending. Indeed, poor health is a major factor in military rejections of poor youth.

Foster Grandparents: other programs for the aged -- \$10 million

There are 30,000 neglected babies and young children living in orphanages and other institutions who can benefit from this program.

Job Corps

Preliminary review of the allowance for the Job Corps program in 1967 indicates that \$35 million additional will be required to achieve the desired enrollee man-year levels.

Neighborhood Youth Corps

The Manpower Administration advises that the Bureau allowance for 1967 represents a shortage of \$35 million. It is indicated that lapses and availability for forward funding estimated by the Bureau were in some cases based on misinterpretation of data submitted or otherwise erroneously estimated. We support the Manpower Administration request.

Adult Basic Education

Since this program will go out of our statute, we are not directly concerned with it. But it should be noted that the Office of Education has appealed for the restoration of \$10 million for fiscal 1967 and for the restoration of all their 1966 funds.

Rural Loan Program

We support the Farmers Home Administration advice that sound credit administration, in contemplation of a level program, will require an additional \$7 million. It has been pointed out that 40 percent of 1967 funding is proposed by the Bureau to be derived from unrealized carryovers and uncollected repayments. Further, the Bureau suggests that interest payments may be used for loan funding, whereas the income shown is often accrued but not collected. The Administration suggests that the ability to help one poor applicant will depend on the ability of another to meet his payments. We agree that such a position finds defense difficult.

Work Experience

In view of the war-time economy assumption, OEO and the Welfare Administration agree that the allowance for this program will not be appealed. The stipulation that "other needy persons" be excluded from eligibility for this program is questioned, however. We do not believe this is advisable in view of the strong indication of the House Committee in the amendments to both the 1964 and 1965 bills.

With the requested increase we can provide "substitute parents" for two-thirds of these children and give worthwhile employment to 15,000 older people. In addition, other new programs for the aged should be instituted in fiscal 1967. Neither the aged nor the infants are helped by defense spending.

One-Stop Service Centers - \$30 million

OEO has placed high priority on the importance of bringing all traditional welfare services plus many new ones into one center where the poor can have their needs met without endless referrals and frustration. Without the requested increase the forward push of this activity into rural neighborhoods and other city slum areas will be sharply curtailed. This would be very unfortunate at a time when this concept is just beginning to take root. The multiple social problems of the poor in rural and urban slums are not helped by defense spending.

Neighborhood Youth Corps Enrichment - \$20 million

At the present time the primary emphasis in the NYC out-of-school program has been on work training. These funds are to provide the out-of-school enrollees with the remedial education and intensive counseling so that their chances of breaking out of poverty are enhanced. This program will be concentrated in fiscal 1967 on draft rejectees and youth below draft age. They are not helped by defense spending.

Research, Demonstration and Training - \$34 million

This increase is required to permit this activity to continue at essentially the '66 level.

Program Development, Technical Assistance and Administration Costs - \$16 million

The increase here reflects the emphasis on extending into rural areas; whereas, under the BOB mark-up, OEO would have to essentially consolidate on the present urban-rural mix which is unsatisfactory.

Migrants - \$30 million

The average migrant worker earned \$1,225 in 1964. It is hard to imagine a more impoverished group than the seasonal farm worker and his dependents. We must continue to make strides in meeting their needs and this total program of \$68 million is only 1/5 of the annual level that we believe is required to meet their needs. These needs are not met by defense spending.

OEO-Program Appeal--FY 67
 All Direct Programs Except for Job Corps and VISTA
 (Dollars in Millions)

	Estimates			
	Based on FY 66	BOB Markup FY 67	Incr. Requested	Revised FY 67
Headstart	180	170	100	270
Upward Bound	25	35	25	60
Remedial/Tutorial Programs	40	50	25	75
Adult Basic Ed.	7	27	20	47
Legal Assistance	20	30	-	30
Family Planning	4	12	-	12
Health Centers	19	24	25	49
Home Health Aides	11	15	15	30
Foster Grandparents	21	21	20	41
Neighborhood Rehab.	15	15	-	15
Employment/Mpwr. Progs.	35	35	-	35
One Stop Service Ctrs.	85	108	30	138
NYC Enrichment	-	-	20	20
Various Community Services	23	55	-	55
Research Demonstration Trgn	97	71	29	100
Pro. Develop, Tech. Asst., and Administration	60	72	16	88
Migrants	<u>25</u>	<u>38</u>	<u>25</u>	<u>63</u>
Total OEO Direct Progs. (excluding JC & VISTA)	\$667	\$778*	\$350	\$1128*

* \$60 to \$100 for the employment of subprofessionals is included in the various functional programs, as ~~is~~ *are* ~~at~~ *at* Nelson ~~for~~ *for* ~~that~~ *that* funds.

VISTA

Today, VISTA has 1,700 Volunteers. On January 4, there will be 2,000. In addition to the 1,700 Volunteers currently on board, 500 applicants have accepted invitations to serve as VISTA Volunteers and 3,000 college seniors, with spring availabilities, have already filed their final papers. Based on precedent, approximately 1,000 of these applicants will accept invitations to training. Therefore, at this time, and without further recruiting effort, 3,200 Volunteers will be in service or in training on June 30. This is 700 Volunteers more than the 2,500 authorized by the Bureau of the Budget in FY 66. So as to not reverse a program that has just been launched, OEO requests an increase of \$10 million in FY 67.

General Direction and Administration

It is quickly conceded that the \$30 million estimated for General Direction and Administration accompanied a much larger total program than that contemplated by the Bureau. However, the ratio of administrative expenses to various program levels does not vary uniformly. It is suggested that \$22 million will not prove adequate for the purpose. Therefore, \$3 million restoration is requested.

TALKING POINTS - BUDGET BUREAU APPEAL

1. POLITICAL IMPACT OF THE CUTBACK.

You have correctly stated that the summer 1965 difference between Watts and Harlem may be due in large measure to poverty programs. A cutback of the nature proposed could have traumatic effects in these areas. This could have three impacts:

a. Spontaneous riots.

b. Less spontaneous riots. There stand ready irresponsible leaders ready to exploit this sort of thing. What does this do to the 1966 elections?

c. Direct political exploitation by the opposition. Some Republicans (e.g., Congressman Goodell) have already started in this direction. It is not impossible that the minority vote could undergo a massive shift in the 1966 elections. (cf the Lindsay vote in Harlem.)

2. FOREIGN POLICY IMPACT.

In part this is a corollary of the first point. Those who stand ready to exploit are quite likely to do it along foreign policy lines. Again, some are already doing it. The get-out-of-Vietnam movement now lacks a mass basis. This could change. In addition, we should look at the direct effect on the "uncommitted" nations of financing a conflict which is already unpopular internationally at the presumed expense of our own colored citizens.

3. EFFECT ON PROGRAM PERSONNEL.

Ordinarily the effect of program cutbacks on the personnel running the program is not a valid reason for questioning the cutbacks. In this case, however, we are depending on personnel at the local level to shift from the money-obtaining process to the more disciplined and difficult process of using this money in a coordinated way to start making a real impact on the fundamental causes of poverty. Given insufficient funds and the implication of insufficient administration confidence in the program and its goals, this shift may be impossible to make. Many of the best people will leave; in any case these are people not under direct federal control.

4. DEFENSE SPENDING LEAVES UNTOUCHED A VERY LARGE NUMBER OF THE POOR.

There is a tendency to believe that a defense-induced tight economy will in itself provide maximum progress against poverty. This is incorrect. The

most optimistic estimates of reduction in the unemployment rate will increase the number of employed poor by only half a million, and bring only about a million people out of poverty by this process. In addition, there are about 22 million poor in families whose heads are employed full or part-time. These may be helped by increasing the degree of their employment or by increased wages (although it is by no means clear that real wages at the lower end of the scale increase in a tight economy.) In any case, it is clear that many millions of the poor will not be helped.

5. THE IMPORTANCE OF GAP INCREASES WITH A LOW LEVEL OF UNEMPLOYMENT.

Defense-induced prosperity does help get rid of poverty, but it does not stick. After World War II, 5.5 million people reentered poverty; after the Korean War, 3.5 million. The objective of GAP in a defense situation is to change the fundamental situation of the poor --- their training and particularly their environment --- in order that they and their children may stay out of poverty. This is in part a question of keeping the economy hot after the war (but it always cools down some). Even more important is changing the people who live in the environment of concentrated poverty and changing this environment. Without such change, the environment will take over when the war ends, and any wartime improvement will be strictly transitory. What we propose cuts out of GAP those things which defense spending substitutes, but maintains those things for which it does not.

6. RURAL POVERTY.

Up to now we have not gone into rural America as we should have done. The reasons for this reflect no particular credit on us, but the proposed cuts assure that we will be unable to correct this inequity.

OFFICE OF ECONOMIC
OPPORTUNITY

EXECUTIVE OFFICE OF THE PRESIDENT
WASHINGTON, D.C. 20506

August 20, 1968

To: UPWARD BOUND Project Directors

From: Thomas A. Billings, Director
Project Upward Bound

Subject: 1. Congresswoman Edith Green's criticism of Upward Bound
2. OEO's response
3. Arthur Flemming's response.

I have attached a copy of Mrs. Green's congressional testimony and a copy of the agency's response for your information.

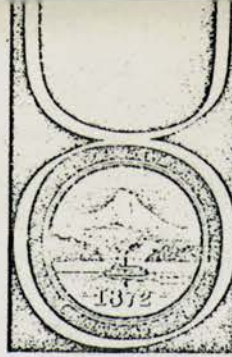
Mrs. Green's allegations are:

1. Former Director Richard Frost, by serving as a consultant and site visitor for Upward Bound and as an assistant in the Oregon Prison Upward Bound program, is acting improperly, if not illegally.
2. Upward Bound is a national program to train revolutionaries.
3. Upward Bound's involvement in the Experiment in International Living (57 bridge students) is a violation of Congressional mandate and is a reward for "drop-outs."
4. Upward Bound would be better managed in the U. S. Office of Education.

I have tried to respond to each of Mrs. Green's allegations in my press release. I am particularly proud of Upward Bound's success record; we have absolutely nothing about which we need to be ashamed or defensive.

I hope the attached documents are helpful to you in answering any questions which may arise locally.

UNIVERSITY OF OREGON



OFFICE OF
THE PRESIDENT

EUGENE, OREGON 97403
telephone (code 503) 342-1411

August 1, 1968

Dr. Tom Billings
Director
Upward Bound
Washington, D. C

Dear Tom:

I am attaching a copy of a statement that I released to the Register-Guard today. I do not know what use they will make of it.

You may feel free to use it in any way you desire.

Very sincerely and cordially yours,

A handwritten signature in cursive script, which appears to read 'Arthur S. Flemming', is written over the typed name.

Arthur S. Flemming
President

Enclosure

July 31, 1968

As Chairman of the National Advisory Committee for Upward Bound, I have read the statement issued by Dr. Thomas A. Billings, the National Director, relative to charges made against the program on the floor of the House of Representatives.

There is no question in my mind but that the former national director, Dr. Richard Frost, rendered the nation outstanding service in developing and establishing the Upward Bound program on a solid foundation. The high tribute paid this program by the National Advisory Commission on Civil Disorders is due in no small part to his leadership. His utilization as a consultant and teacher in the program following his return to Reed College is a logical outgrowth of his previous services. I regret that the nation, which is indebted to him for what he has done, has been provided with information that is factually inaccurate relative to these relationships and relative to Dr. Frost's income. Once again, it is going to be difficult for a reply to charges to catch up with the charges. This is a great disservice to an effective public servant.

Dr. Thomas Billings, Dr. Frost's successor, has also done an excellent job. The success of his efforts is clearly pointed up by the facts relative to Upward Bound such as that 80% of the high school students who have completed Upward Bound are going on to college and that 82% of this year's Upward Bound freshmen completed their first semester in good standing. Long after the dust settles as a result of this recent controversy, thousands of young men and women are going to be grateful for the kind of creative leadership that has resulted in despair being replaced by hope in their lives.

and also establishes a number of new programs.

Mr. Chairman, this legislation has special significance this year as it is the 10th anniversary of the National Defense Education Act, one of the highlights of the education programs of the Eisenhower administration in that it was the first major Federal legislation which provided financial assistance to all levels of education. As the emphasis of our educational needs has grown and changed over the intervening years, this bill makes certain modifications and extensions of NDEA programs.

Since 1958, the number of colleges and universities participating in these student aid programs has doubled, from 1,100 to 2,200, and the number of programs themselves has vastly increased, chiefly as a result of the Higher Education Act of 1965.

Yet even the progress made by these bills and the projected assistance to be offered by the measure before us today does not go far enough. There are some 2.5 to 3 million high school graduates each June, and yet on the basis of the 1969 projections, only 1,172,000 students—less than one-half will receive NDEA or guaranteed loans. Similarly, college enrollment is expected to reach 8 million by 1973—or almost double in the previous 10 years—and yet the reduced levels of assistance for higher education facilities construction prevalent for 1968 are not increased meaningfully. The Office of Education fears that this will lead to a situation similar to that which existed in 1964 in which colleges experienced a severe shortage of space.

Clearly, the extension of existing programs and the creation of new ones is important and leads often to better ways of solving the problems of higher education. But, as I have pointed out on this floor too many times in recent days, the underfunding of excellent programs and clear national commitments is a major mistake in human and educational terms. Applications pour in as educators are encouraged by the prospect of a program tailored to meet their needs and then their hopes are dashed when they learn that funds are available to support only a portion of the applications, or to assist more of them at a lower level. What is worse, the students, whose lives we are trying to enrich, are again faced with overcrowding, lack of adequate personnel and facilities, and insufficient money for scholarship assistance.

Specifically, aside from extensions, there are three new programs contained in the bill, networks for knowledge, education for public service, and remedial programs for disadvantaged college students. The bill provides new authorizations for grants and contracts to improve education for the public service and public service fellowship awards for colleges having such educational programs, as well as stipends to students enrolled in the programs. In addition, it authorizes new funds for special services for disadvantaged students in institutions of higher education, amends the educational opportunity grant program to give institutions authority to transfer funds to work-study programs,

and eliminates the State allotment formula.

With reference to networks for knowledge, I would comment in particular that Dr. Samuel Gould, chancellor of the State University of New York, feels that the planning money provided for the networks for knowledge is a very important step forward and that it will make it possible to share educational and research resources and facilities.

Mr. Chairman, there are a number of colleges and universities which are now involved in this program. Dr. Gould points to certain items of educational equipment and need that some colleges cannot duplicate or cannot obtain, such as library resources and research facilities. In the State of New York we are now operating a program similar to the networks for knowledge which is moving forward with very appreciable success.

Five universities—Buffalo, Syracuse, Rochester, Binghamton, and Cornell are now participating in the program, in which the cooperating institutions endeavor to send material back and forth between universities as there is a need for it. There is growing awareness of the necessity of sharing vital resources not alone in the library field, but in the field of biomedical sciences, where work has been started on a unified catalog program. Other medical institutions are trying to study how these resources can be shared in this move for the future.

(Mr. REID of New York asked and was given permission to revise and extend his remarks.)

Mr. REID of New York. Beyond that, I would merely call the attention of the Members to a very thoughtful and prescient report that was sent to me by Kingman Brewster, the president of Yale University. It is the report of the Association of American Universities entitled "The Federal Financing of Higher Education." Very briefly, this report points out that the past few decades have seen rapid growth in higher education. Specifically, total enrollments have grown by approximately 3.5 million students since 1930. The total annual expenditures have increased from \$508 million to \$14.9 billion. Research expenditures have increased from \$18 million to \$2.2 billion.

The report, which commands the support of a broad spectrum of universities, both tax- and tuition-supported, also suggests certain needs, certain lines of thought and certain areas to which the Congress and the Federal Government in general ought to give attention. It points to the needs of the maintenance of the private institution as well as the State university or college, 2-year colleges and institutes, 4-year colleges and institutes, and institutions with graduate and professional programs. The association also points out that in the years ahead we are going to need to train 100,000 doctors between 1965 and 1975; 80,000 engineers, and 30,000 scientists will have to receive bachelors degrees each year during the next decade to preserve just the existing ratios with the other educated professions.

For these and other reasons enrollments in higher education are expected to climb from some 5.6 million in 1965 to approximately 8 million in 1975, and

to between 13 million and 16 million at the end of the century.

The association's report continues:

Similarly, unless recent trends alter radically, graduate enrollments will grow from 314,000 in 1960 to 1 million in 1975 and 2 million or 2.5 million by the year 2000. To accommodate this demand, total current expenditures on higher education must increase from \$11.9 billion in 1965 to between \$15 billion and \$21 billion in 1975. Further construction needs for this decade, 1965 to 1975, are estimated at \$15-\$22 billion—i.e., an annual average of at least \$1.5 billion and perhaps of \$2.2 billion. Moreover, the history of past projections suggests that all of these figures may represent under-estimates of the true increases.

The colleges and universities will be asked, increasingly, to attack society's most difficult problems with research and action programs. They will be expected to help make urban life productive and satisfying, while assisting America's disadvantaged to participate more fully in the benefits and responsibilities of the society at large.

I therefore strongly support these amendments to the Higher Education Act and to the National Defense Education Act. And beyond this, we must be prepared to do much more in support of students, facilities, research, computing services, international education, the arts and humanities, and consideration must be given to direct institutional grants.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mr. PERKINS. Mr. Chairman, I yield 5 minutes to the distinguished gentleman from Oregon [Mrs. GREEN].

Mrs. GREEN of Oregon. Mr. Chairman, I thank the gentleman for this additional time.

I have been asked some questions in regard to the reasons for transferring Upward Bound to the Office of Education, and at the appropriate time, Mr. Chairman, I am going to put several items in the RECORD.

I believe that one of the reasons that Upward Bound should be transferred to the Office of Education is that the original intent of the legislation is not being followed by the Director of Upward Bound or the Office of Economic Opportunity. The purpose of Upward Bound, as presented to our committee by OEO representatives, is to help the disadvantaged student, so that he or she could continue secondary and postsecondary education if that student had the potential.

Before the committee, no one from the Office of Economic Opportunity ever requested funds for Upward Bound so that dropouts could enjoy a summer abroad at the taxpayers' expense. The program, supposedly was designed to help motivate, help provide tutorial services, help with financial aid for the disadvantaged student.

Recently I received a letter from one of the professors of Oregon State University which reads as follows:

OREGON STATE UNIVERSITY,
Corvallis, Ore., May 15, 1968.

Hon. EDITH GREEN,
House of Representatives,
Washington, D.C.

DEAR CONGRESSWOMAN GREEN: You undoubtedly know that the Upward Bound program has tied in with the Experiment in

International Living at Putney, Vermont, and that the chosen people from Upward Bound be visiting in various countries. I did realize this until May 12, when I received a call from this Experiment in International Living for one of the people in Upward Bound, who is living in Eddyville. He is going to have his Experiment in International Living in Mexico and Upward Bound is paying the bill. Among other things, he will have pocket money of \$100 and altogether the bill is a rather sizeable sum.

I suppose we should be tremendously pleased that this is taking place, but unfortunately I am not. It seems that this boy or others in Upward Bound are to be selected for outstanding service, but it seems to be that the amount of money that is being expended through the Experiment in International Living could be better spent by giving them scholarships to American institutions of higher learning. I can well imagine that the same experience of living with a Mexican family might be supplied by letting him go down to New Mexico, Arizona, or even California. The question is whether this is needed.

It appears to me that with the march of the poor on Washington and satellite marches to state capitols, that we ought to be thinking much more seriously how this money is to be spent. This is one more reason why I would certainly agree with your bringing in the Office of Education. As long as OEO is able to have another organization run Upward Bound then it is possible for this other organization to get around government regulations with impunity. I have no idea how you feel about this, but I hate to see this type of thing taking place in the so-called Poverty Program.

Very truly yours,

FRANKLIN R. ZERAN,
Professor of Education.

Mr. Chairman, a number of Upward Bound enrollees are headed for a summer abroad. How did they qualify for this very special program? First, by being in great financial need; and second, by not doing well in school and either being a dropout or a potential dropout. If a student is highly motivated, is working hard, and making satisfactory or good grades in school that student is not eligible for Upward Bound and, therefore, could not possibly have the opportunity to spend the summer abroad at the taxpayer's expense.

I recall very vividly a letter which was written to me by a high school youngster in Massachusetts. She wrote that her family was very poor and that her brother had applied for Upward Bound hoping to have some help to go on to college. However, he was not admitted to Upward Bound because his grades were too good—they averaged B-plus. This girl reflected an attitude which I think we are seeing more often and something which I regret very much and yet which I can understand very well. She said:

What does a person have to do to get into Upward Bound and receive help to go on to college? Does he have to flunk all of his subjects? Does he have to commit burglary and rape and burn down a building? If he had done these things he probably would have found eligible for government help!

Mr. Chairman, is it not high time that we had a few Federal programs to help those who show initiative, who work hard and who obey the rules. But this is not the criteria by which one is judged

for spending the summer abroad. I suspect that there would be thousands of high school students who would love to have a chance to be in Mexico or Brazil or Chile or some other country with all expenses paid and spending money in their pockets, but the youngsters from families of middle income cannot enjoy this experience; only their parents can pay higher taxes to send the disadvantaged student abroad for a year.

I would hope that the transfer of the Upward Bound program from the Office of Economic Opportunity would bring about a much wiser administration of the program because the Office of Education has never had the luxury of versatile funds that OEO has. I would hope that a new Administrator in the Office of Education would have better judgment on the expenditure of the limited funds made available to try to further the secondary education of the disadvantaged students.

Mr. Chairman, 57 enrollees from Upward Bound are spending the summer in the following countries: Canada, Chile, Costa Rica, Mexico, Panama, Peru and Brazil. I repeat, this was not the congressional intent when funds were provided to try to help a culturally or economically disadvantaged child to complete his high school work satisfactorily.

Mr. Chairman, another reason why the Upward Bound program should be transferred to the Office of Education is based on my belief that there would be a thorough review and evaluation of the programs. It has never been the congressional intent of the Upward Bound program to try to bring about massive social reform. Rather it was to help youngsters who have failed in school to be able to achieve academically by remedial reading courses or special counseling and guidance and yet, Mr. Chairman, in my considered judgment we are actually financing with Federal tax dollars the activities of revolutionaries and I do not say these words on the floor of the House without having considered them very carefully.

I believe that there is mounting evidence that we have in the Upward Bound program some paid employees who have certainly not been directing their efforts in such a way as to help youngsters to return to high school to continue their education and to prepare themselves to take advantage of the unlimited opportunities which could be available to them in the years ahead.

To have Upward Bound instructors preach hate and revolution and to have Upward Bound instructors write articles on what a terrible country the United States is, is a misuse of the Federal tax dollars which pay their salaries. I include at this point a statement which was made at a public meeting by the codirector of an Upward Bound program in Portland, Ore. This man, on the faculty as an instructor in the Upward Bound program admitted to me, in the presence of two other individuals that he had said the following in a speech at a public meeting:

I—I disagree about getting out of this. I think we ought to get every cent, to take every god-damn cent, rotten cent, that's there—I work for the OEO and I'll take \$50,-

000 a year if they want to give \$50,000 to me and I'll take it until I damn well please and I am going to support revolution with it. I think that there is room for white revolutionaries and I think when I use the term, I mean—revolution means to me only one thing. That is get in and blow it up.

Now, Mr. Chairman, when I brought this to the attention of the Director of the Upward Bound program several months ago Tom Billings, the Director, defended the program and refused to make any changes in it until the term of the contract expired some months later.

Mr. Chairman, I also include at this point an article written by one of the instructors of the Upward Bound program carried on at the Oregon State Prison. First I include an article written by a congressional intern of mine last year who had the privilege of serving as one of the Doorkeepers in the House of Representatives. Dennis Stephens was a student at Portland State College and wrote an article for his school paper, "Washington Intern Returns No Cynic." This is followed by the article written by one of the tutors Ace Hayes—to the Upward Bound program at the State prison.

LIBERAL VERSUS RADICAL: DEMOCRACY AND REALITY—WASHINGTON INTERN RETURNS NO CYNIC

(EDITOR'S NOTE.—Is democracy a reality in America? Is it the best system by which to organize society? With the war in Vietnam, poverty in the ghettos and increasing police control, these questions have stirred a debate between liberals and radicals on college campuses across the nation.

(Here, Portland State Junior Dennis Stephens, just returned from an internship with Oregon Congresswoman Edith Green, and radical-in-residence Ace R. Hayes, a PSC graduate student, offer contrasting opinions. Hayes had an opportunity to see Stephens' article before writing his.)

(By Dennis Stephens)

A year spent in Washington, D.C. has two possible effects on an observer. He can become the grittiest cynic, convinced that this country is not ready for self-government, or he can come away a democrat whose faith in American government is strengthened. I think the latter is the more mature conclusion, and the best basis from which to work for real social progress in this country.

I spent last year as a doorkeeper at the U.S. House of Representatives and as a Congressional staff member. Both areas of work helped convince me that American democracy, both in practice and in theory, shows the greatest promise of any government yet organized by men for guiding a large mass of people toward a more open and egalitarian society.

This belief is given some validity simply by the fact that this way of government has stood the tests of time and circumstance. The endurance of the American republic is due to no illusion on the part of the people. It is due to the fact that this system has done the most for the most people.

We cannot compare this government, nor any other in existence, with the theoretical accomplishments of a theoretical utopian system. We must compare it rather with the governments men have indeed put into practice, as they exist in the real world. The revolutionary who has been able to put his theories into practice has too often seen his dreams for the people turn into ashes, as they suffer under bureaucracy more oppressive than before. The Russian experiment is a plaintive illustration.

In the context of our present dilemmas, we question the soundness of a government that follows a policy of destruction in Vietnam,

instead of construction here at home; a government that seem unresponsive to the feelings of a large percentage of its citizens, and a family reactionary to the pleas of others.

The fault lies not in the stars, but in ourselves; not in the structure, but in the personalities leading the structure.

The fact that there is anarchy implicit in the reactions of some to present policy seems to me the greatest tragedy. Those who feel themselves so powerless as to espouse anarchy as a panacea commit a serious offense: their frustration they would deny their fellow men the political order with which they order their lives. To the vast majority, any order is better than no order at all.

"A majority," Lincoln wrote, "is the only sovereign of a free people. Whoever respects it does, of necessity, fly into anarchy and despotism. Unanimity is impossible; the rule of a minority, as a permanent arrangement, is wholly inadmissible; so that, anarchy or despotism in some form is all that is left."

My confidence in America's ability to recognize the majority as her only sovereign is shaken, first on confidence in the people. De Gaulle's warning, "... As soon as any man says of the affairs of the State, 'What does it matter to me?' The State may be given up for lost," cannot yet apply to the American, who still knows that it matters to

And second, my trust rests on confidence in the system. Good laws nurture better laws; bad laws lead to worse. The American system consistently produces good laws.

Whether the function of government is to enable the aggrandizement of its citizens, or to protect them from each other's aggrandizement; whether it is to "prevent crime and enforce contracts," as Lord Melbourne wrote, or simply, as Brendan Behan said, to keep the roads in repair and make the lives of old people more comfortable, democracy is the best means of providing a viable society of an alternative system yet devised.

But democracy demands of us what few have patience. Totalitarianism provides the expeditious government (Hitler cleared German slums and built autobahns) but we do not rely upon a more benevolent dictator to spare our blights, then in turn our destiny, free of blemish, over to us again.

Even more than patience, democracy demands courage. Jane Addams, a 1931 winner of the Nobel Peace Prize, wrote, "It requires a staggering courage to act year after year in the belief that the hoary abominations of society can only be done away with through the steady impinging of fact on fact—of intense interest—of will on will."

Patience and courage, in spite of the sickness of our time, and in spite of the weaknesses in our social orientation, are not lacking in the American spirit. The resources to change through anabolic reform, rather than a catabolic revolution, are also not lacking in the American spirit. If it can be done in men's insight, our problems will be corrected, and our system of government will be improved. If we cannot succeed through insight, no system of government can

different ways hoping to persuade by repetition. I will not say that the fault for America's problems lies with ourselves and our leaders and that I have confidence in the people. I will not say that the Russian experiment failed because its bureaucracy is more oppressive than before the revolution. I will not say that the American system consistently produced good laws because I would then have to say that all of America's laws are good.

I will not espouse anarchy as a panacea but I will suggest that democracy, if it is to exist, must have substance to go with the form and that if it does not, then substance must be achieved by whatever means are necessary, not excluding violent revolution.

The assumption that a condition exists merely because it is called by a particular title is no more valid than to assume that it exists because it feels good to believe so. Democracy, as applied to this country, is a title rather than a descriptive term. Consider for a moment the imperious statements of the governing officials, whether military, political or economic, wherein they clearly proclaim that what is good for G.M. or LBJ or the CIA is good for the USA. I would have begun to suspect that oligarchy was a more accurate description of our system, even if they had gone no further than arrogant verbal pomposities.

They have gone further, however. They have instituted anti-bad thought-laws and are reinforcing thought police. The McCarran Act and its ilk, the enlargement of the National Guard, police forces and such point, along with recent indictments, draft manipulations and explicit threats, to clarification or distrust between oligarchy and the people.

Not even Mr. Stephens believes that the directorate of this country is trustworthy and I therefore do not trust them—even if he does.

The question of democracy in America is answerable only in terms of "for whom?" Has the Negro, Spanish, Oriental, Puerto Rican, Indian, female, student or young person been accorded the prerogatives of democracy? No, they have not for they still have no power in the political, economic or military aspects of this country. The white, male, over 30, certificated, corporated class have some power, but really not much. Because both the under and upper class are at the mercy of the oligarchy, as it controls the policies controlling information, money and troops.

Can us niggers or our white betters find out how much money the CIA spent for what? Why crucial evidence from the assassination of Kennedy was locked from public view for 75 years? Why the US Board of Prisons is keeping concentration camps in good repair for the 'Justice' Department? How many special forces troops are really fighting in South America? Try.

Can any of us, under or upper class, do anything about the Pentagon's having a thousand billion dollars in the first 20 years of its own cold war and can we do anything about the thousand billion dollars it will have gotten in the third decade of its cold war? Try.

Troops? The oligarchy will need them more and more. The niggers—of all colors—are learning not to want into that upper class because all it has to offer is better pay. The issue is no longer finding a safe place in the last white, Western empire; it is to crush that empire and the oligarchy which controls it so that power can be redistributed to the people of their respective countries.

The degree of democracy present in Guatemala, Bolivia, Thailand, South Korea, Congo, Union of South Africa, Watts and Mississippi is about the same and thereby the peoples have the same enemy as it is the American military, political, economic oligarchy which runs them all.

Next, Mr. Chairman, I include in the Record a letter from George W. Randall,

the administrator of the corrections division in the Oregon State Board of Control. I would ask again, Mr. Chairman, if it is the congressional intent to use Federal tax dollars to distribute such pamphlets as those listed by Mr. Randall.

CORRECTIONS DIVISION, OREGON
STATE BOARD OF CONTROL,
Salem, February 9, 1968.

MARKO L. HAGGARD,
Coordinator, Economic Opportunity Program, Agriculture Building, Salem, Oreg.

DEAR MR. HAGGARD: As per your request I am sending you a copy of a sample of the literature that was distributed at the prison by members of the Upward Bound staff. In addition to this publication, the following books and pamphlets were also distributed by Upward Bound members:

The Warfare State, by Fred J. Cook. Collier Books—The MacMillan Company, New York, 1964.

The Wretched of the Earth, by Frantz Fanon, A Negro Psychoanalyst's Study of the Problems of Racism and Colonialism in the World Today. Grove Press, Inc., New York, 1966.

Vietnam International Bulletin, Vol. 1, No. 10, April 3, 1967—An emergency project of the International Confederation for Disarmament and Peace. Vietnam International, 3 Hendon Avenue, London N3.

Appeal to the American Conscience, by Bertrand Russell, Honorary President, International War Crimes Tribunal.

Aims and Objectives of the International War Crimes Tribunal, Published by the International War Crimes Tribunal, 11A Warmwood Street, London, E.C. 2

Very truly yours,
GEORGE W. RANDALL,
Administrator.

Mr. Chairman, if it is possible I also ask that the attached poster be included. Mr. Randall included this as one of the items distributed at the prison by members of the Upward Bound staff.

UNCLE SAM WANTS YOU, NIGGER
Become a member of the world's highest paid black mercenary army!
Fight for Freedom . . . (in Viet Nam)
Support White Power—travel to Viet Nam, you might get a medal!
Receive valuable training in the skills of killing off other oppressed people!
(Die Nigger Die—you can't die fast enough in the ghettos.)

Mr. Chairman, I am also advised that individuals connected with an Upward Bound program in Portland distributed the following instructions on how to construct a Molotov cocktail and incendiary time bomb.

MOLOTOV COCKTAIL
A bottle (any type of bottle) is filled with 3/4 gasoline and 1/4 oil. A fuse (even a rag-type fuse will work) is inserted into the bottle so that it reaches from the bottom of the bottle out through its neck. The bottle is stoppered with cork, paper, or fabric. The fuse is lit and, after it begins to burn, the bottle is thrown against the object which is intended to burn. On breaking, the bottle sprays the gasoline and oil on the objective and the fuse ignites it. The ensuing large flame and small explosion will not endanger the thrower, even though he is close to it. The bottle with its lighted fuse NEVER EXPLODES! This point is stressed to insure the thrower that he is never in any danger.

Recommended: Practice with a bottle filled with water, lighting the fuse as though it really contained gasoline. Practice throwing such bottles to develop confidence and accuracy.

In an actual attack on a building, it

NATIONAL CONTENTS DEMOCRACY FARCE
(By Ace R. Hayes)

Stephens has blended fallacies, conclusions, presumptions and his emotional appeal in an article which purports to prove: A) the system is good; B) even if it isn't, it is a lot better than any other country; C) no one has any reason to do anything which violates the rules of the little old society in the history of the honey child."

Stephens is an example of the industry known as the ad hominem. It is what Mr. Stephens missed.

Do not quote anyone no matter how irrelevant. For will I forsake my faith in seven

might be wise to first smash with a brick a window of the room to be hit, then to throw a very fragile bottle through the resulting hole to insure that the bottle shatters inside the building. As soon as the fire-bomb explodes inside the building, several other fragile bottles of gasoline and oil can be quickly tossed in to feed the flames and to make the fire hotter, thus insuring major damage. Of course, one must know in advance that there is something in the room which will catch fire and burn.

As Always: Do not attempt this type of action in areas or at times where one can be easily spotted and arrested. Study the set-ups in several different towns for months if necessary, before taking an action. Remember, *we're no good to anyone in jail.* We must do this again and again until it begins to really hurt Selective Service or until the government is forced to station guards on 24-hour duty around all draft board offices, induction centers, and recruiting offices and booths.

TO SET A SIMPLE FIRE

A lighted cigarette is placed in a book of matches and left on combustible material.

TO SABOTAGE AUTOMOBILE TIRES

Spread nails, tacks, etc. on SS parking lots or parking areas at night. Also around tires of members of draft boards. All nails and tacks should be painted black so as not to reflect light, thus making them difficult to spot until *after* a flat.

TO SABOTAGE AUTOMOBILE GAS LINES

Pour a little water or sugar into gas tanks.

INCENDIARY TIME BOMB

A cardboard or iron tube is filled with a mixture consisting of $\frac{1}{4}$ Potassium Chlorate and $\frac{1}{4}$ sugar and is sealed. A glass vial is filled with sulphuric acid and stoppered with paper. To arm the bomb, insert the vial, stoppered end down, into the tube. The acid will eat through the paper and ignite the potassium chlorate-sugar mixture.

A good deal of experimentation with small models of this bomb should be carried out to determine how long it takes for the sulphuric acid to eat through various types of stoppers. In this way, it will be possible to estimate (to within an hour or two) when a given incendiary bomb will ignite. (In a given building it is wise to place the device near combustible materials, such as paper, etc.)

A warning: The $KClO_3$ used as an oxidizer in this incendiary bomb tends to decompose quite easily and to yield its oxygen to any fuels with which it is mixed. This in turn may result in an unexpected, uncontrolled detonation. Therefore, experiment first with small quantities and familiarize yourself with the reaction, before attempting to build a larger bomb that will give off a flame hot enough to start a major fire when placed near combustible material in a building.

Mr. Chairman, I also raise the question as to the content of the courses in the Upward Bound programs which have come to my attention. I ask, therefore, to have included in the RECORD a letter from a highly respected gentleman in my State of Oregon—a man who has received his B.A., and his masters degree in social welfare in counseling from Portland State College. He is currently working full time with the State welfare and mainly with juvenile cases before resuming his pursuit of a doctorate. One who knows him very well writes:

Mr. Henry is extremely intelligent and perceptive. He is highly dedicated to his work and is definitely an idealist. You can rely on his report for objectivity and integrity.

His letter and my reply to him follows:

NOVEMBER 9, 1967.

Mrs. EDITH GREEN,
House Office Building,
Washington, D.C.

DEAR MADAM: May I take this opportunity to introduce myself. I am Mel Henry, a social worker and member of the National Association of Social Workers. Currently I am employed by Oregon State Public Welfare Commission in the Clackamas County Office. I have a deep interest in the programs sponsored by the Office of Economic Opportunity and sincerely believe that the basic intent of these programs is good.

Because of the nature of my duties, I had the opportunity to be indirectly involved with the Project Upward Bound on the campus of Reed College, Portland, Oregon, this summer (1967). As a result of my involvement, I am constrained to send you the following information and am optimistic that there will be some positive results. This letter represents my personal views and I am solely responsible for its content.

Enclosed please find: (1) Copies of pamphlets which were given to me by a student who attended the Upward Bound Program on the campus of Reed College this summer; (2) A copy of a letter I wrote to the Director of the Reed College program recently; and (3), A recent article from the Oregon Journal.

These are examples of the type of literature distributed to students for dissemination on their return to their various schools and communities. This particular student had a foot locker filled with pamphlets, and generated the enthusiasm of a neophyte in an attempt to sell the neighborhood children on this new persuasion, namely, a conscientious objector. Initially, after a short period of time, this student decided that healthy peer-group relationships at school and in the neighborhood were more important than selling ideas which were somewhat beyond some adolescents' comprehension.

I am not being critical of the literature per se because it does represent an honest point of view, but I am strenuously opposed to the "indoctrination" of adolescents who are not presented with choices. The purpose of Project Upward Bound, as I understand it, is basically that of helping an adolescent to internalize some new values in order that he might be brought back into "the main stream of society." I am not quite sure how this literature and the strong thrust of dissemination will contribute positively toward the goal of the Upward Bound Program.

Also, I am strenuously opposed to the manner in which public funds are being used to support a program which in turn "stabs it in the back." It is my understanding that the summer program officially ended in August, 1967. However, there is a follow-up program in which students who are supposedly experiencing difficulties with their academic work are assigned specific tutors. These students, I am told, are given \$5 per week and the tutors \$65. One mother, who refused to send her child to the weekly tutoring sessions because she saw them as "indoctrination sessions," referred to this weekly \$5 grant as "cigarette money" and the tutors' salary as a "fraud." This mother wondered why, in spite of the fact that her child is no longer associated with the program, does the money continue to come. No one has ever contacted this mother directly nor indirectly.

The question of transportation has been raised by some concerned parents. Apparently, certain vehicles are assigned to the project. It is alleged that these vehicles are used to conduct private business, pleasure trips, and activities which are not connected with the general welfare of the program. Also, operators are known to have been under the influence of alcohol while transporting students.

One student told me of a "legitimate" trip

to Canada and the experiences the student had. The most memorable experience was the difficulty minors had in procuring beer, wine and cigarettes in Canada. This problem was solved, however, when the tutor purchased these items for them. Apparently, this student thought it was rather funny. Incidentally, the parent of this particular student did not know about this Canadian trip until weeks after the trip had ended.

Based on my experiences with this program, the following conclusions seem warranted:

1. The Reed College Upward Bound Program has not been fulfilling the intended purposes of the National Program.

2. This program has been conducting activities contrary to and inimical to the best interests of its National Program and the public which it seeks to serve.

3. Persons who are described as tutors are being paid weekly salaries for positions and not for production.

4. There is no communication between the program and the parents of students who are in attendance.

5. I question the caliber and experience of the tutors and local administrators and wonder about the types of models these people are setting for students who so desperately need positive identification figures.

I am interested to learn more about the degree of communication and contact the National Office has with the local offices and the degree of autonomy which the local office possesses.

Thank you for your kind attention.

Very truly yours,

MEL HENRY.

CLACKAMAS, OREG.

NOVEMBER 20, 1967.

MEL HENRY,
Clackamas, Oreg.

DEAR MR. HENRY: Thank you very much for taking time to inform me of your views on the Upward Bound program at Reed. And yes, you are quite correct in believing that the Congress did not intend that Upward Bound become a propaganda vehicle for any individual or group of whatever persuasion.

As I am sure you are well aware, there is always something of a gap between legislative intent and administrative result. In the Economic Opportunity Act, this gap is more apparent than in other areas of national legislation. Since passage of the Act in 1964, I and many of my colleagues in Congress have sought to provide stricter agency adherence to the provisions of the Act, and we have continued to write into the language of the Act amendments that will not destroy the good while rooting out the bad effects of this legislation. This is a delicate operation.

The Education and Labor Committee, in 1967, adopted several amendments I proposed in the spirit of my remarks above, chief among them the so-called Green Amendment that makes Community Action Agencies a "State or a political subdivision of a State." The intent of this provision is to provide fiscal and administrative accountability in Community Action Programs by making elected officials responsible for agency actions. Since Upward Bound comes under Title II of the Economic Opportunity Act, i.e., that Title controlling Community Action Programs, I am hopeful that the actions of some groups and individuals—as you describe in your letter—will come under the judgment and control of people who are "on the scene."

In addition, I am now quite certain that in Senate/House conference, the conferees will accept the Senate language concerning Upward Bound. The important passage runs: "Financial assistance for such projects may be provided directly to institutions of higher learning, but the projects must be closely coordinated with activities of community

action agencies and with the Higher Education Act of 1965." It is my belief that this new language will help correct conditions of funding and operation such as you describe.

I agree with most of your conclusions, although I am wary of hearsay evidence given in the heat of anger when a parent has lost track of a child. I certainly agree that the selection of tutors should be an extremely cautious process, not to weed out those who dissent from majority views, but to ensure competence in the classrooms. Teaching is a delicate art, not to be confused with propagation of one-sided opinion.

The permissive atmosphere you describe is not, I believe, strictly attributable to a given program. Nor is it possible to make corrections in this area from the banks of the Potomac. It is a cliché by now, but it is nevertheless true that many of our young citizens have a fine disregard for the rules of social conduct we hold as self-evidently true. We can see to it that we do not finance irresponsible dissent. But we cannot legislate on the morality of our sons.

I would be most interested in receiving a copy of any reply from Upward Bound personnel at Reed—if, of course, it is not sent to you in confidence. And permit me to extend again my thanks.

Sincerely,

EDITH GREEN.

P.S.—I've had several other serious complaints about the administration of the Upward Bound program. I have had major policy disagreements with the former National Director of the program, Dick Frost. In my judgment the congressional intent was not carried out.

I also enclose copy of a pamphlet to which he refers and a copy of the letter which he wrote to the director of the Reed College program.

No! we won't go! we won't fight in Vietnam:

This war can be stopped if men refuse to allow themselves to be sucked into fighting it. That is why we are here today—we have pledged that we will not allow ourselves to be drafted into the insanity of Vietnam—and that we will help anyone else who doesn't want to go either.

End this lousy war.

Resist the draft.

For help contact: Portland Draft Resister's Union. Write:

Phone: 235-1264 or 232-7274.

CLACKAMAS COUNTY PUBLIC
WELFARE COMMISSION,
Oregon City, Ore., August 17, 1967.

Mr. HOWARD WASKOW and
Mr. RONALD SNODGRASS, Director,
Project Upward Bound, Reed College,
Portland, Ore.

DEAR SIR: This letter is an attempt in behalf of the Clackamas County Public Welfare Commission to seek some explanation and/or clarification pertinent to certain criticisms which were leveled at the Program Upward Bound, which terminated on the Reed College campus on August 5, 1967.

There are several reasons for my concern at this time. As a social agency, we are responsible to the community and to the Clackamas County Juvenile Court for those children who are placed in our custody, supervision, and care. At least one of our girls participated in your program. Also, this agency is answerable to the parents or guardians of those children who are directly in its care. The "normal" growth and development of the individual in a safe and healthy environment is our responsibility. In order for us to fulfill our responsibilities and obligations to the above named sources, it is necessary that we have more detailed knowledge of your program and its operation.

In addition to those functions named above, this agency serves as a referral agency

to your project. Knowledge of various aspects of your program is necessary for agencies such as ours if they are to provide prior information to prospective students and help them choose discriminately.

The criticisms which were leveled at your program came from three sources; namely, (1) personal observation on the part of this writer; (2) reports from dissatisfied parents; and, (3) directly from students who were involved in the Project Upward Bound.

On July 6, 1967, I visited the Reed College campus to observe the operation of Project Upward Bound. The primary purpose of my going was to determine the adjustment of a girl for whom this agency has supervision and care and whom we had given permission to enroll in the project. Also, I visited the project as an interested social worker and one who is a proponent of the Upward Bound Program.

I was quite shocked at the permissiveness, license, and the general lack of structure which I saw in the lounges, on the campus, and in the classrooms. Specifically, I observed heavy "petting and necking", smoking, verbal obscenity, unconventional and distasteful dressing, and lack of respect for the privacy of others, lack of regular hours, and rules in general. Not only were students tardy for classes, but very disruptive as they struggled in, dazed from lack of sleep. In the classes which I attended aggressive students dominated the scene and leaders did nothing to encourage the shy or passive student. There was a complete breakdown of the group process.

As I learned more about the program and its operation, I questioned the content of the courses, the vagueness of stated goals, the experience and qualifications of the tutor-instructors, and the general values that were being imparted to these students.

At that time I spoke with Mr. Snodgrass, one of the directors, who explained what the program was attempting to accomplish. In general, I was unimpressed with the total operation of the program. After returning to my office, I agreed that something should be done, but was unsure of how to proceed; consequently, I dropped the subject. However, my interest was revitalized when I had two telephone calls from irate parents requesting that some action be taken in regard to this program.

On August 1, 1967, I had a call from a mother of one of the students who was enrolled in the program. She reported the following incident: The previous day she had visited the campus and "was so shocked at the carrying on that she brought her daughter home that evening". She reported that she saw two boys who were in a drunken stupor from sniffing glue and who were being locked in a room by other students so as to disturb the campus. She also heard that two girls in one dormitory were pregnant; many girls had stayed out all night; five boys entered the room of a girl who was sleeping in the nude; lectures were being given on birth control and contraceptive devices were available to the girls; racial conflicts were started due to the presence of a Black Power advocate on the campus; and a general lack of discipline and control which caused students to be mere boarders and not active participants in the project.

This mother was extremely upset and actually blamed this agency for permitting the child to attend "such a wild place". She indicated that under no circumstances would she permit this child to return to the project next year.

Another irate mother reported that she visited the project one afternoon but was unable to see her daughter because "she was out on her free time". She was informed that the students had the right to leave the project at certain times. No one was able to answer this mother's questions as to her daughter's whereabouts and the expected

time of her return. The frustrated mother made several futile attempts to contact her daughter that evening. The following day she learned that her daughter "had spent the night at a friend's home in Portland. After voicing strong disapproval of the program, this mother said, "I suppose that since she is already in the program, I will let her continue, but I will definitely not send her next year".

One student was very dissatisfied with one course in Negro history. She said, "All I heard was Black Power and more Black Power." This student felt that the instructor of this course was a very militant advocate of Black Power and indoctrinated the class accordingly. He used obscene words at times to describe "whitey" and his speech was offensive to some of the "white girls". Apparently this student's observation had some validity because the instructor, in particular, namely Colden Brown, was arrested the evening of July 31, 1967, in the Albina area and charged with disorderly conduct, according to the press. The press report also stated that, "Mr. Brown helped organize the Black Arts and Culture Rally" scheduled for Irving Park the afternoon before the racial disturbance in the Albina area.

There is no doubt that some of these reports may be grossly exaggerated, oversimplifications, or mere generalizations; however, the fact that such criticism could be leveled at the Project Upward Bound should be cause for deep concern. To please parents, schools, social agencies, and the community at large is not the main thrust of your program. I am aware; however, to encourage behavior which is not acceptable in the home, school, or community would be a great disservice to all concerned and a questionable way to expend public funds.

It is a noble and idealistic effort on your part to eliminate traditional rules, to have student involvement in the decision-making process, to encourage flexibility by the elimination of structure, organization, and controls, and to gear programs for the individual wishes; but let us not forget that these students will be returning to their cultural milieu which is still traditional. Short term exposure to unconventional systems could have deleterious effects on the students in their attempts to cope with the "old system." Continued stimulation and reinforcement are necessary to help students resolve conflicts which, of necessity, will arise when they begin to exercise their new freedom and pseudo-sophistication in their own school system.

Programs designed to help adolescents should be consistent with the theoretical and experiential knowledge available in the field. To expose adolescents to certain situations for which they are not intellectually, emotionally, socially, and psychologically equipped to handle will result in greater insecurity, frustration, and confusion. Extreme care must be taken to insure that programs designed to help the individual return to the main stream of his society do not reinforce and perpetuate negative behavior which will further alienate that person from his society. There are still many adolescents who are crying out for structure and control and who are very uncomfortable were they to function autonomously. In order to meet their needs, boundaries, and limits are necessary.

I am sure that you can understand the cause for my concern and shall be most happy to hear from you at an early date. If there are any questions pertinent to this letter, please do not hesitate to contact me.

Very truly yours,
CLACKAMAS COUNTY PUBLIC WELFARE
COMMISSION,
(Miss) BERNICE THOMAS,
Administrator.
MEL HENRY, Social Worker.

The third reason that I believe there should be a transfer of the Upward Bound program to the Office of Educa-

tion is that I question the way the program has been administered and the contract given to Educational Associates.

In June, 1967, a corporate entity called Education Projects spun off a new corporation—private and “nonprofit”—that was called Educational Associates. It is very interesting to note, Mr. Chairman, that on July 1, 1967, Educational Associates received a contract from OEO, Upward Bound, to review proposals coming from applicants for Upward Bound programs.

The following pages are taken from that contract:

CONTRACT No. OEO-4108

SCHEDULE

Clause I. Statement of work

The Contractor shall provide the necessary qualified personnel, facilities, materials and services to accomplish the following work:

1. Assist in the preparation of revised Guidelines, standards, forms and announcements pertaining to Project Upward Bound. Submit recommendations for these revisions to the Project Manager.

2. Provide for the duplication and dissemination of the OEO Guidelines, standards, forms and announcements.

3. Provide staff members and consultants who shall visit eligible institutions in order to provide them with assistance and advice in the preparation of proposals for Upward Bound programs.

4. Receive proposals for Upward Bound projects from eligible institutions. Staff members shall process, review and evaluate these proposals.

5. Provide a group of outside educators experienced in Upward Bound programs, if requested by the Project Manager, representing each region of the United States. Panels, consisting of three (3) members each, shall be established to review proposals and provide a written evaluation of each proposal received.

6. Submit to the Project Manager a written evaluation of each proposal received. Prepare, as requested by the Project Manager, a Highlight Memorandum and such other pertinent forms for all proposals which the Project Manager recommends for funding.

7. Provide all of the above evaluations and necessary documents for funding in time to meet all reasonable deadlines set by the Project Manager.

8. Provide national or regional meeting for Upward Bound Project Directors and teachers where experts in the various areas of curriculum will demonstrate innovations in teaching, such as the use of video tape, film and sound tapes, in addition to the use of books, providing better methods of appealing to disadvantaged students whose verbal ability is poor but whose native intelligence is average or above.

9. Provide a sufficient number of consultants who are specialists in the various subject disciplines as well as specialists in film making, the use of sound tapes, or in psychiatry and counseling, who shall be available upon request to visit Upward Bound projects to provide assistance in the preparation or strengthening of their programs.

10. Provide, as requested by the Project Manager, technical consultative and coordinating assistance in proposal preparation and in other matters which will enable Upward Bound centers to operate effectively.

11. Conduct regional conferences of the grantee Project Directors and/or potential Project Directors, as directed by the Project Manager.

12. Conduct special conferences, such as conferences concerning Indians, Negroes, Mexican-Americans, Spanish-Americans, mi-

grants and other minority groups who will be involved as students in Upward Bound programs.

13. Make available to Project Directors information on recruiting, teaching, counseling, and placing students participating in Upward Bound, subject to the approval of the Contracting Officers.

14. Provide special studies and research pertinent to the effective operation of Upward Bound programs, as required and approved by the Project Manager.

15. Maintain weekly communication with Upward Bound projects in order to provide the Project Manager with a factual up-to-date report on any potentially serious problems, so that the Project Manager may provide the necessary assistance to prevent any disruption of an Upward Bound program's success in preparing youngsters for college.

16. Provide to all Upward Bound Project Directors information on admission policies, regulations and procedures, and information on all financial aids for Upward Bound students enrolling in college. The Contractor shall maintain a staff of consultants from among the best financial aids and admissions officers in colleges around the country who shall be available to assist Upward Bound Project Directors.

17. Provide assistance to all Upward Bound projects by supplying information from individual projects; new ideas in curriculum, successes in obtaining volunteer services and supplies and local publicity, to all other projects.

18. Make available to the Project Manager such lists and other pertinent information as required by the Project Manager, which will enable Upward Bound programs to operate more effectively.

19. Submit progress reports, monthly, in triplicate, to the Contracting Officer and the Project Manager, detailing the work accomplished during the reporting period, any problems encountered and the method of solving them.

Clause II. Period of performance

The Contractor shall accomplish the work hereunder during the period 1 July 1967 through 30 June 1968.

Clause III. Contractor personnel standards

The Contractor shall determine that all Contractor personnel of every category shall be personally and professionally qualified for the assignment to be undertaken. The Director, CAP, shall have the authority to disapprove the appointment, or continued assignment, of the senior staff.

Clause IV. OEO project manager

Performance of the work hereunder shall be subject to the surveillance and technical direction of a representative of the Government to be known as the Project Manager. As used herein, technical directions are directions which furnish details associated with the technical or professional work set forth herein, or otherwise complete the description of the content of the technical or professional work under this contract and do not contain authority to change the work to be performed under this contract, the compensation, or the period of performance of this contract. For the purpose of this contract, subject to unilateral change by the Contracting Officer, the Project Manager shall be the Director, Project Upward Bound.

Clause V. Consideration and payment

The estimated cost for the performance of this contract is \$766,413.00 plus a fixed fee of \$22,992.00. Payment of the Contractor's costs shall be made on a monthly basis in accordance with the clauses of the General Provisions entitled “Limitation of Cost” and “Allowable Cost, Fixed Fee and Payment” and in accordance with Subpart 1-15.2 of Part 1-15 of the Federal Procurement Regulations. Subject to these General Provisions and regulations, the Contractor shall be paid a pro-

rata portion of its fee with each payment of its costs in the ratio that such costs bear to the estimated cost specified above.

The Government shall reimburse the Contractor for subsistence and lodging expenses in an amount not to exceed Sixteen Dollars (\$16.00) per person, for each calendar day or major portion thereof during the period such Contractor personnel, including consultants, are performing services under this contract while in a travel status at locations other than the usual one of employment. The Government shall also reimburse the Contractor for the reasonable and actual cost to it for travel of its personnel assigned to perform the work under this contract, not to exceed the cost of first class travel. Every effort should be made to travel at the most economical rate available. Travel expenses by motor vehicle other than common carrier shall be reimbursed at a rate not to exceed ten cents (10c) per mile, per vehicle, plus necessary tolls.

Clause VI. Contract number identification on data

The Contractor agrees to utilize the number of this contract on all correspondence, communications and data concerning the contract or delivered hereunder.

I might say, Mr. Chairman, that the only contract, the only source of revenue that Educational Associates has, at least as of last night, is a contract with the Office of Economic Opportunity for Upward Bound.

When we look at their papers, we find that they were incorporated on April 24, 1967, and on July 1 they were given their only contract—a contract with the Office of Economic Opportunity in connection with Upward Bound of \$789,405. We were told that they were awarded this contract on a competitive bid basis.

I state again—this was on July 1, 1967, that they were given a contract of \$789,405.

Then we find on July 1, 1967, the same date, that there was a supplemental agreement which increased the amount by \$150,000.

I think that is very interesting for a competitive low bidder to be given the contract on the basis of that bid and then on the same date that the contract is awarded to have a supplemental agreement which increases the amount by \$150,000. But this is not all, Mr. Chairman. On July 3 there is another supplemental agreement.

Then on July 16 there was a supplemental agreement which increased the amount by another \$45,595.

Then we find on July 19 there was another supplemental agreement and this was for another \$436,932.

So, Mr. Chairman, we find the total amount of the contract within a period of 20 days increased from \$789,405 to \$1,398,940.

This private agency has the general supervision of all the Upward Bound programs. They are even involved in the guidelines and they review various applications that come in and they send out their recommendations to the OEO.

I suggest that this is something that should be looked at very carefully not only by our Committee on Education and Labor of the House of Representatives but by the Committee on Government Operations and by the Appropriations Committee of the House.

I include copies of the original agreement and supplemental agreements:

NEGOTIATED CONTRACT

Contract No. OEO-4108. Date: 1 July 1967.
Purchase Authority: P. R. No: CAP 69-7112.

Negotiated Pursuant to 41 USC 252(c) (10) and Section 602(n) of the Economic Opportunity Act, 1964, as amended.

Contract type: Cost plus fixed fee.

Issuing agency: Office of Economic Opportunity, Procurement Division, 1200 19th Street, NW., Washington, D.C.

Contractor: Educational Associates, Inc., 1739 Connecticut Avenue, NW., Washington, D.C.

Contract for: Services in connection with Project Upward Bound.

Amount (estimated): \$789,405.00.

Accounting and appropriation data: 1180500 CL-1.

Mail invoices to (in quintuplicate): (see Clause XIX of the schedule hereof).

Type of business: A corporation, incorporated in the District of Columbia.

The United States of America (hereinafter called the Government), represented by the Contracting Officer executing this contract, and the individual, partnership, joint venture, or corporation named above (hereinafter called the Contractor), mutually agree to perform this contract in strict accordance with the Schedule and the General Provisions identified below, and the specifications, drawings, and conditions enumerated in the Schedule or identified below. If there are inconsistencies between the Schedule and the General Provisions and any specification, drawing, or other condition, the Schedule and the General Provisions shall control. If there are inconsistencies between the Schedule and the General Provisions, the Schedule shall control.

The Contractor represents (a) that he has not employed or retained any company or person (other than a full-time bona fide employee working solely for the Contractor) to solicit or secure this contract, and (b) that he has not paid or agreed to pay any company or person (other than a full-time bona fide employee working solely by the Contractor) any fee, commission, percentage or brokerage fee, contingent upon or resulting from the award of this contract; and agrees to furnish information relating to (a) and (b) above as requested by the Contracting Officer.

Name of contractor: Educational Associates, Inc.: 7/1/67.

United States of America: 7/1/67.

Executed by both parties on 1 Jul 1967.

JOHN A. DONOHUE,

Contracting Officer.

[OEO form 107, August 1966.]

SUPPLEMENTAL AGREEMENT

Effective date: July 1, 1967.

Page 1.

Number of pages: 1.

Purchase authority: P.R. No. CAP-7112.

Contract No.: OEO-4108.

Modification No.: 2.

To: Educational Associates, Inc., 1739 Connecticut Avenue, NW., Washington, D.C.

Issued by Office of Economic Opportunity, Contracts Division, Washington, D.C.

Accounting and appropriation data: 1180500 CL-1 (\$150,000.00 increase).

The above-numbered contract is modified as follows: An amount of \$150,000.00 is hereby added to the estimated cost of the performance of this contract set forth in Clause V entitled *Consideration and Payment*, making a new total estimated cost of \$916,413.00. This addition to costs is necessary for the added evaluation and studies to be performed in accordance with the "Proposal for Sub-Contract-Characterization of Upward Bound

Except as hereby modified, all terms and conditions of said contract as heretofore modified remain unchanged and in full force and effect.

This Supplemental Agreement is entered into pursuant to the authority of 42 U.S.C., Chapter 34, as amended October 9, 1965.

EDUCATIONAL ASSOCIATES, INC.,

By ROBERT E. CHRISTIN,

President.

UNITED STATES OF AMERICA,

By JOHN A. DONOHUE,

Contracting Officer.

JULY 1, 1967.

SUPPLEMENTAL AGREEMENT

Effective date: July 3, 1967.

Page No. 1.

Number of pages: 1.

Purchase authority: P.R. No: N/A.

Contract No.: OEO-4108.

Modification No.: 1.

To: Educational Associates, Inc., 1717 Massachusetts Avenue, Washington, D.C.

Issued by: Office of Economic Opportunity, Contracts Division, Washington, D.C.

Accounting and appropriation data: N/A.

The above-numbered contract is modified as follows:

By adding the following Clause to Statement of Work: Clause XXI. *Advance payments*:

"The Government agrees to make an advance payment to the Contractor in the amount of \$200,000.00, for which the Contractor shall submit a voucher citing this clause. The Contractor shall use said funds to establish a special account, wherever possible, in a member bank of the Federal Reserve System, or an "insured" bank within the meaning of the Act creating the Federal Deposit Insurance Corporation (Act of August 23, 1935, 49 Stat. 684, as amended; 12 USC 264). Contractor shall use said funds solely for payment of supplies, services, salaries and other expenses required to perform its objectives under this contract. Contractor shall continue to bill regularly for reimbursement to restore the amount in the special account to the \$200,000.00 level. The Contractor agrees to pay to the Federal Government any interest earned on such funds and to maintain such records in connection with use of these funds as required by the Contracting Officer.

"When the sum of all payments under this contract, other than advance payments and earned interest, plus the unliquidated amount of advance payments and interest charges, if any, are equal to the total estimated amount of this contract, the Government shall thereafter withhold further payments to the Contractor and apply any amounts so withheld against the Contractor's obligation to repay such advance payments and interest charges, if any, until such advance payments and interest charges, if any, shall have been fully liquidated. If upon expiration or termination of this contract all advance payments and interest charges, if any, have not been fully liquidated, the balances thereof shall be deducted from any sums otherwise due and any deficiency shall be paid by the Contractor to the Government upon demand."

Except as hereby modified, all terms and conditions of said contract as heretofore modified remain unchanged and in full force and effect.

This Supplemental Agreement is entered into pursuant to the authority of 41 USC 252(c) (10) and Section 602(n) of the Economic Opportunity Act, 1964, as amended.

EDUCATIONAL ASSOCIATES, INC.

UNITED STATES OF AMERICA.

SUPPLEMENTAL AGREEMENT

Effective date: July 16, 1967.

Page No.: 1.

Purchase authority: P. R. No.: CAP-7112.

Contract No.: OEO-4108.

Modification No.: 3.

To: Educational Associates, Inc., 1717 Massachusetts Avenue, Washington, D.C.

Issued by: Office of Economic Opportunity, Contracts Division, Washington, D.C.

Accounting and appropriation data: 1180500 CL-1 (\$45,595.00 increase).

The above-numbered contract is modified as follows:

An amount of \$45,595.00 is hereby added to the estimated cost of the performance of this contract set forth in Clause V entitled *Consideration and Payment*, making a new estimated cost of \$962,008.00. This addition to costs is necessary for the added evaluation and studies to be performed in accordance with the "Proposal for Sub-Contract-Characterization of Upward Bound Project" dated 7 June 1967. The fixed fee is not changed and remains at \$22,992.00.

Except as hereby modified, all terms and conditions of said contract as heretofore modified remain unchanged and in full force and effect.

This Supplemental Agreement is entered into pursuant to the authority of 41 USC, 252(c) (10) and Section 602(n) of the Economic Opportunity Act, 1964, as amended.

Educational Associates, Inc.

United States of America

Executed by both parties on July 18, 1967.

SUPPLEMENTAL AGREEMENT

Effective date: 7-19-67.

Page No.: 1.

No. of pages: 1.

Purchase authority: P. R. No: CAP-7112 and 8120.

Contract No.: OEO-4108.

Modification No.: 4.

To: Educational Associates, Inc., 1717 Massachusetts Avenue, Washington, D.C.

Issued by: Office of Economic Opportunity, Procurement Division, Washington, D. C.

Accounting and appropriation data: Program Act. 27, 1180500 RJ7 (\$436,932.00 increase).

The above-numbered contract is modified as follows:

An amount of \$436,932.00 is hereby added to the estimated cost of the performance of this contract set forth in Clause V entitled *Consideration and Payment*, making a new estimated cost of \$1,398,040.00. This addition to costs is necessary for the conducting of additional conferences, additional site visits and subcontracts necessary for operation of the "Upward Bound Project". The fixed fee is not changed and remains at \$22,992.00.

Executed by both parties on July 19, 1967.

Except as hereby modified, all terms and conditions of said contract as heretofore modified remain unchanged and in full force and effect.

This Supplemental Agreement is entered into pursuant to the authority of 41 USC, 252(c) (1) and Section 602(n) of the Economic Opportunity Act, 1964, as amended.

EDUCATIONAL ASSOCIATES, INC.

By ROBERT E. CHRISTIN,

President.

UNITED STATES OF AMERICA,

By JOHN A. DONOHUE,

Contracting Officer.

Mr. STEIGER of Wisconsin. Mr. Chairman, will the gentlewoman yield?

Mrs. GREEN of Oregon. I yield to the gentleman.

Mr. STEIGER of Wisconsin. Would the gentlewoman be willing at this point to indicate whether or not she might concur that it would be appropriate to take from the bill the authority which is granted in the legislation now before us.

ward Bound to contract out for the services of Upward Bound or to enter into contracts with public and private non-profit agencies and organizations.

I seriously consider offering such an amendment during the time that is available to us for this purpose.

Mrs. GREEN of Oregon. I must state to the gentleman that all of this evidence had not been called to my attention, in fact, until late yesterday and it was not until yesterday that I could get all these papers in my hands.

I certainly would support such an amendment. I think the evidence is abundantly clear that some kind of limitation should be made by the Congress in regard to this.

Mr. HALL. Mr. Chairman, will the gentleman yield?

Mrs. GREEN of Oregon. I yield to the gentleman.

Mr. HALL. I certainly want to commend the gentleman for her forthright statement about her reasoning for garnering to the Office of Education this program. I would like to refer particularly to the first reason. Outside of the fact that we are always glad to see anyone get out of the poverty business and into the proper Cabinet branches of the Government, I wonder if the gentleman has information as to whether or not the students who are traveling overseas are still traveling on a higher priority for both the military and commercial aircraft than service personnel on leave or their dependents on a space-available basis in aircraft.

Mrs. GREEN of Oregon. I would not give the answer to that question, except that in previous personal experience with Job Corps enrollees in the OEO program—certainly at times such people have been traveling with higher priority than military personnel. But I would not know the answer to your question. That is another part of this that should be examined.

(Mr. HALL asked and was given permission to revise and extend his remarks.)

Mrs. GREEN of Oregon. Now, Mr. Chairman, the director and staff at OEO argue that one of the great qualities about Upward Bound is the autonomy which they have and the high degree of flexibility which they enjoy working with "high risk" youngsters. I suggest that the risk is one we are taking—not they. We, as Members of Congress who have authorized this legislation are going to be held responsible on the kinds of programs we finance and the way the dollars are spent.

In the last few days, some of you may have received telegrams or letters urging you to vote against the transfer of Upward Bound to the Office of Education. I suggest that you contact the individual who might have sent the telegram to see if it came at the prompting of one of the Office of Economic Opportunity people or the former director of Upward Bound—Mr. Richard Frost. I say this for reasons: First, I include at this point a letter from the project director of an Upward Bound program who had received a telegram from Richard Frost urging him to write immediately. He wrote, but the contents of the letter are probably not exactly what Mr. Frost had

in mind. Following his letter is the telegram which Mr. Frost had sent—one of several according to the Western Union code: "book message," at the top of the telegram.

The letter and telegram follow:

JULY 9, 1968.

Representative EDITH GREEN,
House of Representatives,
Washington, D.C.

DEAR MRS. GREEN: I am enclosing a telegram received from Dr. Richard Frost, Reed College, concerning O.E.O. As a former Director of an Upward Bound program, I was vocal in opposing the operation of the program while working hard to make my program an effective instrument for the achievement of the goals of equal opportunity. I was appalled at the infantile behavior of my fellow educator intoxicated by the leap from unknown academic status and rank to director of a national educational effort.

It made no sense at all to have a man of this position travelling around the country telling obscene stories in a negro jargon to demonstrate his lack of prejudice and understanding of the "negro."

The crisis mentality of these people quickly locked the program into sacred guidelines that violated the spirit of their propaganda about innovation, flexibility, and creativity. Translated, it meant sing the sacred words of "turning kids on."

I am all for equal opportunity for all under a government by law. I am dead set against special programs operated by un-experienced administrators under the self-righteous banner of civil rights or any other unquestioned do-goodistic philosophy.

Dismantle O.E.O. and make those agencies originally created to serve the needs of the people do their job or answer to the people.

Sincerely,

PORTLAND, OREG.

PROJECT DIRECTOR,
Upward Bound,
Wisconsin State University at Eau Claire,
Eau Claire, Wis.:

You should know that Congresswoman Green and Senator Morse of my own State are trying to begin the dismantling of OEO by transferring Upward Bound to the Office of Education in HEW. This assault on the whole war on poverty is very serious and must be resisted. I strongly urge you to wire your opposition to your Congressman and Senators immediately with copies to Honorable CARL PERKINS, chairman, House Committee on Education and Labor and Senator Wayne Morse, United States Senate. Do not use project funds to do so or we will all go to jail. Lots of love.

DICK FROST,

Former National Director of Upward Bound.

The second matter is really insignificant in the scheme of things, yet very interesting and amusing. I requested certain materials from the Office of Economic Opportunity, and by mistake, they included a paper on the back of which one of the OEO staff had written the note:

Get him to call all the PD's (Program Directors) he knows to find out if they have responded to the Green memorandum—can be very effective.

Other than being amused by the mistake in sending to me the paper that this message was written on, and obviously not for my eyes—would only agree with the very distinguished and very able Senator from my State, Senator WAYNE MORSE, who said in regard to a similar matter:

In my many years in the Senate, I have observed a good many examples of Government officials who have suffered lapses of good judgment. . . . but this letter shows that Mr. Harding is not aware of the rights and prerogatives and duties of the Congress of the United States to tell the Executive branch of the government where the administration of legislation passed by Congress shall be vested. I want Mr. Harding to understand that that happens to be a legislative prerogative and duty on the part of Congress and does not fall within the purview of the jurisdiction of the Office of Economic Opportunity or any other department or agency of the executive branch downtown. (Found on page S. 8938 of the CONGRESSIONAL RECORD for July 18, 1968.)

Now, I am not sure that Mr. Harding was the one who wrote this memorandum that was mistakenly sent to me, but the Senator's good advice is still appropriate. So, I would say to my colleagues, if any of the project directors have responded to the telephone calls or the telegrams urging them to contact you, you might ask if it represents their real views.

Mr. Chairman, I will ask the General Accounting Office to make an investigation of certain contracts and certain Upward Bound programs. This Congress has the responsibility and the duty to know how the money is being spent—and if there has been any conflict of interest on the part of any individuals.

And finally and most importantly, Mr. Chairman, the Upward Bound program should be transferred to the Office of Education because it would bring about the possibilities of better coordination of three programs all dealing with essentially the same youngsters—youngsters who are dropouts or potential dropouts—youngsters who are underachievers—youngsters who come from economically or culturally disadvantaged homes. It just makes good administrative sense. Through a wise and understanding administration—a new administration of the programs, there could be developed courses of study and ways to really help these youngsters to become self-supporting. There could be a reduction in administrative expenses—leaving more funds to be spent to help boys and girls through Talent Search, Upward Bound, and Special Help to Disadvantaged Youngsters.

I hope the Members of this House will support the recommendations of the subcommittee and the full committee on this matter.

Mr. QUIE. Mr. Chairman, I yield myself 3 minutes.

I commend the gentleman from Oregon for bringing to our attention some of the problems that now exist in the contracting of the Upward Bound program by the Office of Economic Opportunity. I certainly question the legality of OEO's use of contract personnel and replacing regular civil service employees.

We raised this question a number of times as to this utilization.

Second, there is the question of the avoidance of personnel ceilings that have been established for the agency, which is especially apropos this year when we have the financial crisis.

Third, there is the question of the cost to the Government in performing

these contracted services. We find they go up extremely high, from the statistics the gentlewoman put in her reports and some additional that I shall put into mine.

Last, whenever a nonpublic agency is involved in this, we have the question of competitive bidding. Here there was no question of competitive bidding. In fact, some personnel involved who had heretofore been employed by OEO were themselves intimately involved in the affairs of the contracting organization, Educational Associates, Inc. Such activities are certainly of such a highly questionable nature that we ought to look at them. It surely points to the need to shift Upward Bound to the Office of Education so that it can be properly administered and incorporated with the programs of institutions of higher learning, like Talent Search, and the special services program to help them refrain disadvantaged students who otherwise might become college dropouts.

I believe Upward Bound can be an excellent program, and there have been instances where it has been utilized with great benefit to students. But if scandals such as those referred to are permitted to exist, the whole program surely will be in question.

The proposed merger of overlapping and complementary authorities designed to assist our Nation's disadvantaged to secure and succeed with an opportunity for higher education has long been advocated by the minority. Although the leadership in this instance came from a distinguished Congresswoman from Oregon, we were happy to support her proposal. The merger includes specific provision for special services to such students following their enrollment, to enable them to continue their education.

For the record, I would like to note that the current contract issued by the Office of Economic Opportunity with Educational Associates, Inc., a private firm which has virtually administered the Upward Bound project for OEO, will be unaffected by the consolidation. Incidentally, the basic contract, OEO-4108, covering fiscal year 1968, estimated a cost to the Government of \$789,405, on a cost-plus-fixed-fee basis. However, the very day it was executed, on July 1, 1967, \$150,000 was added to the estimated cost of performance for additional "evaluation and studies," making a new total estimated cost of \$916,413. Just 17 days later, on July 18, a further modification added \$45,595 for the same additional "evaluation and studies," raising the new total cost estimate to \$962,008.

Apparently this was not sufficient. The very next day, on July 19 of last year, yet another modification of the contract added the sum of \$436,932 to the contract price estimate, making a total of \$1,398,940. The modification states, and I quote:

his addition to costs is necessary for the conducting of additional conferences, additional site visits and sub-contracts necessary for operation of the Upward Bound project.

Finally, on June 6, 1968, OEO extended the contract for 1 year—through June 30, 1969—at an estimated cost of \$1,194,-

000.00. I am so far unaware of any "modifications," Mr. Chairman.

Mr. Chairman, as I suggested earlier, the relationship of OEO to a private contractor of services, Educational Associates, Inc., raises several serious questions which must concern each of us.

First, there is the question of the legality of OEO's use of contract personnel as a replacement for regular civil service workers. There is increasing concern at the Civil Service Commission about the growing practice of performing work with contractor supplied personnel. This practice, if unchecked, will undermine the merit system in Government. In this regard, when we go back into the House I will ask for unanimous consent to insert a recent column by John Cramer in the July 9 issue of the Washington Daily News, describing recent legal opinions of the CSC bearing on this practice.

Second, there is the question of avoidance of personnel ceilings established for the agency. By the simple device of a contract this attempt at control of personnel costs of Government agencies is being thwarted.

Third, there is the question of the cost to the Government of performing with contracted services work of a nature normally performed by Government personnel at a far lower cost per hour. It seems to me the burden of proving the desirability of contracting for services can only be met by the OEO if that agency can demonstrate significant cost savings by such a device. I do not think such proof is easily made, and I question the economics of OEO's practice as well as its legality.

Fourth, there is the question of competitive bidding for any public contract. The original contract executed on July 1, 1967, was bid against one other firm—the prior year's contractor—by Educational Associates. In evaluation of the two bids, it was decided by OEO that while prices were comparable, the EAI proposal was superior. But it is necessary to ask—What justification can possibly be made for revision of the contract price on the very day of its execution, and again 17 days later and 18 days later?—On July 1, the Government had a contract whose estimated cost was \$789,405. Less than 3 weeks later, the Government had agreed to revise the estimated cost to nearly \$1.4 million. All of us must be impressed with the bargaining skill of Educational Associates. I am equally impressed by OEO's apparent inability to assess the true costs of its contract for services and to evaluate competing proposals more critically. In short, it appears that the Government, and the American public, have been victimized by OEO acceptance of a grossly underbid proposal.

With this kind of precedent for the operation of Upward Bound, and mindful of the renewal of the contract for the current fiscal year, this time at a starting price of \$1,194,000, it would be a most unfortunate circumstance were such practices to continue. One reason why they may not is the transfer of Upward Bound authority to the U.S. Office of Education. I am hopeful that that agency will see fit to perform the necessary serv-

ices through its own resources and personnel. But a more certain remedy would be to remove the authority to contract with private organizations, profitmaking or nonprofitmaking.

The following information is offered as further background on the OEO handling of Upward Bound.

Almost all Federal agencies, including OEO, are subject to general procurement regulations (41 CFR chapter 1) relating to contracts for services and materials. As a general rule the regulations require that all Government contracts must be competitive to the maximum extent possible. The requirement of competition is met either by formal sealed bidding, publicly advertised, or by negotiated procurements, where a request for a proposal is advertised among potentially interested parties.

At the same time the regulations have been interpreted to allow an agency to resort to "sole source bidding"—no competition—in exceptional circumstances. Examples of situations where sole source bidding is permitted are the following:

First. A company submits an unsolicited proposal to conduct research in an area the nature of which, if advertised for competitive bids, might interfere with the proprietary rights of the company.

Second. A company is the only one having the expertise to perform the work required by the agency.

Third. There is an urgent need to obtain delivery of a particular material or service.

Contracts for services are generally negotiated rather than submitted to formal bidding. Thus, OEO has negotiated for services to conduct the Upward Bound project. It should be pointed out that nothing said here should be construed as suggesting that it was proper for OEO to decide in favor of contracting the entire project rather than conducting it with Government personnel. The history of OEO contracts for this project is as follows:

First contract (sole source), 9/27/65-6/30/66, Institute for Services to Education.

Second contract (sole source), 7/1/66-9/30/66, Educational Projects, Inc. (a single purpose corporation).

Third contract (sole source), 10/1/66-6/30/67, Educational Projects, Inc.

Fourth contract (competitive bid), 7/1/67-6/30/68, Educational Associates, Inc. (a single purpose corporation organized by individuals formerly associated with EPI; incorporated on 4/27/67), \$1,398,940 (after modification.)

Fifth contract (sole source), 7/1/68-6/30/69, Educational Associates, Inc., \$1,194,000 (as of July 1, 1968.)

The current contract with EAI to conduct the Upward Bound project is a sole source contract; that is, OEO did not seek bids from any other party before renewing the original contract which ended June 30, 1968. However, OEO apparently has no objection to such renewals where the original contract was submitted to competition. The competition on the original contract awarded to EAI was between that firm and EPI. The evaluation of the proposals noted that while prices were comparable the EAI proposal was considered superior. Three modifications of the EAI contract price which came within 20 days after that contract was

executed raised the price by over \$600,000 from \$789,405 to \$1,398,940. It seems quite obvious that such modifications made a mockery of the competitive bidding between EAI and EPI.

Presumably the current contract would be justified by OEO officials on the basis of the second set of circumstances described above—sole expertise. In this connection, however, it is significant that the OEO attorney who reviews all contracts did not have the opportunity to review the proposed renewal in June of this year. It was renewed at a time when he was in the midst of a great rush of contract drafting and negotiations and he apparently did not have time to review the EAI situation or to raise any objection to the noncompetitive renewal.

The general counsel of OEO has stated that he frowns on sole source bidding since "obviously you get a better deal if it is competitive." Where was he during the various negotiations of contracts to conduct the Upward Bound project?

The entire history of OEO's handling of Upward Bound project through private contractors, closely related and, in the case of EAI, able to renegotiate the price within days after winning a competitive bid, suggests a serious compromise of the Government's interests and favoritism to a particular individual or group of individuals.

The July 9, 1968, newspaper column referred to by Mr. QUIE follows:

PELLERZI OPINION GETS TEETH
(By John Cramer)

Civil Service Commission today clarified—toughened—its landmark Pellerzi opinion of last October, which sharply challenged the legality of Government's use of contract personnel as a replacement for regular Civil Service workers.

The Commission acted by releasing a supplementary opinion by new General Counsel Anthony Mondello. In all effect, it said the original Pellerzi ruling meant everything it said—and even more.

At issue in both opinions, is a growing practice, which threatens the very heart of the merit system in Government—the increasing use by U.S. agencies of contractor-supplied employees, perhaps several hundred thousand in total, to perform work ordinarily handled by Civil Service employees.

The original opinion came from Ex-CSC General Counsel Leo M. Pellerzi, now an Assistant Attorney General.

BASIC LAW

It rested on basic Civil Service law which says that jobs involving Federal functions, performed under Federal supervision, must be filled by Federal employees.

It held, as did a still-earlier opinion, that it's illegal to assign a contract employee to a Federal function if he works under Government supervision in an employee-employer relationship.

But the Pellerzi ruling went much further. Its essence was a list of six key elements to be considered in deciding whether any particular contract for personal service creates the illegal relationship. The six:

Contract work performed on Government premises.

For long periods (i.e., more than a year). Using Government tools-equipment.

Involving work directly related to an agency mission.

Involving work of a type performed by Civil Service personnel in that agency or other.

Work of requiring Government supervision to protect Government's legitimate responsibility and interests.

ILLEGAL

The Pellerzi ruling said that "realistically-viewed" contracts which contain "all" of these elements "to any substantial degree" are illegal.

Because such contracts set up the prohibited employer-employee supervisory relationship.

Here, however, are at least two reasons why it is reasonable to say the Mondello supplement is even tougher.

The Pellerzi original said the presence of "all" six elements make a personal service contract illegal. It did not say—or, at least, did not emphasize—what would be the legal situation if some elements were lacking.

The Mondello supplement does say: "The absence of any one or a number of these elements would not mean that supervision does not exist, but only that there is less likelihood of its existence.

"Moreover, any single element may not be significant unless its presence is felt to a substantial degree.

"For example, sporadic, unauthorized supervision over an occasional one of a much greater number of contractor employees might reasonably be ignored; whereas, relatively continuous supervision over a substantial number of contractor employees would have to be taken into account."

The Pellerzi original defined one of the six elements as contract work continuing more than a year. The Mondello supplement put it this way:

"The suggestion that a need for service which lasts beyond a year must be filled by use of Civil Service personnel does not mean that contracts for briefer periods are invariably permissible.

"A contract for service to fill a temporary need of 30-60 days, but which involves continuous supervision of contractor employees by Government employees, would be proscribed."

I can read these things only as toughening and tightening the Pellerzi opinion.

KEY QUESTION

Over and over, the Mondello supplement insists, as did the Pellerzi opinion, that the key question always must be:

Does the contract—in words or operation—create an illegal employer-employee relationship?

But let Mr. Mondello say it in his supplement:

"Performance of the contract work by contractor employees on Government premises ordinarily facilitates supervision by Government employees. The simple question to be determined is whether the proscribed supervision that can be expected from this circumstance has occurred.

"Use by contractor employees of Government-furnished equipment creates the same facility for supervision and warrants similar close inquiry.

"Since Government agencies are responsible for accomplishing their missions, application of contract services to agency efforts integral to accomplishment of the basic mission is apt to be closely supervised. And where that need is felt, it can be expected that most agencies—will be filling the need with properly-appointed Civil Service personnel."

I translate that to say properly-appointed personnel supervising improperly-hired contract personnel.

The Commission administers Civil Service law. Until revised, abandoned, or judicially-overruled, the Pellerzi-Mondello opinions have the force of law.

Next question: Can the Commission enforce them? I think it's ready for the good try.

Mr. QUIE. Mr. Chairman, I ask if the gentleman from Kentucky has any other requests for time.

Mr. PERKINS. Mr. Chairman, we have one further request for time.

Mr. QUIE. Mr. Chairman, I have one further request for time.

Mr. PERKINS. Mr. Chairman, I yield such time as he may desire to the gentleman from New York [Mr. CAREY].

Mr. CAREY. Mr. Chairman, I thank my distinguished chairman for yielding to me at this time in order that I can enter into the spirit of the debate, the contentious spirit of the debate on this very important bill. I use the word "contentious" advisedly. The only contending that I can recall during this very interesting debate has been the contention among Members on both sides to see who could bestow the most deserved and the most laquacious compliments on the chairman of the full committee, the chairman of the subcommittee, the ranking minority member, and others on both sides. I think in all seriousness these are utterly well deserved, and the fact that this bill comes to the floor essentially with a bipartisan countenance is because the gentlewoman from Oregon and all of the members of the subcommittee, by my witness, have not relaxed in their devotion to more effective aids to higher education. They have persisted throughout the life of this bill in attempting to better the bill in every possible way, and the betterment of the bill has been due to the access to experts in the field. This is from those who are participating in programs like the student loan program and the work-study educational opportunity grants.

So we find that instead of the bill doing as some Federal programs are wont to do, meander down myriad ways and dissipate their effect, this program continues more precisely and more effectively to move toward the target of higher education excellence for as many young people as possible under the Federal-aid programs.

The longer we continue to do this, the more certain we can be that we can at last look with satisfaction in our country at one program that is doing a great deal to strengthen our Republic in terms of improving the possibilities and the probabilities of future generations.

I point to only one evidence which I think is most controlling on this fact, and that is we saw the Government of France, which was really the cradle of academic and educational freedom in the 13th century, come to its knees and almost disintegrate. Why? Because they had neglected to a very serious extent the improvement of higher education.

It seems the Frenchman can tolerate anything in terms of disintegration of French society, but when the Sorbonne had not built a new building in more than 30 years, that was too much for France, and it triggered a revolution in that country.

We have not had revolution in our country in higher education, but we have had evolution mainly due to the leadership of our chairman and the gentlewoman from Oregon and the Members

tion) as the total amount of the institution's capital contributions to such fund under this title bears to the sum of such institution's capital contributions and the Federal capital contributions to such fund."

ELIGIBILITY OF PRIVATE VOCATIONAL SCHOOLS

SEC. 475. (a) Section 103(b) of the National Defense Education Act of 1958 is amended—

(1) by striking out "and also includes" in the second sentence and inserting in lieu thereof "; any private vocational school as defined in section 461(b) of the Higher Education Act of 1955; and"; and

(2) by inserting after "requirements of clause (5)" in the third sentence the following: "(but meets the requirements of clause (4))."

(b) (1) Effective with respect to the fiscal year ending June 30, 1969, section 203 of such Act (as in effect prior to the amendment made by section 472 of this Act) is amended by adding at the end thereof the following new sentence: "The aggregate amount of Federal capital contributions paid under this section to private vocational schools (as defined in section 461(b) of the Higher Education Act of 1965) may not exceed the amount by which the funds appropriated pursuant to section 201 for such fiscal year exceed \$190,000,000."

(2) Effective for fiscal years ending on or after June 30, 1970, the second sentence of section 202(a) of such Act (as amended by section 472 of this Act) is amended by adding before the period at the end thereof the following: "; except that the aggregate amount of funds allotted under this section to private vocational schools (as defined in section 461(b) of the Higher Education Act of 1965) may not exceed the amount by which the funds appropriated pursuant to section 201 for such fiscal year exceed \$190,000,000."

ELIMINATION OF REQUIREMENT OF SPECIAL CONSIDERATION FOR STUDENTS OF SUPERIOR ACADEMIC BACKGROUND

SEC. 476. Section 204 of the National Defense Education Act of 1958 is amended by inserting "and" at the end of paragraph (3), by striking out paragraph (4), and by redesignating paragraph (5) as paragraph (4).

WAIVING OATH OF ALLEGIANCE REQUIREMENT FOR RESIDENTS OF TRUST TERRITORY OF PACIFIC ISLANDS

SEC. 477. Section 1001(f)(1) of the National Defense Education Act of 1958 is amended by inserting after "any individual" the following: "(other than a permanent resident of the Trust Territory of the Pacific Islands)".

SUBPART 2—AMENDMENTS TO NATIONAL DEFENSE FELLOWSHIP PROGRAM EXTENSION OF PROGRAM

SEC. 481. (a) Section 402(a) of the National Defense Education Act of 1958 is amended by striking out "two succeeding fiscal years" and inserting in lieu thereof "seven succeeding fiscal years".

(b) Section 403(a) of such Act is amended by striking out "three succeeding fiscal years" and inserting in lieu thereof "eight succeeding fiscal years".

INCREASING MAXIMUM LENGTH OF FELLOWSHIP FROM THREE TO FOUR YEARS IN SPECIAL CIRCUMSTANCES, AND REQUIRING INSTITUTIONAL EFFORT TO ENCOURAGE RECIPIENTS TO ENTER OR CONTINUE TEACHING

SEC. 482. (a) Subsection (a) of section 402 of the National Defense Education Act of 1958 is amended by inserting "(1)" after "except" in the second sentence thereof, and by inserting immediately before the period at the end of such sentence the following: "; and (2) that the Commissioner may provide by regulation for the granting of such fellowships for a period of study not to exceed one academic year (or one calendar year in

the case of fellowships to which clause (1) applies) in addition to the maximum period otherwise applicable, under special circumstances in which the purposes of this title would most effectively be served thereby".

(b) The Commissioner may in his discretion increase, in accordance with the amendment made by subsection (a), the maximum periods of fellowships awarded prior to the date of enactment of this Act.

(c) The second sentence of section 403(a) is amended by striking out the period at the end of clause (2) of such sentence and inserting ", and" in lieu thereof; and by adding the following new clause:

"(3) that the application contains satisfactory assurance that the institution will make reasonable continuing efforts to encourage recipients of fellowships under this title, enrolled in such program, to teach or continue to teach in institutions of higher education."

(d) The amendment made by subsection (c) of this section shall apply with respect to fellowships awarded on or after the date of enactment of this Act.

REQUIRING STIPENDS TO BE SET IN AN AMOUNT CONSISTENT WITH THOSE AWARDED FOR COMPARABLE FELLOWSHIPS

SEC. 483. (a) Section 404 of the National Defense Education Act of 1958 is amended to read as follows:

"FELLOWSHIP STIPENDS

"SEC. 404. (a) The Commissioner shall pay to persons awarded fellowships under this title such stipends (including such allowances for subsistence and other expenses for such persons and their dependents) as he may determine to be consistent with prevailing practices under comparable federally supported programs.

"(b) The Commissioner shall (in addition to the stipends paid to persons under subsection (a)) pay to the institution of higher education at which such person is pursuing his course of study such amounts as the Commissioner may determine to be consistent with the prevailing practices under comparable federally supported programs, except that such amount shall not exceed \$3,500 per academic year for any such person."

(b) The amount of any stipend payable with respect to a fellowship awarded prior to the date of enactment of this Act shall not, during the period for which such fellowship was awarded, be less with respect to any year of study than the amount that would in the absence of the amendment made by subsection (a) of this section be payable with respect to such year.

Mr. PERKINS. Mr. Chairman, I ask unanimous consent that title IV be considered as read and open to amendment at any point.

The CHAIRMAN. Is there objection to the request of the gentleman from Kentucky?

There was no objection.

AMENDMENT OFFERED BY MR. STEIGER OF WISCONSIN

Mr. STEIGER of Wisconsin. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. STEIGER of Wisconsin: On page 129, strike out line 19 and all that follows down through line 4 on page 130.

(Mr. STEIGER of Wisconsin asked and was given permission to revise and extend his remarks.)

Mr. STEIGER of Wisconsin. Mr. Chairman, in the bill now before us, H.R. 15067, the Committee on Education and Labor has recommended and I support the transfer of the Upward Bound pro-

gram from the Office of Economic Opportunity to be combined with the Talent Search program of the Office of Education and a new program for special services to disadvantaged students in institutions of higher education.

The amendment I have offered is the amendment I discussed briefly last evening during general debate on this bill, and it would remove from the bill the authority of the Office of Education to make grants or to enter into contracts with public and private nonprofit agencies and organizations including professional and scholarly associations or enter into contracts with any private agency or organization.

The reason this amendment is offered at this time is because of what has been brought to the attention of the House.

I would refer the members of the Committee to the CONGRESSIONAL RECORD for July 24, in which the gentlewoman from Oregon [Mrs. GREEN], and the gentleman from Minnesota [Mr. QUIE], have gone to some length to insert in the RECORD some extremely interesting and relevant material relating to the operations of the Upward Bound program by the Office of Economic Opportunity. For example, the gentlewoman from Oregon has called the attention of the Committee—

Mr. PERKINS. Mr. Chairman, will the gentleman yield?

Mr. STEIGER of Wisconsin. I am happy to yield to the gentleman from Kentucky, the chairman of the committee.

Mr. PERKINS. If I understand your amendment correctly, you would strike out the authority of the Office of Education to contract with private institutions. Is that correct?

Mr. STEIGER of Wisconsin. For the operation of Upward Bound.

Mr. PERKINS. What effect would that have on private colleges?

Mr. STEIGER of Wisconsin. It would have no effect because colleges are not touched.

Mr. PERKINS. Then it would have the effect of preventing the—

Mr. STEIGER of Wisconsin. If the gentleman would permit the interruption, I would suggest that he reread the language in section 408(a), which provides the authority for the Commissioner to make grants to or contracts with institutions of higher education for purposes of planning, developing, or carrying out one or more of the programs described. All that is deleted is the authority to make these grants to public and nonprofit private agencies and organizations unrelated to institutions of higher education so that it in no way affects the ability of Ripon College, for example, in my district in Wisconsin, to carry on an Upward Bound program.

What I am concerned about is the operation of Upward Bound as it has been run and is now being run by the Office of Economic Opportunity, and I would like the distinguished chairman of the subcommittee, the gentlewoman from Oregon [Mrs. GREEN] to give the Committee the benefit of her own thinking on the problem, and the amendment that is now before us, in the light of the fact that I

the RECORD for today we find the telegram from the former National Upward Bound director, Mr. Frost, urging that Upward Bound programs wire to the gentleman from Kentucky [Mr. PERKINS] their own Congressmen, to oppose transfer of the Upward Bound program.

Mrs. GREEN of Oregon, Mr. Chairman, will the gentleman yield?

Mr. STEIGER of Wisconsin, I am delighted to yield to the gentlewoman from Oregon.

Mrs. GREEN of Oregon, I fully support the amendment which the gentleman is offering. I must say to my colleagues that I think we have gone wild in the Office of Economic Opportunity and in the Office of Education in the use of private agencies to carry out programs which Congress has authorized. In addition, I think we have gone wild as far as the use of consultants is concerned. I think that a very careful look ought to be taken at all the private agencies with contracts both with the Office of Economic Opportunity and the Office of Education, the manner in which they are set up, how many people they employ that are at the supergrade level, therefore, the kind of salaries that are paid, the number of employees, their responsibilities, and also the possibility of conflict of interest.

After the gentleman has concluded his remarks, I would like to make some other comments on this, rather than take up all the gentleman's time.

Mr. STEIGER of Wisconsin, Mr. Chairman, I appreciate the comments of the gentlewoman from Oregon.

I would urge the Committee to adopt the amendment. I think it makes sense to insure that the Upward Bound program and the Talent Search program and the special program for disadvantaged youngsters will be carried on by the institutions of higher learning and thus removing the ability the Commissioner now has—unless this amendment is adopted—to carry on the programs on a contract basis.

Mrs. GREEN of Oregon, Mr. Chairman, I rise in support of the amendment.

Mr. Chairman, I would invite the attention of the House to some material which I placed in the CONGRESSIONAL RECORD last evening in regard to the private organization called Educational Associates, which was set up in April of 1967. On July 1, 1967, it received a contract from the Office of Economic Opportunity in the amount of \$789,405. We are advised that this contract was issued on the basis of competitive bids. Let me repeat: This was awarded on July 1, 1967, on a competitive bid. Yet, on that exact date, July 1, we also find there was a supplemental agreement increasing the amount of the contract by \$150,000.

Mr. WILLIAM D. FORD, Mr. Chairman, will the gentlewoman yield?

Mrs. GREEN of Oregon, I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD, Mr. Chairman, with respect to the gentlewoman's remark in yesterday's RECORD, is it not true the amounts the gentlewoman is now talking about, which are at issue now, were to cover additional items and

in no way were covered by the initial bid, and they are new?

Mrs. GREEN of Oregon, Mr. Chairman, whether it is for additional items or not, I do not know, at this time. But anyone who is familiar with contracts and with competitive bids knows this is the way to get around the competitive bid.

The contract is given to the lowest bidder, and then suddenly it is found there is an occasion to raise the amount of the contract by a few hundred thousand. I am not suggesting this is the purpose of this supplemental. I do not know, but I am saying that, on the exact date they awarded the contract, they found it necessary to increase the contract by \$150,000.

Then, on July 3, 2 days later, they entered into another supplemental agreement, which gave them \$200,000 in advance funding, and then on July 16, we find there was another supplemental agreement which increased it by \$45,595, and then, on July 19, there was another formal agreement to Educational Associates in the amount of \$436,932, bringing this up to about \$1,300,000.

Mr. Chairman, when the gentleman from Wisconsin was speaking, I suggested this was something Congress really needed to look at, the wide use of consultants. There is no limitation under the civil service laws in regard to the number or amount that may be paid.

It is interesting that the president of this corporation, or this group, Educational Associates, is paid \$27,000. He also advised me he spent about \$7,000 in various expenses during this year.

I raise also another question, Mr. Chairman, in regard to this particular group, and possibly other groups. The gentleman from Wisconsin asked me about a telegram that was sent to the directors of the Upward Bound program throughout the country, asking them to telegraph or to write to their Congressmen in opposition to the transfer of Upward Bound to the Office of Education. It is interesting to note that Mr. Richard Frost, who happens to live in my congressional district, was the first national director of the Upward Bound program. He resigned from that program on August 1, 1967, and we find him as one of the members of the advisory board for Educational Associates.

The only contract that Educational Associates has, as of 2 days ago, is with the Office of Economic Opportunity in connection with the Upward Bound program. It was the only contract.

The former national director of Upward Bound is now a member of the Advisory Committee, and as a consultant for Educational Associates at \$100 a day, and he was called upon by Educational Associates, which has this contract, to make various on-site inspections and to make recommendations to the Upward Bound program.

This in itself would be interesting, Mr. Chairman, but in addition to that it has been called to my attention just this week that he also appears as the deputy director of an Upward Bound program in the State of Oregon, that is carrying on a program in the State prison.

When I talked with the people who keep the books on this, I found that beginning August 1967 through July 1968 Mr. Richard Frost drew a salary of several thousand dollars from Upward Bound programs. If my dates are correct, and I have rechecked these—

The CHAIRMAN, The time of the gentlewoman from Oregon has expired.

(On request of Mr. Gross, and by unanimous consent, Mrs. GREEN of Oregon was allowed to proceed for 5 additional minutes.)

Mrs. GREEN of Oregon, I thank the gentleman, I am advised by the fiscal officer of the Upward Bound program that is run in the State prison in Oregon, that he appears on the payroll and as the deputy director beginning June 1968. During these months with this and with Educational Associates—he drew several thousand dollars from Upward Bound programs. As I say he now appears as the deputy director of the program, and for the month of June 1968 he received a check for \$900. His July check, which has already been made out but not delivered, is for \$1,125, so he is now at a \$75 a day consultant fee, but also appearing on the records as the acting deputy director.

All I would have to say is that fighting poverty is really a pretty good business.

This same gentleman, at the time he is a \$100 consultant for the Educational Associates and making recommendations for the approval of Upward Bound projects, is also a \$75 a day consultant for the program in Oregon, and he also is a full-time professor at Reed College, at a salary of about \$16,000 or \$18,000. I do not have the exact amount of that.

So, Mr. Chairman, it seems to me that not only the Committee on Education and Labor but also the Government Oversight might well want to look at some of these arrangements that are made on the use of consultants and the contracts with private agencies and others. I believe that a stop should be put to some of the practices which are going on.

Mr. GROSS, Mr. Chairman, will the gentlewoman yield?

Mrs. GREEN of Oregon, I am glad to yield to my friend from Iowa.

Mr. GROSS, I should like to call the attention of the Members of the House to the specific pages in the CONGRESSIONAL RECORD of this morning, on which will be found the material the gentlewoman from Oregon submitted for the RECORD yesterday. Beginning on page H7407 and running into H7416 will be found shocking information that every Member of the House ought to read in connection with the Upward Bound program.

There ought to be a severe penalty, a penalty which would really bring about proper administration of this program. The gentlewoman is to be highly commended for accumulating this information and making it available.

Mrs. GREEN of Oregon, I thank the gentleman.

Mr. Chairman, if I may add one other thing, tomorrow in my city of Portland, and also in Salem, Ore., there is a meeting scheduled for the Upward Bound project directors from across the coun-

try. I am advised that one purpose is to get five or six other projects started in various prisons.

I have at the desk one of the posters distributed by the Upward Bound people at the prison at Salem. It is in regard to Vietnam policy. It is an inflammatory poster.

I happen myself not to agree with our policy in Vietnam, but I think it is indeed shocking that we as Representatives in the Congress are financing programs which distribute and circulate material such as I placed in the RECORD yesterday.

I said on the floor last night, and I measured my words very carefully, that it is my judgment that today the Federal Government is financing activities of revolutionaries. I believe it is high time we took a much closer look at what is happening in Upward Bound, at what is happening in VISTA, at what is happening in some of the other programs that have been continuing with no proper controls.

Mr. GIAIMO. Mr. Chairman, will the gentlewoman yield?

Mrs. GREEN of Oregon. I am glad to yield to my distinguished colleague from Connecticut, my friend and a former Member of the Committee on Education and Labor—an extremely knowledgeable and capable member of that committee. I might add.

Mr. GIAIMO. I thank the gentlewoman for yielding.

I should like to associate myself with her remarks, particularly insofar as the OEO is concerned. There have been some of us here who have been supporters of the war on poverty but who have been most dissatisfied with the way in which OEO has been conducting itself and has been trying to accomplish results in this area.

Just several weeks ago in the State of Connecticut 3 days before the end of the fiscal year OEO made an allocation of \$270,000 to the Connecticut Law Reform, Inc., an organization which is supposedly set up for the purpose of studying legal aid problems in the State of Connecticut. Upon closer examination it was found that Connecticut Law Reform, Inc., was strictly a paper organization which was not even an organization and with no corporate structure. Its address was the home address of the person who made the application. Yet there was an obvious rush on the part of OEO to allocate this money.

The CHAIRMAN. The time of the gentlewoman has again expired.

(Mrs. GREEN of Oregon, at the request of Mr. GIAIMO, was allowed to proceed for 2 additional minutes.)

Mrs. GREEN of Oregon. I yield further to the gentleman from Connecticut.

Mr. GIAIMO. There was an obvious attempt here on the part of OEO to rush this allocation through and to get these funds allocated before the fiscal year ended.

Here obviously is an example, in my opinion, of error on the part of OEO in giving money, money which was so seriously needed by existing organizations both in Connecticut and in other States and organizations which could have done something with the \$273,000. Yet, this

money was given literally to an idea, to an idea in someone's mind, to an organization which was not even formed and had no proven existence or work program made up and which did not have an organizational structure made up except for the fact that they did allocate in their allocation huge sums to automobiles and such things which are the types of things they are quick to get but not to get proven results for the victims of poverty. They did not allocate this allocation to the places where they should. This allocation I felt was an obvious mistake. As a matter of fact, OEO now admits that it was a mistake on their part, but I think that we can find many examples of this if we look closely into OEO.

I also agree with the gentlewoman, as far as OEO is concerned, in many instances it has funded revolution. In my opinion, this is the first time in the history of a nation where it funds and allocates money to its own overthrow and to revolutionists in many instances.

Mrs. GREEN of Oregon. I thank the gentleman.

I would like to say one other thing. I agree completely with him that all of us want to do something about poverty and that when we make criticisms of some of the programs it is with the hope that the funds will go to those people for whom the program was designed and not people who will exploit the less fortunate. When we pay for \$100 a day consultants and \$1,200 a month in rent for headquarters for an office, I say this is money that is taken from programs for the poor and not money to help the poor help themselves.

VIOLENCE IN CLEVELAND

Mr. MINSHALL. Mr. Chairman, I move to strike the requisite number of words.

(By unanimous consent Mr. MINSHALL was granted permission to speak out of order.)

Mr. MINSHALL. Mr. Chairman, 10 people—including three Cleveland City policemen—are dead, scores more are wounded, some critically, as a result of the violence perpetrated by black militants in the Glenville area of Cleveland Tuesday night. Block after block of the city has been burned and looted.

Today it is reported the incredible fact that these militants were financed, in part at least, with \$10,000 in Federal funds.

I quote from the Plain Dealer of this morning:

Fred Evans, who said he led Negro riflemen, told detectives yesterday that Cleveland's Negro nationalists received a \$10,000 Federal grant.

Evans, who is an astrologer, said the money was allotted him and other Nationalists by the Rev. DeForrest Brown, head of the Hough Area Development Corp., set up to lend money to small business. . . . Hough Area Development Corp. recently received a \$1.6 million grant from the government to promote and develop small business enterprises in the Negro ghetto."

I am now demanding a double-barreled investigation of this shocking abuse of Federal funds. I have asked the chairman of the House Appropriations Committee, GEORGE MAHON, of Texas,

and Congressman FRANK BOW for a complete committee investigation of the manner in which Office of Economic Opportunity funds are allocated, the manner in which the distributing agencies are selected, investigation and screening of applicants for grants, and the details of this specific transaction involving the Hough Area Development Corp. This they have agreed to do.

I am also asking the General Accounting Office to make the same complete investigation.

Mr. CAHILL. Mr. Chairman, I move to strike the requisite number of words.

(Mr. CAHILL asked and was given permission to revise and extend his remarks.)

Mr. CAHILL. Mr. Chairman, I would just like to commend the distinguished gentlewoman from Oregon [Mrs. GREEN] for bringing to the attention of the Committee a matter that I think is of very vital importance not only in education, but in all other branches of government.

It has been my experience that a great deal of the work of the departments of this Government today is being conducted not by department employees but by consultants from private firms that are hired by the department to do the work assigned by the Congress of the United States.

Mr. Chairman, an excellent illustration is a recent investigation into automobile liability insurance. The committee of which I am a member declined to undertake the assignment because it was felt we did not have the appropriate staff and the expertise. It was assigned to the Department of Transportation on the theory that that Department did have such expertise. It is now my understanding that of the \$2 million appropriated to conduct that study, a large portion of it is going to be spent by way of grants to private firms, some of whom allegedly have a very close association with the automobile liability insurance industry in this country.

Mr. Chairman, I am taking this time to say that I think the distinguished gentlewoman from Oregon has pointed up an abuse that appears in all branches of the Federal Government. I wish to express my sincere hope that the appropriate committee of the House of Representatives will take upon itself the responsibility and the assignment in the next Congress to make a full investigation in this entire field. I think such an investigation may well develop equally shocking revelations as have been illustrated by the distinguished gentlewoman from Oregon.

Mr. PUCINSKI. Mr. Chairman, I move to strike the requisite number of words.

(Mr. PUCINSKI asked and was given permission to revise and extend his remarks.)

Mr. PUCINSKI. Mr. Chairman, I have a question to direct to the author of the amendment. It appears to me that the amendment is worthy of support. Therefore, I would like to address my question to the author of the amendment.

I can appreciate what the gentleman is trying to do and I am mindful of the fact that there have been many abuses in many of these programs; abuses

which I pointed out during the past in my efforts to try to correct them as the gentleman is trying to correct them now.

However, I want to make one thing clear as a matter of legislative history. In you suggest that contracts should be entered into with private organizations, you are not excluding institutions of higher learning which are church related as private institutions of higher education.

Mr. STEIGER of Wisconsin. The answer to the gentleman's question is "No."

Mr. PUCINSKI. In other words, schools like De Paul University would continue to be able to participate in these programs since they do meet the criteria for higher education institutions?

Mr. STEIGER of Wisconsin. As I indicated to the chairman when he raised that question, I refer the gentleman from Illinois to section 408(a) which gives the Commissioner the authority to make grants or contracts with institutions of higher education for the purposes of carrying out the programs which are described in subsection (b).

Mr. PUCINSKI. I thank the gentleman.

Mr. MEEDS. Mr. Chairman, I move to strike the requisite number of words, I rise in opposition to the amendment.

The Chairman, it seems to me that this amendment goes much further than it needs to go to accomplish the purpose that the gentlewoman from Oregon discussed, assuming that everything the gentlewoman has said actually happened, the violence to which the amendment should be aimed is at the administration of the programs enumerated. Yet the amendment leaves us in this section with the authority to contract under this entire section only with institutions of higher education.

I am happy to have the assurances of the gentleman from Wisconsin [Mr. STEIGER] that this would not exclude private colleges, but I do not believe this is a certainty.

I would like to state further, Mr. Chairman, that it prevents contracting with agencies which are very essential under this program.

The purpose of this program was to identify young people in high school who can be helped by a Talent Search and by Upward Bound programs. Yet by the language of this amendment the Office of Education would not be allowed to contract with private or public school board.

Mr. Chairman, I use in support of this the hearings at which the gentlewoman from Oregon [Mrs. GREEN] asked this question of Mr. Satterlee:

Mrs. GREEN. Do you ever contract with high schools?

Mr. SATTERLEE. We have no contract with a high school at this time although there is no reason why we could not. We have contracts with boards of education, State departments of education, consortia, and private, nonprofit agencies. We have a variety of contracting organizations.

Now, under the amendment as proposed, we could not, or the Commissioner of Education could not contract with a board of education, he could not contract for the identification of the very people

we are trying to help with these programs. I believe it would be mischievous indeed to pass this type of an amendment.

The Educational Talent Search program has been most effective in identifying and encouraging able, disadvantaged students to attend college. Over one-half of these funds are used for contracts with such organizations as the College Entrance Examination Board, the United Scholarship Service, Inc., and the National Scholarship Service and Fund for Negro Students.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. MEEDS. I yield to the gentleman from Minnesota.

Mr. QUIE. Mr. Chairman, I thank the gentleman for yielding.

I would say to the gentleman from Washington that the language in the bill, even with the Steiger amendment, permits the granting of contracts to higher educational institutions, and there would be nothing to prevent an institution of higher education in contracting with a local educational agency, a high school, or any private agency that they want to. In fact, that is accepted now with the higher educational institutions, to do this with many of the agencies, not only public agencies, but private agencies. What this would not permit would be to allow the Commissioner to make a contract with a private agency similar to what the OEO has done, and where they have siphoned off large sums of money with contracts to people who previously have been in OEO.

Mr. MEEDS. If the gentleman is suggesting—and I refuse to yield further—that we ought not offer authority to contract administratively, then perhaps what he is saying is correct, but I am saying that the Commissioner of Education in the conduct of these programs should be allowed to contract to the various types of agencies which will identify the youth we are trying to serve. And that is all I am saying. The amendment would prevent him from doing it.

Mr. Chairman, I yield back the balance of my time.

Mr. SCHEUER. Mr. Chairman, I move to strike the requisite number of words, and I rise in opposition to the amendment.

I would like to emphasize the view that my colleague from Washington [Mr. MEEDS], just expressed. It seems to me that if we look at the poverty and remedial education programs as a whole, one of the most useful things they have done is to draw into the effort to stimulate and motivate kids the private nonprofit and profit capability in our society outside of the regular educational system.

I believe all Members of the House should be impressed by the fact that the private enterprise system has been able to make notable contributions to our poverty program, not only nonprofit, private agencies, but for-profit private groups. I believe if we really believe in the free enterprise system we should unleash them and harness their resources and talents to the desperate problem of motivating these disadvantaged kids.

The success of the programs is well documented. Disadvantaged kids, previ-

ously weighted down by disillusionment, despair, and apathy, have found a new spirit, a new optimism, a new enthusiasm, once having participated in these programs. There would be no better testimony to substantiate the success of the program than the views of the students who participated. Let me quote some of these students:

A 16-year-old 11th grade white girl from a family of six from Whitesburg, Tenn., writes:

Upward Bound has taught me new meaning of the word responsibility . . . I had to learn to put important things first.

A student from Chicago, Ill., writes:

Up until my first week in Upward Bound I didn't care anything about school and very little about other things. Upward Bound has introduced me to a whole new life. For the first time I really care, I'm interested and I want to make a place for myself in the world. And this change is because of all the wonderful people in Upward Bound . . . We learned more, much more than the people who started Upward Bound ever bargained for. We learned we are people who can really succeed but only if we want to and that a major key to that success is education.

Another Upward Bound student told her counselor:

We have always been poor and people have looked down on us. I had planned to quit school next year if it gets as dull as it was last year. Everyone expects me to. None of my family have ever graduated. I had never thought I wanted to go to college cause it was completely beyond my imagination. I have changed my mind since I came here. I would do anything—just anything to get to go. Everyone here treats me as if I really do belong. I am going back to my high school and really work now. It is not hard to get school work when there is a good reason for it.

One student at West Virginia Wesleyan College said that before he had thought of teachers as "sort of enemies." Here he has discovered that teachers are friends and guides. The program must be doing a good job if it can turn a potential dropout into a potential teacher.

A girl of East Chicago said about her new environment in the Upward Bound program at Purdue University:

Being a Negro, it feels good that it doesn't make any difference here what people are. Sometimes I even forget what I am. (From Lafayette, Indiana, Journal & Courier, July 5, 1968.)

A young man of East Chicago, who has been with the Upward Bound program all three summers, describes one change in living conditions:

The first year, we were divided into our own groups. Now we're completely integrated—Latins, Negroes, and whites all together—and this is one place where there are no social problems of discrimination. (From Lafayette, Indiana, Journal & Courier, July 5, 1968.)

I welcome the view of my chairman that we should scrutinize the operation of the for-profit and the non-profit private agencies. I think if we do that, we will find in programs like Headstart and Follow Through and the Neighborhood Youth Corps and the Job Corps that some of the private sector for-profit groups as well as the private non-profit agencies have been far more successful in reach-

ing these kids and motivating them, and have far more sophisticated approaches to the problems of motivation, than the regular educational establishment has shown.

We would be crippling ourselves and our antipoverty effort to exclude the extraordinary capability that lies in our private sector within both for-profit and the non-profit groups.

Mr. STEIGER of Wisconsin. Mr. Chairman, will the gentleman yield?

Mr. SCHEUER. I yield to the gentleman.

Mr. STEIGER of Wisconsin. The gentleman knows that I have a great deal of respect for his judgment on matters as they relate to the poverty program and the Committee on Education and Labor.

Let me, however, make it clear to him that on this I disagree entirely. For two reasons—one, Upward Bound today is being run nationally by one organization which goes in and runs the program or contracts it out to an institution of higher education.

Do not try to confuse the issue by bringing in Headstart, which has no relationship to this.

Mr. SCHEUER. There is no question about the fact, and I will agree, that administrative errors may have been made and that errors in judgment have been made.

I would refer to the Mexican cultural exchange experimental program on international living, incidentally, where I have two of my children this summer.

My fellow colleagues should be aware of the fact that Mrs. Green is diting about a small group of 56 students all—who have completed their Upward Bound studies and are ready for college in the fall—and who have unique experiences to share with a foreign family. These students will not be tourists—they are participating in a mutual learning experience—for themselves and the native family that they will live with.

Mrs. GREEN is using these 56 young students to castigate the Upward Bound program, a figure that actually represents one-two-hundredth of 1 percent of the total 25,000 students in Upward Bound. Even Ivory Soap would not try to sell those odds.

I think we are in danger of washing baby down the sink with the bath water.

I think there is a cure here and we do not have to go hunting gnats with an elephant rifle which is what we are doing here.

I think the disease can be cured. It is admitted that there are some cases of maladministration.

Should we exclude the nonprofit agencies and the for-profit agencies in the private sector from making a marvelous contribution when they have demonstrated their ability to energize and motivate these kids?

If you believe in the free enterprise system—why should we in this Congress exclude the private sector—nonprofit and profit alike from participating where there is a legitimate role for them to play and where they have proven they have the capability of doing a job in many cases that the educational establishment has not yet done.

I am thinking of some of the fine work nonprofit church groups have contributed to the Headstart programs. To name just a few—the First Methodist Church in Oxnard, Calif.; the Goachell Valley Baptist Foundation of Riverside, Calif.; the Catholic Archdioceses of Brooklyn, Chicago, Detroit, Cincinnati, St. Louis, and Pittsburgh; the Torah Unesorah of New York City; the New York City Society of Methodists; the Salvation Army of Hastings, Nebr.; and the J. A. Long American Legion Post in Corinth, Miss., handling 350 kids.

Mr. STEIGER of Wisconsin. Mr. Chairman, will the gentleman yield?

Mr. SCHEUER. I yield to the gentleman.

Mr. STEIGER of Wisconsin. I appreciate the gentleman yielding to me to request some of his time.

Let me ask the gentleman if he concurs—that it is true today that we are carrying on no Upward Bound programs except in institutions of higher education and we do not contract today high schools or boards of education to try to make a determination as to whether or not the kids ought to come into the programs; is that not correct?

Mr. SCHEUER. Let us assume it is—I do not know that of my own knowledge.

Mrs. GREEN of Oregon. Mr. Chairman, will the gentleman yield?

Mr. SCHEUER. I yield to the gentleman.

Mrs. GREEN of Oregon. I think this is very interesting that we must save the private enterprise system.

Mr. SCHEUER. I am not trying to save them—I am trying to let them help us in solving these problems.

Mrs. GREEN of Oregon. The private enterprise system that you are trying to save is the group which is incorporated about 2 months before they have signed a contract. This group is responsible for making guidelines and for enforcing the recommendations of the Upward Bound program. After signing the contract they—and I have referred to several of them—get supplementary awards, in a period of 20 days' time.

This is not the kind of enterprise which I would consider to be the traditional private enterprise system.

Mr. SCHEUER. Maybe some of these fly-by-night groups have been involved.

But if you examine the projects being carried out by companies like Xerox and North American Aviation and General Electric, General Motors, Westinghouse, Montgomery Ward, Philco Ford Co., Packard Bell Electronics, and other private enterprise groups, you will find they are doing a first-class job in running Job Corps camps and other programs in the poverty program.

I think it would be an exercise in futility for this Congress, which admittedly believes in the free private enterprise system, to prohibit these firms from making a contribution.

Finally, I would like to take up another charge made by Mrs. GREEN against Upward Bound—the charge that the program is producing revolutionaries.

Certainly Upward Bound has some revolutionaries—like all the kids of today—like the students from affluent fam-

ilies who rioted on the Columbia campus, on the Berkeley campus, and even at that hallowed and aged institution, the Sorbonne.

However, I have some letters from Upward Bound students—and with your permission I will read at least one of the many—that indicate how the Upward Bound program has reached them and turned them into students who are striving to become contributing members of this society—rather than turned off, hostile, flower children.

A student from Detroit who understands why her classmates participated in the riot there had this to say to Seventeen magazine:

The better teachers all seem to be in suburban schools. Why should they want to work with Negroes or poor whites in my neighborhood when they know that in rich suburbs like Grosse Pointe students will read their lessons and know what's happening? In my school a teacher who asks a question can barely get an answer—kids who go around with comic books in their hands all the time don't come up against too many interesting ideas. But it's not easy to get a good reading foundation in the Inner City elementary schools, so you can't really blame them.

It's not completely hopeless. If you get in with the right teachers, they'll help you and talk to you about education and careers. But you have to show interest and start things rolling; they don't assume you want to go to college. One of the best things that ever happened to me was getting into Upward Bound.

Mr. QUIE. Mr. Chairman, I rise in support of the amendment.

Mr. Chairman, I would say that if Xerox and North American Aviation had been involved in this program, we might have had a different attitude toward permitting private agencies to contract with people operating any part of the Upward Bound program.

But this is not private enterprise we are saving or utilizing. To me these are leeches that are using the money that we are appropriating to help poor people. There is no reason at all for utilizing them when we have had a good experience with the contracts with institutions of higher learning.

As I said before, there is nothing to prohibit institutions of higher education from contracting with anyone that they need to help them to do the job. As far as determining who the eligible youngsters are, these people are quite capable of doing it with the help of community action agencies. There is nothing to prevent an institution of higher education to utilize all of the community action agencies within their community or vicinity in order that the proper children could be brought there.

The question here is whether OEO in the past did right in contracting out jobs that they should have done themselves.

The question is, Should we let the Office of Education continue the contracts with the private agencies that have not wisely used the money? If anyone has any question about it, you will only have to read the Record that is before you now with the insertions that were placed there and the statements made by the gentlewoman from Oregon [Mrs. GREEN] and myself immediately following hers.

This begins, I believe, on page H7407 in the Record. After reading that, if you are wholeheartedly in favor of this amendment, you have not read it very closely.

Mr. HATHAWAY. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from Maine.

Mr. HATHAWAY. If the institutions of higher education continue to contract, are we not going to run into the abuses you are criticizing here today?

Mr. QUIE. Any institution of higher education can contract with a private agency for necessary supportive services. For example, if you have facilities that are being used for Upward Bound, and it is perhaps necessary to contract with an electrician to come in and fix the wiring, under the proposed amendment, the institution may do this. There is no need to allow the Commissioner, in administering Upward Bound, to contract with private agencies for supporting services, because he is not involved in that kind of detailed work.

Mr. HATHAWAY. If the gentleman will yield further, if the Commissioner of Education, as in the past, is empowered to contract, as I think he should be, then can he not do it on a broader basis so he could bring in a consortium of boards of education that might cross State lines, whereas if the contracting power is left only to the institutions of higher education, contracting will be only on a local basis and will not get the broad-based support we need for the program?

Mr. QUIE. I think we would be on much safer ground if we permitted the institution of higher learning to do the contracting for the consortium than to see the Federal Government do so through some agency that is dreamed up overnight. I do not expect we would find, however, that the Commissioner of Education would leave his job to a successor who has a contract with him or with a private firm with which he is associated to do the job. I would hope that that would never happen in education as it has in poverty. However, this amendment will prevent this sort of abuse before it begins.

Mr. SCOTT. Mr. Chairman, I move to strike the requisite number of words.

(Mr. SCOTT asked and was given permission to revise and extend his remarks.)

Mr. SCOTT. Mr. Chairman, I rise in support of H.R. 15067, the Higher Education Amendments. The various acts which this legislation modifies and extends have had a tremendous impact on students, institutions, and, in fact, on all citizens of this Nation. These acts have gone a long way to insure that every individual who is capable of pursuing his education beyond the secondary level has an opportunity to do so; and they have been of considerable assistance to colleges and universities in coping with mounting student enrollments.

The guaranteed student loan program is one of the outstanding features of the bill. College is expensive, and for many, it is prohibitive. I know what it costs. My own three children have only recently completed their college educa-

tion. Under the program, private lending institutions can, with relative safety, advance a student the funds he needs to continue his education. Students are given an opportunity to prepare themselves for a more prosperous future, and they can do so not with a Government handout, but through the dignity of self-help and with the cooperation of the private sector of our economy. This act greatly increases the availability of such loans by making interest rates more attractive to lenders and by extending the ability of States to guarantee repayment of loans through the proposed 80 percent Federal reinsurance program.

Assistance to institutions for the construction of academic facilities, libraries, classrooms, and the like is another important feature of the bill. The long-term investment in college plants is of permanent benefit and should, in my opinion, be given high priority. I do have some reservation about the bill's emphasis on the establishment of several new programs such as grants for elementary and secondary instructional equipment at the expense of existing programs.

It is now time for students to make financial arrangements for the fall term at colleges and universities. Quite understandably, lenders are reluctant to make any commitments to these students and their families until the law is settled. Therefore, despite the bill's shortcomings, and despite the economic difficulties this country is experiencing, I rise in support of the bill because, in my opinion, many of the problems facing this country can be minimized by increasing the educational opportunity for our young people today.

The CHAIRMAN pro tempore (Mr. ROSTENKOWSKI). The question is on the amendment offered by the gentleman from Wisconsin (Mr. STEIGER).

The question was taken; and on a division (demanded by Mr. MEEDES) there were—ayes 55, noes 17.

So the amendment was agreed to.

AMENDMENT OFFERED BY MR. REID OF NEW YORK

Mr. REID of New York. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. REID of New York:

On page 156, insert after line 24 the following:

"ELIMINATION OF AVERAGE HOURS OF EMPLOYMENT LIMITATION DURING NON-REGULAR ENROLLMENT PERIODS

"SEC. 436. Section 444 of the Higher Education Act of 1965 (as amended by this part) is amended by adding at the end thereof the following new subsection:

"(c) For purposes of paragraph (4) of subsection (a) of this section, in computing average hours of employment of a student over a semester or other term, there shall be excluded any period during which the student is on vacation and any period of non-regular enrollment. Employment under a work study program during any such period of non-regular enrollment during which classes in which the student is enrolled are in session shall be only to the extent and in accordance with criteria established by or pursuant to regulations of the Commissioner."

Mr. REID of New York. Mr. Chairman, section 406(b)(2) of H.R. 15067 as originally introduced allowed students in the

work-study program, employed full time during the summer vacations or throughout the summertime periods, to take one or two courses "in accordance with the criteria established by or pursuant to regulations of the Commissioner." Under this program, as previously enacted, a student who took a course during the summer was limited to working 15 hours per week.

The proposed modification in the program is, I believe, valuable, because it would allow a student who must work or is interested in working during the summer to obtain some academic credit at the same time. Otherwise, an extreme hardship is imposed on the student who is required to go to summer school and also needs to work to provide funds for the following year's education. He must choose either to work full time or to go to school, but he is denied the chance to work full time while taking one or two courses needed.

I would add, Mr. Chairman, that Mayor John Lindsay feels that this amendment would be extremely helpful in that it would allow students in the work-study program to take one or two courses during the summer while employed full time.

The original blanket work limitation of 15 hours per week was designed to protect students from overextending themselves by going to school full time and working full time simultaneously. However, New York City officials have found that it is extremely valuable for a student working full time during the summer to take a course or two related to his experience—it not only broadens his outlook, but also substantially increases his incentive to pursue his education.

Under New York City's Urban Corps program, in which about 2,000 young men and women participate during the summer, students do in fact take evening courses related to their summer's work. At the present time, they cannot receive academic credit for their studies because the students work more than the 15 hours allowed under the act. The universities are willing and anxious to offer credit. We need an amendment to the present work-study program allowing students working full time during the summer to receive some academic credit at the same time for courses taken.

Mayor Lindsay has written me explicitly stating:

This amendment is vital to the effective operation of the work-study program in New York City and throughout the State.

Mrs. GREEN of Oregon. Mr. Chairman, will the gentleman yield?

Mr. REID of New York. I yield to the gentlewoman from Oregon.

Mrs. GREEN of Oregon. Mr. Chairman, I thank the gentleman for yielding.

Mr. Chairman, I talked to my colleague and friend from Oregon, Congressman DELLENBACK, who is also a member of the Education Committee, about this matter, and I know he was interested in making this kind of modification.

Mr. REID of New York. If the gentlewoman will allow me, Congressman DELLENBACK was interested in offering himself this type of amendment, but a

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FOR IMMEDIATE RELEASE:
July 29, 1968

OEO RESPONSE TO CONGRESSWOMAN GREEN'S CHARGES REGARDING UPWARD BOUND

WASHINGTON, D.C., July 29, 1968----Dr. Thomas A. Billings, national director of Upward Bound, released today the following point by point rebuttal to charges made by Representative Edith Green (D.Oregon) about the pre-college program, its former director, and the contract agency, Educational Associates, Inc., on the floor of the House of Representatives July 24 and 25.

Dr. Billings said "these charges have done a great disservice to the many dedicated participants of Upward Bound programs across the country; to teachers, parents, students, college undergraduate tutors and community groups and individuals who have volunteered time and energies to the programs."

(more)

Attachment

68-81

Charge: "Mr. Richard Frost, who happens to live in my Congressional district, was the first national director of the Upward Bound program. He resigned from that program on August 1, 1967, and we find him as one of the members of the advisory board for Educational Associates."

OEO Response: Dr. Frost has never served on the advisory board of Educational Associates or on the board of any organization that now has, or previously had, a contract with the Office of Economic Opportunity.

Charge: "It has been called to my attention just this week that he also appears as the deputy director of an Upward Bound program in the State of Oregon, that is carrying on a program in the State Prison."

OEO Response: Dr. Frost has served as the Deputy Director of the Prison Project for 17 days in June, 1968, and as Acting Director of the program for eleven days in July, 1968, at the special request of the Director of the project, Dr. Thomas Gaddis, who was ill and on vacation during those periods. In no way did this conflict with any of Dr. Frost's other obligations. He did not consult for anyone during that period and his teaching obligations at Reed College were completed on May 4.

Dr. Frost, since his return to Reed College as a professor of Political Science, has taught in the Upward Bound Oregon Prison Project, as have other professors from the University of Oregon, Portland State College, etc. The salary paid all qualified teachers in the program is \$500. per quarter, which Dr. Frost was paid for the Winter quarter, plus \$75. a day for 39 days from April 1 to July 25, 1968, including the services outlined above.

Charge: "This same gentleman, at the time he is a \$100 consultant for the Educational Associates and making recommendations for the approval of Upward Bound projects, is also a \$75 a day consultant for the program in Oregon, and he also is a full time professor at Reed College, at a salary of about \$16,000 or \$18,000."

OEO Response: Although Mrs. Green is careful not to state that Dr. Frost was in conflict of interest in these roles, the implication of such misdeeds is so strong that the press covering the session used this as the lead story for the day.

At no time was there any conflict of interest in any of Dr. Frost's activities. Upon his retirement as director of Upward Bound, Dr. Frost was a most logical educator to use as an on-site inspector of Upward Bound programs in his local region to provide valuable information used in

monitoring Upward Bound projects. We venture to say that Upward Bound can provide more substantial data on program, staff and students, and continual follow-up of U.B. participants, than any other educational program currently supported by the Federal government.

Dr. Frost was paid the standard rate of \$100 a day for a total of 30 days as a consultant to EAI, for on-site evaluations of 4 Upward Bound projects, and for his participation in a four-day national conference of educators and urban experts sponsored by Upward Bound in January, 1968.

His activities as a teacher in the prison program, and as an occasional consultant to Upward Bound, in no way conflicted with his responsibilities to Reed College and his students, as was publicly stated by the acting president of Reed College, Ross Thompson, in response to Mrs. Green's allegations.

Dr. Frost's total income for the calender year since he left OEO on August 1, 1967 is \$20,000. That sum includes his basic salary, all consultancy fees, plus payment for a local radio show, an NET-TV show, and honorariums for speeches and articles, and royalties on two books. That reimbursement is commensurate with the services of an educator with a Ph.D, wide experience in urban problems at the highest levels of two States, New Jersey and Oregon, and national prestige in the field of education of disadvantaged students.

Charge: "I believe that one of the reasons that Upward Bound should be transferred to the Office of Education is that the original intent of the legislation is not being followed by the Director of Upward Bound or the Office of Economic Opportunity."

OEO Response: The intent of the program has been carried out far better than even the highest expectations of the original planners of Upward Bound. Eighty percent of the high school students who have completed Upward Bound are going on to college, and 82.6% of this year's Upward Bound freshmen completed their first semester in good standing. We will have complete data on retention and academic standing for the entire freshman year by August 15.

Charge: "No one from the Office of Economic Opportunity ever requested funds for Upward Bound so that dropouts could enjoy a summer abroad at the taxpayer's expense. ...Is it not high time that we had a few Federal programs to help those who show initiative, who work hard and who obey the rules. But this is not the criteria by which one is judged for spending the summer abroad."

OEO Response: There are no "dropouts" going abroad on OEO money. The 57 students selected to participate in the Experiment in International Living's Latin American program this summer, in lieu of the regular campus program, were chosen by Upward Bound project directors, and not by the national office, and the criteria used in selection were exactly those deemed praiseworthy by Mrs. Green. All 57 participants have completed their Upward Bound studies and are prepared to enter college in the Fall. In fact, far from dropouts, these students had to work at their studies much harder than most to attain college admittance. The average Upward Bound student cost for a summer is \$750; the cost for students in the Latin America program was \$1,100.

Charge: "In my considered judgment we are actually financing with Federal tax dollars the activities of revolutionaries."

To support this charge, Mrs. Green inserted into the Record inflammatory letters, speeches, articles, a list of publications, instructions for constructing a molotov cocktail, an incendiary time bomb, how to set a fire, and how to sabotage automobile tires, and a poster and pamphlet opposing the Vietnam war.

OEO Response: By not identifying the source of all the material presented, Mrs. Green has created the totally false impression that these are widespread practices in Upward Bound projects across the country. All the material submitted for the Record, however, emanated from one project, Reed College, and one staff assistant in the Oregon Prison Project.

We also would abhor any Federal funds being used, directly or indirectly, for revolutionary activities. Dr. Thomas Billings, current director of Upward Bound, terminated the Reed program in June, 1968, and the individual in the prison project was fired by the project director in April, 1968. A more balanced appraisal of the curriculums being offered in most of the 283 U.B. projects would have shown volumes of evidence from students, parents, teachers and community residents substantiating that the vast majority of students have been motivated to become constructive members of American society.

Charge: "I think that it is very interesting for a competitive low bidder to be given the contract on the basis of that bid and then on the same date that the contract is awarded to have a

supplemental agreement which increases the amount by \$150,000. ...I suggest that this is something that should be looked at carefully not only by our Committee on Education and Labor of the House of Representatives but by the Committee on Government Operations and by the Appropriations Committee of the House."

OEO Response: The \$150,000 referred to by Mrs. Green as supplemental to the contract awarded Educational Associates, Inc., was not a supplemental, but a subcontract that would have been renewed at that time regardless of which organization was awarded the parent contract. The contract was let on a competitive bid basis, the other bidder being Educational Projects, Inc., which submitted a total bid of \$877,315 versus EAI's bid of \$789,405. Both EAI and EPI were aware that they would be responsible for the subcontract and that no increased fee would be allowed. The subcontract was to Syracuse University for a research project to evaluate motivational changes in Upward Bound students.

Other subcontracts, referred to by Mrs. Green as supplementals to the initial contract, were for a four-day Winter Conference in January, 1968 of Upward Bound directors, other educators and urban experts; and to Rutgers University for a film production assignment in an urban program. The total amount expended for Upward Bound in fiscal 1968 is \$30 million, with little more than \$1 million being spent on a contract for assistance in screening proposals, monitoring 283 projects, and providing continuing research information. The cost of the contract with EAI amounts to 3.2% of the total spent on Upward Bound. The fixed fee granted EAI for fiscal 1968 represents 1.64% of the total contract.

Biographies

SARGENT SHRIVER
Director
(6/14/64 - 5/6/68)

Birth: Westminster, Maryland - November 9, 1915

Education: B.A., LL.B. - Yale

Honorary
Degrees: LL.D. - Yale, Boston College, Brandeis University,
DePaul University, Duquesne University, Fordham University,
Georgetown University, Kansas State University,
New York University, Notre Dame University, Seton Hall
University, St. Louis University, St. Michael's College
(Vt.), St. Procopius College, Wesleyan University, University
of South Carolina, St. Xavier College, Western
Michigan University, University of Pittsburgh, Oakland
University, Morehouse College, Loras College, Fairleigh
Dickinson University

L.H.D. - Springfield College (Mass.), Providence College,
Yeshiva University

D. Humanics - Salem College (W. Va.)

D.C.L. - University of Liberia

D. Political Science - Chulalongkorn University, Bangkok

D. of Humanities - Roosevelt University

D. of Human Letters - University of Scranton, St. John's
University, the Jewish Theological Seminary of America

D. of Public Administration - Illinois Wesleyan University

Military
Service: U.S. Navy, 1941-45 (submarine service) Lt. Commander (Ret.)

Experience: Winthrop, Stimson, Putnam & Roberts, 1940-41

Newsweek Magazine, 1945-46

Joseph P. Kennedy Enterprises, 1946-48

Merchandise Mart, 1948-61

Director, Peace Corps, 1961-66

Special Assistant to the President since February, 1964

Director, Office of Economic Opportunity, appointed
October 1964

Organizations: Executive Director, Joseph P. Kennedy, Jr. Foundation

President, Chicago Board of Education, 1955-60

President, Catholic Interracial Council of Chicago,
1955-60

Chairman, Yale Alumni Board, 1958-60

Director, Chicago Council of Foreign Relations

Member: National Council, Boy Scouts of America;
Eleanor Roosevelt Memorial Foundation; Navy League

Awards:

Veteran of the Year, 1956

Chicago Medal of Merit, 1957

Yale Medal, 1957

James J. Hoey Award (Catholic Interracial of New York) 1958

Lay Churchman of the Year, 1963

National Father of the Year, 1964

Golden Heart Presidential Award (Philippines), 1964

Notre Dame Patriotism Award, 1965

Philip Murray-William Green Award, 1966

Pacem in Terris Peace and Freedom Award, 1966

National Brotherhood Award, 1966

Other:

Admitted to the United States Supreme Court November 1966

Member of Illinois and New York Bars

Democrat. Roman Catholic

Married Eunice Mary Kennedy, May 23, 1953 - five children
residences - Chicago, Illinois; Rockville, Maryland

BERTRAND M. HARDING
Acting Director

Bertrand M. Harding, a career government service official, was appointed Acting Director of the Office of Economic Opportunity on March 22, 1968. He had been Deputy Director of the Agency since June 7, 1966.

Harding was born in 1919 in Fort Worth, Texas, and spent his boyhood in San Antonio. After graduating from Antioch College in Ohio in 1941 with a B.A. in Economics, he went on to graduate studies in public administration at the University of Minnesota.

Harding entered government service in 1942 with the Bureau of the Budget in Washington. Specializing in planning and management, he later served with the Veterans Administration in Texas and the Atomic Energy Commission in Washington.

In 1953, Harding joined the Internal Revenue Service where he served in a number of positions leading up to his assignment as Deputy Commissioner in June, 1961. While in Internal Revenue, he played a leading role in initiating a number of major improvements, including the development of the IRS automatic data processing system; development of the IRS Long Range Plan; reorganization of field collection activities; and the initiation of a system for selecting and training executives.

In 1962, Harding was cited as one of 10 leading government administrators by the National Civil Service League and was presented with the League's Career Service Award. In 1964, the Secretary of the Treasury awarded him the Department's Exceptional Service Award.

Further recognition was accorded Mr. Harding in December, 1965 when he received the Rockefeller Public Service Award for distinguished government service in the field of administration.

An active member of the American Society for Public Administration, he served as the National Capital Chapter Vice-President for Meetings in 1965-66, and is the immediate past President of that Chapter.

During World War II, Harding served as a navigator in the Air Force. He lives in Alexandria, Virginia, with his wife, the former Isobel Ames of Malone, New York, and their two sons.

C. ROBERT PERRIN
Acting Deputy Director

Prior to his appointment in March, 1968, as Acting Deputy Director, Robert Perrin was Assistant Director of OEO for Governmental Relations with chief responsibilities for liaison between OEO, other governmental agencies and local and state public officials.

Perrin was born in Ann Arbor, Michigan, on August 21, 1925. He attended schools in that city and was graduated in 1945 with a B.S. degree from the University of Minnesota.

In 1948, Perrin was employed as a reporter by the United Press in Detroit. A year later, he joined the news staff of the Detroit Free Press, where he became labor editor. During his association with the Detroit Free Press, Perrin was also a correspondent for the New York Times, Business Week, and Newsweek. In 1954 he was awarded a Reid Fellowship to study labor-management relations in Western Europe and traveled there extensively.

In December 1955, Perrin left the newspaper to become Administrative Assistant to Senator Patrick V. McNamara of Michigan. The late Senator was a ranking member of the Senate Labor and Public Welfare Committee, through which he managed Senate passage of the original OEO legislation in 1964, and also chairman of the Committee on Public Works. On behalf of the Senator, Perrin supervised all administrative and legislative activities of the office.

Perrin joined OEO in March 1966 as Assistant Director for Governmental Relations. In conjunction with these duties, he was

a member of a Federal team directed by the President to meet with the State Governors to strengthen Federal-State relations, and he visited 30 State capitals in 1967.

He is a member of the Health and Welfare Advisory Committee on State-Urban Relations of the Council of State Governments and is also a Commissioner on the United States-Mexico Commission for Border Development and Friendship.

Perrin served in the Navy in World War II. He lives with his wife, Barbara, and two children, Stephen and Jennifer, in Silver Spring, Maryland.

THEODORE M. BERRY
CAP Director

Theodore M. Berry, 58, attorney and former vice mayor of Cincinnati, is a native of Maysville, Kentucky. He was a member of the Cincinnati City Council and chairman of its public welfare committee.

Berry holds a law degree from the University of Cincinnati. He graduated in 1931. He was Cincinnati's public welfare investigator in 1929-32. From 1939 to 1942, he was assistant prosecuting attorney for Hamilton County, Ohio. He was Cincinnati vice-mayor in 1956-57.

He has also served as director for the U.S. Department of the Interior in Ohio, as employment surveyor, and as a morale officer with the U.S. Office of War Information.

A member of the Cincinnati's branch of the National Association for the Advancement of Colored People, Berry was elected a NAACP director. He was a delegate at large to the National Urban League in 1957 and in 1959. He has been active in more than a dozen other civic and betterment groups.

Berry and his wife, Johnnie Mae, have three children, Theodore, 9, Gail, 22, and Faith, a student at the Sorbonne, in Paris.

WILLIAM H. BOZMAN
Deputy Director CAP

After serving as an officer in the U.S. Army Air Corps from 1943 to 1946, Mr. Bozman completed his education at Harvard University and graduated with honors in 1947. Born in Massillon, Ohio in 1924. He is married and has three children.

September 1947 to April 1948 - NIPA Intern - The National Institute of Public Affairs conducted a program under the sponsorship of the Rockefeller Foundation to provide an opportunity for post-graduate internship in public administration. During this period he accepted unpaid employment as a special assistant to the Executive Officer of the National Institutes of Health and as a research assistant to Congressman Thor Tollefson of Washington.

April 1948 to April 1961 - Budget Examiner - U.S. Bureau of the Budget - Started as a trainee and progressed to principal budget examiner for the Department of Commerce and for the Federal Aviation Agency upon its establishment.

August 1961 to November 1964 - Assistant Administrator, Administration and Finance - Area Redevelopment Administration - In April of 1961 he was detailed from the Budget Bureau to the Office of the Secretary of Commerce to prepare a plan for the creation of a new agency in Commerce for carrying out the then pending Area Redevelopment Act. The program created by the Area Redevelopment Act was designed to create new job opportunities in areas suffering from high unemployment or low family income.

He became the Assistant Administrator having responsibility for budget, personnel, accounting, administrative services, and program evaluation. The job also included responsibility for review of the financial aspects of loans and grants. When the Accelerated Public Works Act was in the final stages of legislative review he was given responsibility for formulating basic policies and procedures and for setting up an organization within ARA that could coordinate and supervise operations under the Act.

November 1964 to present - Deputy Director, Community Action Program - Office of Economic Opportunity - In November of 1964 he transferred to the Community Action Program of the Office of Economic Opportunity as Deputy to the Associate Director for Operations.

His primary responsibility with the Community Action Program was to create a field force which would organize, support and monitor local community action agencies throughout the nation. The Field Operations Staff, under his supervision, provided a headquarters review of all grant actions originating in the field to assure consistency with national policy and procedure. In December he was named Deputy Director of the Community Action Programs. Since that time, he has participated in every major policy or procedural decision affecting CAP.

PADRIAC M. KENNEDY
Acting Director, VISTA

Pat Kennedy, 34, has played a leading role in making voluntary national service a major and moving force in America.

Kennedy was one of the first ten Peace Corps staff members appointed by Sargent Shriver. Joining the Peace Corps on the first day, he set up the agency's early training programs. Later, as Director of Volunteer Support, he organized support programs for 10,000 Peace Corps Volunteers serving in 46 countries around the world.

When President Johnson appointed Sargent Shriver Director of the Office of Economic Opportunity in November of 1964, Kennedy went with Shriver to help design VISTA's basic policies and programs and to make voluntarism relevant to the challenges of contemporary America. Kennedy served for three years as VISTA's Deputy Director.

Kennedy received his bachelor's degree with distinction from Columbia University, after serving for two years with the U.S. Army in Europe. He holds an M.A. degree in American history from the University of Wisconsin, where he was a Woodrow Wilson National Fellow. He was awarded a University of Wisconsin teaching fellowship in 1959; the Woodrow Wilson Research Fellowship in 1960; and the University of Wisconsin Fellowship in 1960.

Kennedy, a native of New York City, is married to the former Ellen Conroy of New York City, and has one child, Oliver, 5 years old. Kennedy lives in Washington, D.C., and was a founder of the Georgetown University Community Action Program. Kennedy is also on the Board of

Trustees of Georgetown University's College Orientation Program for disadvantaged ghetto children; the Metropolitan Health Skills Center; and The Compeers, Inc., an interracial community service program for high school students.

WILLIAM P. KELLY, JR.
Assistant Director, Job Corps

William P. Kelly, Jr., of Annandale, Virginia, born in Pittsfield, Massachusetts, June 25, 1924, son of William and Mary Kelly; graduate of Ohio State University where he received both a B.A. and M.A. in economics; married the former Ruth Powell of Pittsfield; has six daughters; served in the U.S. Army during World War II.

Mr. Kelly held various positions with the Department of the Air Force at Wright-Patterson Air Force Base in Ohio, until 1959, when he came to Washington as Chief of the Procurement and Logistical Assistance Branch of NASA. In March 1961, appointed Director of Contracts for the Peace Corps and was one of the very first administrators in that agency. In addition to formally assigned position as head of the Contracts Division, extended his duties to include recruitment and interviewing of candidates for top-level positions, advising and assisting in policy-making.

After two years with the Peace Corps, accepted a position with the Agency for International Development as Associate Assistant Administrator for Procurement Policy. When the President called for the creation of a Task Force for a war against poverty, helped organize this task force and its successor, the Office of Economic Opportunity. Was appointed Assistant Director for Management. On December 2, 1966, was appointed as Acting Director for Job Corps, pending confirmation by the Congress. Unanimously confirmed by the Senate on March 7; Commission signed by the President the same day.

MISS GENEVIEVE BLATT
Assistant Director, Office of Older Persons Programs

Miss Blatt was Secretary of Internal Affairs for the Commonwealth of Pennsylvania from 1955 to 1967, a post to which she was re-elected twice. Her duties included the administration of six major state bureaus, including the bureau of municipal affairs.

A native of East Brady, Pennsylvania, she attended schools in East Brady, McKees Rocks and Pittsburgh. She was graduated with the highest honors from Sacred Heart High School, Pittsburgh, in 1929 and the University of Pittsburgh in 1933, having been elected to Phi Beta Kappa and the University Hall of Fame. She received her M.A. Degree in 1934 and her LL.B. in 1937 from the same institution.

She practised law from 1938 to 1955 before the state and Federal courts of Pennsylvania and concurrently served in a number of other capacities, including a term (1942-45) as Assistant City Solicitor of Pittsburgh and Deputy State Treasurer of Pennsylvania (1945-49). In 1965-66 she was a member of the President's Consumer Advisory Council, and from 1965-1967 she served on the President's Commission on Law Enforcement and the Administration of Justice.

In 1963 she was cited as "Woman of the Year in Government" (U.S.) by Who's Who Among American Women, and the same year was listed among "Most Admired Women of the Year" by the Annual Gallup Poll.

She has received many awards, including the Louise de Marillac Gold Medal from St. Joseph College, Emmitsburg, Md., in 1966; Outstanding Woman of Pennsylvania Award, Jewish War Veterans Auxiliary,

1966; Mother Gerard Phelan Gold Medal, Marymount College of Virginia,
1965; Distinguished Career Service Certificate, Pennsylvania League
for Civil Service, 1965 and the Humanitarian Award, Interurban League
of Philadelphia in 1965.

JAMES D. TEMPLETON
Director for Rural Affairs

James D. Templeton, Director for Rural Affairs of the Office of Economic Opportunity, is a native Kentuckian and former Director of the Northeast Kentucky Area Development Council, Inc., in Olive Hill, Kentucky.

Born in Florress, Kentucky, Templeton is the son of a farmer and coal miner of Eastern Kentucky. He migrated to Ohio where he and his family lived for about 28 years, and then returned to Kentucky. He served in the U.S. Army in the Second World War and during the Korean conflict.

He was Personnel Director for the Electric Auto Light Company, Kings Mills, Ohio from 1946 to 1949, and was Personnel Director for the Ohio State Highway Department from 1949 to 1952 in Southeastern Ohio. For three years he was self-employed in the restaurant and real estate business. He was Mayor of Lebanon, Ohio, for one term-- 1956 to 1957. For four years he served as auditor of Warren County, Ohio, starting in 1958, and was Public Relations Director and Manpower Specialist for the Council of Southern Mountains in Berea, Kentucky starting in 1963.

During the time Templeton was Director of the Northeast Kentucky Area Development Council, he also served as President of the Kentucky Community Action Association for one year, and was a member of the growing board of the Council of Southern Mountains and the National Association for Community Development.

Templeton is married and has three sons.

DONALD M. BAKER
General Counsel

A leading Washington attorney, Donald M. Baker was named General Counsel on November 13, 1964. A former counsel to the Labor Subcommittee of the Senate Committee on Labor and Public Welfare, Baker was counsel for the Senate Select Subcommittee on Poverty which reviewed the Economic Opportunity Act of 1964. He has been active in civil rights, education, and labor legislation.

Baker was administrative assistant and secretary to Congressman James G. O'Hara of Michigan in 1959-63.

A native of Beckley, West Virginia, Baker attended Public and Parochial Schools in Monroe, Michigan. He received his Bachelor of Arts, Master of Arts, and Law degrees from the University of Michigan. He is a member of the Michigan Bar Association and has been admitted to practice before the U.S. Supreme Court.

In World War II, he served in the Army Air Corps.

Baker and his wife, the former Joan O'Hara, are the parents of two daughters and three sons. They live at 1340 4th St., S.W., Washington, D.C.

ROBERT C. CASSIDY
Assistant Director for Administration

Cassidy is a native of Johnstown, Pennsylvania. He received a BA degree from St. Vincent College in Latrobe, Pennsylvania, in 1949 and an MBA degree from Syracuse University, Syracuse, New York in 1961.

He served in the U.S. Marine Corps in 1942-45, participating with the 3rd Marine Division in the invasions of Bouganville, Guam and Iwo Jima.

Cassidy entered the Federal service as a junior management assistant trainee with the Navy Department in 1950. From 1951-54 he was with the Veterans Administration as a management analyst.

In 1954, he moved to the U.S. Army Audti Agency, serving at their Washington headquarters office until 1957 as a management analyst. In 1957 he was appointed Comptroller of the European Region, USAAA, located at Frankfurt, Germany.

Cassidy served in this capacity until selected in 1960 as one of the first civilians to attend the Army's graduate course in comptroller-ship at Syracuse University. He joined the Office of the Inspector General, USDA, in March 1963 and left that post for OEO.

Cassidy and his wife, the former J. Lea Myers of Indiana, Pennsylvania, and their six children reside in Rockville, Maryland.

THOMAS J. COSGROVE
Acting Director,
Office of National Councils and Organizations

Before being appointed Acting Director, Cosgrove served as Labor Liaison in the ONCO. The major part of his function was to attempt to secure greater participation of the unions in the various poverty programs. The job also included the servicing of labor union inquiries and complaints and acting as Director of ONCO.

Previously, Cosgrove was employed in Program Support, Community Action Program (since November 30, 1964). His chief duties included the arranging of training programs for the national CAP staff and the development and analysis of proposals for the training of local community action persons, both professional and non-professional.

For a brief three months before that he was employed at the National Institute of Labor Education, which followed a three-year stint as National Education Director of the American Federation of State, County and Municipal Employees, AFL-CIO.

In that position he developed, administered and taught in a national education program for a 200,000-member union of government employees in state, county and municipal service. This meant getting the cooperation and approval of national, district council and local union officers for 60 programs in cities ranging from San Juan, Puerto Rico to Seattle, Washington.

While with AFSCME he also served on its civil rights and civil liberties committee, the AFL-CIO education committee, the AFL-CIO

Government, Employees Council, the American Labor Film Institute and the American Library Association's Committee on Library Service to Labor.

He also served for three years as President of Local 189 of the American Federation of Teachers, AFL-CIO, and is now on its executive board. This required getting the aid and approval of a faculty advisory committee and a labor advisory committee.

Mr. Cosgrove taught a wide range of subjects in this program, including Union Leadership and Administration, Study Skills, Political Power and Control, Practical Thinking, Issues in an Industrial Society and Ethical and Political Philosophy.

From September, 1950 to December, 1959, he was employed at the national headquarters of the Textile Workers Union of America, AFL-CIO in New York. He started there as a Publicity Representative and departed as Education Director.

In earlier years he has also been a publisher and editor of two weekly newspapers in Bayonne, New Jersey, a factory worker and Vice-President of UAW Local 1035 at the Electric Dynamic Works in Bayonne, public relations director of a municipal political reform campaign, a product engineer at the General Cable Corporation plant in Bayonne and a sales clerk at Macy's in Manhattan.

He was educated at St. John's College, Annapolis, Maryland, (B.A. Cum Laude) and the University of Notre Dame. St. John's is a liberal arts program based on the Great Books. At Notre Dame, he took a year of graduate work in political science and philosophy.

ROBERT C. CRAWFORD
Deputy Assistant Director for Governmental Relations

Birth: 1929; Philadelphia, Pennsylvania

Education: A.B. (cum laude), 1953, Gettysburg College
M.P.A., 1957, Wayne State University (Fent D. Upson Fellow)
Ph.D. Candidate, 1956-58, Cornell University
Ph.D. Candidate, 1961- , American University

Experience: 1958-64, Executive Assistant, Program Analyst, Management Analyst, Organization and Personnel Representative, United States Atomic Energy Commission, Washington, D.C., and Schenectady, New York

1955-56, U.S. Fulbright Fellow, The Hague, The Netherlands, Local Government Specialist, the International Union of Local Authorities

1954-55, Assistant Executive Director, Pennsylvania Economy League, Inc., Bethlehem, Pennsylvania

1953-54, Staff Researcher, Citizens Research Council of Michigan, Detroit, Michigan

1953, Inspector, Pennsylvania Turnpike Commission, Norristown, Pennsylvania

MAURICE A. DAWKINS
Assistant Director for Civil Rights

Dr. Dawkins, 46, served in VISTA for two years as Associate Director for Project Development, Special Assistant to the Director and Associate Director for Selection and Training.

As minister and director of the People's Independent Church (non-denominational) in Los Angeles for 10 years, before joining the anti-poverty program, the Reverend Dawkins has been a leading figure in West Coast social action and civil rights movements.

He has been president of the Los Angeles branch of the NAACP; Vice President of Southwest area NAACP; West Coast convention Chairman of the NAACP; West Coast coordinator for the March on Washington; founder and chairman of the Western Christian Leadership Conference, affiliate of Dr. Martin Luther King's Southern Christian Leadership Conference; a member of the board of the Western Regional Urban League, and a member of the California State Commission on Urban Policy and Intergovernmental Relations.

He was born in Chicago and graduated from Lane Technical School, where he was captain of the track team and editor of the newspaper. He attended Columbia University and the Union Theological Seminary in New York, from which he earned his Master's degree in 1950.

From 1948 to 1954, he was minister of education and associate minister of the Community Church of New York. He has served as President of the International Council of Community Churches and is their official representative to the World Council of Churches.

His background also includes five years as a professional YMCA program director; two years as a Harlem YMCA-USO director; and a total of 16 years in the administration of church nursery schools, family camps and community centers.

He was founder and first president of the First Community Church Home for Senior Citizens, a \$4 million FHA project in Los Angeles. He is a member of the Board of Directors of the Public National Bank, the American Academy of Political Science, the International Club of Washington, D.C.; the Masonic Lodge and the Alpha Phi Alpha Fraternity.

Dr. Dawkins has been awarded the Urban League Award for Promoting Interracial Understanding; the George Washington Carver Award for Human Rights; the National Council of Negro Women Award for Religious Leadership, and the Los Angeles City Award for Promoting Non-Violence and Reconciliation.

He served as a weekly religious news columnist and conducted a weekly radio broadcast for five years in Los Angeles.

He is married to the former Doris Scott and has two children, Kimball Maurice, 13, and Susan Scott, 10.

JOSEPH T. ENGLISH, M.D.
Assistant Director for Health Affairs

Current: Assistant Director of the Office of Economic Opportunity,
for Health Affairs, Executive Office of the President,
Washington, D.C.

Chief Psychiatrist, Office for Health Affairs, OEO

Senior Psychiatric Consultant to the Peace Corps, Wash-
ington, D.C.

Assistant Clinical Professor of Psychiatry, George Wash-
ington University School of Medicine, Washington, D.C.

Visiting Lecturer in Medical Care, Department of Epidemiology
and Public Health, Yale University School of Medicine, New
Haven, Connecticut.

Home Address: 2921 "O" Street, N.W., Washington, D.C. 20007

Birth: May 21, 1933 - Philadelphia, Pennsylvania

Service: Captain, U.S. Air Force Reserve (Inactive), July 1958-July
1963

Senior Surgeon, U.S. Public Health Service (Regular Corps)
July 1963-July 1966

**Professional
experience:** Founder and Director, St. Joseph's College Student Mental
Health Center, Philadelphia, Pennsylvania, July 1960-July 1961

Clinical Associate, Laboratory of Clinical Science, National
Institute of Mental Health, Bethesda, Maryland, July 1961-
July 1962

Psychiatrist, Professional Services Branch, National Insti-
tute of Mental Health, Bethesda, Maryland, on detail to
Peace Corps, July 1963-January 1964

Psychiatrist, Office of the Director, National Institute
of Mental Health, Bethesda, Maryland, on detail to Peace
Corps, January 1964-September 1965

Assistant Chief, Policy and Program Coordination, Office of
the Director, National Institute of Mental Health, on detail
to Peace Corps, September 1965-February 1966

Chief Psychiatrist, Medical Program Division, Peace Corps, Washington, D.C., July 1962-July 1966

Deputy Chief, Office of Interagency Liaison, Office of the Director, National Institute of Mental Health, Bethesda, Maryland, February 1966-September 1966

Deputy Assistant Director of the Office of Economic Opportunity for Health Affairs, May 1966-July 1966

Acting Assistant Director of the Office of Economic Opportunity for Health Affairs, July 1966-March 1968.

Memberships: American Psychiatric Association (Fellow)
American Medical Association
American College Health Association
American Public Health Association
American Orthopsychiatric Association
Group for the Advancement of Psychiatry
The Academy of Religion and Mental Health
Pennsylvania State Medical Society
Philadelphia County Medical Society
Washington Psychiatric Society
District of Columbia Medical Society
The Society of the Jefferson for Research, Charter Member

Professional activity: Member, The President's Committee on Population Planning, July 1968 to present

Consulting Scholar, President's National Commission on the Causes and Prevention of Violence, July 1968 to present

Chairman of Interagency Task Force of OEO, HEW, and the Department of Agriculture on Emergency Food and Medical Programs for the U.S.A., February 1968 to present

Chairman of Subcommittee on Federal Health Programs for the State of Alaska of the President's Review Commission for Alaska; January 1968 to present

Member, U.S. National Committee of the American Psychiatric Association on Mental Health Programs of the Americas, February 1968 to present

Council of the American Psychiatric Association for National and International Affairs, July 1967 to present

Ad Hoc Committee of American Psychiatric Association on the U.S. Poverty Program, July 1966 to present

Committee on Mental Health Services to the Poor, American Medical Association, November 1965 to January 1966

Professional Advisory Board, Academy of Religion and Mental Health, May 1966 to present

Member, Senior Seminar, Associated Faculties Program in Community Psychiatry, The Washington School of Psychiatry, Washington, D.C.

Honorary: Arthur S. Flemming Award as "One of the Ten Outstanding Young Men in the Federal Service" with personal commendation from the President of the United States, 1968

Meritorious Award for Exemplary Achievement in Public Administration, from the William A. Jump Memorial Foundation, May, 1966.

John XXIII Medal, awarded by College of New Rochelle, New York, June 1966, for "Scholarship creating a synthesis between scientific, technical and professional elements on the one hand, and spiritual values on the other."

U.S. Junior Chamber of Commerce Citation as "One of Outstanding Young Men of 1964."

Letter of Commendation from Secretary of Health, Education and Welfare, John Gardner for achievement in implementation of health manpower development goals for 1967

Alpha Omega Alpha, National Medical Honor Society

Alpha Sigma Nu, National Jesuit Honor Society

Arnold Air Honor Society

Commandant's Medal, U.S. Air Force ROTC, 1954

Jefferson Medical College Gold Medal for Psychiatry, 1958

Richard Bennis McCloskey Loyalty Medal, 1950, 1954

Education: St. Joseph's Preparatory School, Philadelphia, Pennsylvania, 1946-1950

St. Joseph's College - A.B., Philadelphia, Pennsylvania, 1950-1954

Jefferson Medical College - M.D., Philadelphia, Pennsylvania, 1954-1958

Internship: Jefferson Medical College Hospital, Philadelphia, Pennsylvania, July 1958- July 1959

Residency in Psychiatry: Institute of the Pennsylvania Hospital, Philadelphia, Pennsylvania, July 1950-July 1961; National Institute of Mental Health, Bethesda, Maryland, (Clinical Associate and Senior Resident), July 1961-July 1962

Licensure: Medicine and Surgery: Pennsylvania and Washington, D.C.

Board Eligible in Psychiatry

Foreign

Travel:

Latin America, Africa, Near East, Asia, Europe

ROBERT A. LEVINE
Assistant Director for Research,
Plans, Programs and Evaluation

Home Address: Washington, D.C.

Legal

Residence: Los Angeles, California

Birth: Brooklyn, New York - July 7, 1930

Education:

Brooklyn Public Schools

A.B., Harvard, 1950, economics (Magna cum laude, Phi Beta Kappa)

A.M., Harvard, 1951, economics

Ph.D.; Yale, 1957, economics (dissertation: Plant and Equipment Expenditures Surveys: Intentions and Fulfillment)

Military

Service:

Navy Supply Corps, 1951-54, Lieutenant (JG), (primarily destroyer duty)

Previous

Positions:

Chief, Research and Plans Division, Research, Plans, Programs and Evaluation, Office of Economic Opportunity 1965-66

Senior Economist, Logistics Department, the RAND Corporation, 1957-65

Senior Fellow, National Security Studies Program, UCLA

Teaching Assistant, Economic Department, Yale, 1955-56

Economist, Conference on Economic Progress, Washington, D.C., 1956

Research Associate, Harvard Center for International Affairs, 1961-62 (on leave from RAND)

Family:

Wife (Carol); Sons (David, 9; Joseph, 4)

Publications:

Book: The Arms Debate (Harvard University Press, 1963)

Articles:

"Capital Expenditure Forecasts by Individual Firms," in National Bureau of Economic Research, The Quality and Economic Significance of Anticipations Data (Princeton University Press, 1960)

"Random Variations and Sampling Models in Production Economics" (with R.B. Rainey), Journal of Political Economy, June, 1960

"Facts and Morals in the Arms Debate," World Politics, January, 1962.

"Disarmament and Arms Control," The New Leader, February 19, 1962

"Breaking the Arms Stalemate," Bulletin of the Atomic Scientists, January, 1963

"Mixing Science with Politics," The New Leader, November 26, 1962

"Unilateral Initiatives: A Cynic's View," Bulletin of the Atomic Scientists, December 1962.

"Arms Agreement: A Model of Stalemate," Journal of Conflict Resolution, December 1962

"Open Letter from a 'Military Intellectual' to a Sophisticated Liberal Leader," Bulletin of the Atomic Scientists, September, 1964

"Defense Cutbacks - The Economic-Political Dilemma," Air Force and Space Digest, November 1964.

RICHARD S. FRANZEN
Assistant for Congressional Relations

Richard S. Franzen, former newsman and top aide to Indiana Representative Andrew Jacobs, Jr., was named Special Assistant for Congressional Relations on June 28, 1968.

Franzen came to Washington in January 1965, as the Legislative Assistant to Congressman Jacobs, and in 1966 was promoted to Administrative Assistant. His background includes work as a general assignment reporter with the Indianapolis News and the Terre Haute Star.

Franzen lives with his wife and three children in Alexandria, Virginia.

ROBERT G. EMOND
Acting Assistant Director for Inspection

Emond came to OEO in April 1966 as Deputy Assistant Director for Inspection from the U.S. Information Agency where he served as senior management analyst. He had earlier spent three and one-half years as Deputy Director for Security in that Agency after 14 years of service with the Federal Bureau of Investigation.

Born in 1923 in Minneapolis, Minnesota, he graduated from De la Salle High School in that city in 1940 and undertook studies for the Catholic Priesthood with the Marist Fathers. After leaving the seminary in 1947, he achieved a degree in Philosophy from Catholic University in 1948 and undertook the study of law at Georgetown University Law Center in Washington, D.C.

In June 1948 he married Anna Louise Klein of Washington, D.C., and they currently reside with seven of their eight children in Kensington, Maryland.

KENNETH R. SPARKS
Acting Director, Public Affairs

Birth: Niagara Falls, New York - March 26, 1934

Address: 1400 20th Street, N.W., Washington, D.C.

Marital Status: Married, no children

Education: Syracuse University, B.S., (cum laude), Speech, 1956
Syracuse University, M.S., Television, 1961
Syracuse University, Ph.D., Communication, 1964
George Washington University, LL.B., 1967

Experience: Junior Cultural Officer, USIS, New Delhi, 1962-63

Teaching Assistant, Syracuse University, 1963

Lecturer, USIA, 1964-65 (part-time)

Radio Research Officer, USIA, 1964-65

Chief, West European Research Division, Office of
Policy and Research, USIA, 1966-67

Plans and Programs Coordinator, Public Affairs, Of-
fice of Economic Opportunity, 1967-

Military: U.S. Marine Corps, 1957-60. Designated Naval Aviator
1958. Served as Jet Pilot and Public Information
Officer.

Publications: A Bibliography of Doctoral Dissertations in Radio and
Television. Syracuse University, 1962. Second Edi-
tion, 1965.

The-Newspaper Audience in Hudson County, New Jersey.
(with Murphy and Crutchfield), Syracuse University, 1962

A Study of the Mass Media - Particularly Radio - and
College Students in India. Ph.D. Dissertation, Syra-
cuse University, 1964.

Book Review, Mass Media and National Development, by
Wilbur Schramm in NAEB Journal, Vol. 24:2, pp. 64-66.

Interests: Flying - Commercial Pilot's License; travel - visited
15 countries; music - pianist and vocalist; golf.

Professional

Organizations: National Association of Educational Broadcasters
Department of Audio Visual Instruction
World Association of Public Opinion Research
American Association of Public Opinion Research
American Federation of Musicians

ANTHONY PARTRIDGE
Assistant General Counsel

Birth: New York City - May 1, 1929

Professional Experience: 1961-64 - Counsel, Special Subcommittee on State Taxation of Interstate Commerce, House Committee on Judiciary

1957-61 - Associate in law offices of Covington and Burling, Washington, D.C.

Education: 1950 - B.A. Harvard College, with honors in Government

1950-51 - University of Chicago, Political Science

1951 - Columbia University

1957 - LL.B., Harvard Law School, magna cum laude

Special Honors: Board of Editors, Harvard Law Review, 1955-57

Treasurer, Board of Editors, Harvard Law Review, 1956-57

Home and Marital Status: Washington, D.C. - married

Travel: Europe

THOMAS A. BILLINGS
Director, Upward Bound

Dr. Billings was project director of one of the first 18 demonstration Upward Bound projects sponsored by OEO in the summer of 1965, at Western Washington State College in Bellingham, Washington.

In addition to being director of an Upward Bound project for two years called Project Overcome at Western Washington State College, Dr. Billings served as chairman of the Institute for Teachers of Indian Children and Youth at the College during the summers of 1965 and 1966.

Dr. Billings began his teaching career in the Springfield, Oregon, public schools in 1953 after receiving a B.S. at the University of Oregon. He was Vice-Principal and Dean of Boys at Springfield Junior High School, Springfield, Oregon, from 1956 to 1958. He earned his Ph.D. at the University of Oregon in 1960, while serving as a research assistant in the Bureau of Educational Research.

An assistant professor of education at Sacramento State College from 1960 to 1963, Billings was also a visiting educational sociologist at the University of California in the summer of 1962, and a consultant sociologist to an NDEA Guidance and Counseling Workshop at Sacramento State College in the summer of 1963.

Dr. Billings is a member of the American Association of University Professors, the National Education Association and Phi Delta Kappa, an honorary men's fraternity of educators.

He has contributed articles to several professional educational journals and in 1963 was chosen to deliver the Fifth Annual Faculty

Convocation Lecture at Sacramento State College, the "highest honor bestowed by the faculty on one of its number."

Dr. Billings is married and the father of eight children.

HAROLD RUDOLPH SIMS
Executive Secretary

Birth: Memphis, Tennessee - July 25, 1935

Education: B.A. Southern University 1957 (Political Science)
Exchange Student, University of Poona, Poona, India
1956 (International Relations)
Graduate Study, John Hopkins University 1961-62
(Political Science)
M.S. George Washington University 1968 (Governmental/
Public Administration)

Certificates - The Adjutant General School (Basic and
Career Courses) 1957 and 1965 (Admin. and Personnel
Management); USA Cold Weather and Mountain School
1959 (Winter Orientation); USA Infantry School,
1963 (Basic Airborne); and U.S. Army Special Warfare
School, 1963 (Military Assistance Training Advisory)

Military
Service:

U.S. Army, 1957-67 (RA), Major (Resignation for OEO
Appointment); Last Security Clearance, TOP SECRET

1965-67 - Secretary General Staff and Acting Adju-
tant General to Major General Robert S. Seedlock,
CG, USA Engineer Center, Fort Belvoir, Virginia

1964-1965, Chief MACV Advisor Orientation and Pro-
cessing Branch to General William C. Westmoreland,
CG, U.S. Military Assistance Command, Vietnam, Saigon

1962-63 - Secretary Joint Staff, Joint Unconventional
Warfare Task Force Cuba and Secretary General Staff
to Major General William P. Yarborough, CG, J.F.
Kennedy U.S. Army Special Warfare Center, Fort Bragg,
N.C.

1959-1961 - Assistant Protocol Officer to Lt. Gen-
eral (then M/Gen) John H. Michaelis (Iron Mike),
CG, U.S. Army Alaska, Ft. Richardson.

Prior to Military Service, served as Asian-African
Student Consultant, International Commission, U.S.
National Student Association, Cambridge, Massachu-
setts.

Organizations

and Associations: Vice President, Southern University Alumni, D.C.
President, Saigon Theater Guild 1964-65
Director, U.S. Army Alaska Chorus 1959-61
Assistant Vice President, Alpha Phi Alpha Fraternity, 1954-57
Member American Society of Public Administration, Association U.S. Army, Society for Personnel Administration, Alpha Phi Alpha Fraternity, American Academy of Political and Social Science, Urban League, Member of National Strategy Information Center Task Force on Urban Development and Relations

Honors:

Cum Laude S.U. 1957
Who's Who in American Colleges and Universities 1956
Memphis Alumni Scholarship 1955-56
WUS Scholarship to India 1956
State of Tennessee Oratorical Champion (Elks) 1952
"1968 Man of the Year" S.U. Alumni D.C. Chapter

Military: Bronze Star, Army Commendation Medal with Oak Leaf Cluster, Purple Heart, Army Parachutist Badge, Vietnam Campaign and Defense Medals, National Defense Service Medal, Overseas Bars, Certificates of Achievement.

Publications:

"Prayer Pilgrimage for Freedom" 1956
"The Rediscovery of the South," Centennial Series 1961
"MATA, A Course for Cold War Warriors," 1963
"Credo for the Special Soldier," 1963
"Discrimination, Employment and the Negro," 1966
(pending Harper's)
"I Am An Adjutant General Soldier," 1967
"On Being A Soldier--And Incidentally Black," 1967
"Joint Staff Procedure Guide for 1962"
Songs: "Brucker the Rucker from Michigan" 1959,
and "You're Just Everything" 1961

Marital Status:

married to Lana Joyce Taylor, June 25, 1962 - no children - residences in Memphis, Tennessee, and Springfield, Virginia

HERBERT J. KRAMER
Consultant

Born in New York City July 27, 1922.

Phi Beta Kappa graduate of Harvard University, Magna Cum Laude, 1942. M.A. and Ph.D. degrees in English literature from Harvard in 1946 and 1949. Attended night school to complete four-year course in law, University of Connecticut Law School. Admitted to the Connecticut Bar in 1956.

Served as a Consultant to OEO since June 12, 1968; Director of Public Affairs, OEO, September 1965 to June 7, 1968; Vice President of the Travelers Insurance Companies, in charge of Public Information and Advertising, March 1964 to September 1965. Held various positions of major responsibility with Travelers since 1951. Before 1951, served as an instructor in the English departments at Harvard University and the University of California at Santa Barbara.

Member of the Hartford Community Renewal Team, the community anti-poverty agency of Hartford, Connecticut, under the nation's "War on Poverty." Board member of the Hartford YMCA, Urban League, and National Conference of Christians and Jews. President, Foreign Policy Association of Greater Hartford. Corporator, Institute of Living, a mental health institution. Trustee, University of Hartford. Secretary of the West Hartford Board of Education for six years. Vice President and executive committee member, Symphony Society of Greater Hartford and the Hartford Stage Company.

State Chairman, United Nations Association, and appointed Connecticut chairman for United Nations Day by Governor John Dempsey for three years. Member, public affairs policy committee of the Insurance Information Institute and the Institute of Life Insurance. Public Relations Society of America, and coordinator of the National Advertising Council's program on mental retardation.

Served in the U.S. Army as a Lieutenant in the China-Burma-India Theater in World War II.

Married to the former Karyl Kern of Newton Center, Massachusetts. They have seven children and reside in Hartford, Connecticut.

DON VERNON THOMASON
Director of the North Central Region

Thomason, who was named deputy director of the region in September, 1965, was Commissioner of Agriculture in the State of Missouri from 1961 through 1965. Thomason is past-president of the Missouri Cotton Producers and past vice-president of the American Cotton Producers. He has had a long and successful career in cotton farming and processing in Missouri and Texas.

Thomason, 43, directs programs in what is geographically the largest of OEO's seven regional offices. The states of Iowa, Missouri, Kansas, Nebraska, South Dakota, North Dakota, Montana, Wyoming, Colorado, Utah, Idaho, are all included in the North Central Region.

An Air Force veteran of World War II, Thomason is a licensed private pilot. He is active in a variety of civic and state organizations and is Chairman of the Board of Stewards of the First Methodist Churches of both Kennett and Jefferson City.

He is a graduate of Corning High School, Corning, Arkansas, and attended Drury College, Draughtons Business College in Springfield, Missouri, and Mississippi State.

Thomason is married to the former Eva Lee Grugett of Kennett, Missouri, and is the father of two children, Don Martin, 14 and Donna Lee, 11.

JOSEPHINE NIEVES
Northeast Regional Director

Miss Nieves, who was named Regional Deputy Director in January, 1967, has served as Acting Regional Director since July 1967.

Before coming to the OEO in April 1965, Miss Nieves was Acting Director of the Puerto Rican Community Development Project, a program designed as a comprehensive attack at the roots of poverty afflicting Puerto Ricans in New York City.

A lifelong New Yorker, Miss Nieves was a community organization consultant to the Deputy City Administrator's office from 1963 to 1964. As a faculty member of the Encampment for Citizenship in 1962, she conducted an intensive course in community organization for young adults from the United States and many Latin American countries.

From 1958 to 1961, Miss Nieves was senior intergroup relations officer for the New York City Commission on Human Rights. Previously she worked as a community organizer for the Hamilton-Madison House on the lower East Side and the Neighborhood House in Lorain, Ohio. She was also a social investigator for the New York City Bureau of Child Welfare.

In 1963, Miss Nieves received a B.B.A. from the City College of New York and an M.A. from the Columbia School of Social Work. She received scholarships from the International Institute of San Francisco and Columbia University, and in 1962, was awarded a John Hay Whitney Fellowship.

Miss Nieves is a former president of the Puerto Rican Association for Community Affairs and of the Puerto Rican Forum. She has served on the Citizens' Advisory Committee of the New York City Housing and Redevelopment Board, on a similar committee of the Central Zoning Division of the New York City Board of Education and on the New York City Commission for the Foster Care of Children. Her present memberships include the board of directors of the Association for Middle Income Housing, the National Association of Social Workers and the Women's City Club.

WILLIAM W. SUTTLE
Acting Director, Southeast Region

Suttle, 34, served as Special Assistant to the Director of OEO, working primarily in the field of business involvement in the anti-poverty program. His appointment as Acting Director of the Southeast Region was effective March 11, 1968.

Suttle, of Greensboro, North Carolina, completed his year as President of the U.S. Jaycees in June, 1967.

A law graduate of the University of North Carolina in 1958, Suttle engaged in private law practice in Marion, North Carolina, for seven years. He was employed by the North Carolina National Bank in Greensboro at the time he was elected Jaycee President.

He has served as a director of the North Carolina Traffic Safety Council, a member of the National Planning Committee of the American Red Cross and a member of the Advisory Board of the Salvation Army.

Suttle and his wife Pat have two children.

OEO's Southeast Regional Office, located in Atlanta, administers anti-poverty programs in Tennessee, South Carolina, Georgia, Alabama, Mississippi and Florida.

WALTER H. RICHTER
Regional Director, Southwest Region

Walter H. Richter, 50, director of the Texas Office of Economic Opportunity, was appointed regional director of the Southwest Region of OEO in January, 1967.

Richter served in the Texas State Senate from January, 1963, until December, 1965, when he was appointed by Governor John B. Connally to head the Texas OEO.

He has also served as executive director of the Committee of the Governing Boards of State Colleges and Universities, Austin; executive director of the Gonzales Warm Springs Foundation, Gonzales; and as a publisher's representative.

Richter headed the journalism department at Southwest Texas State College from 1939 to 1949. During this period, he spent sixteen months in the Navy. He has also published a weekly newspaper, the Stockdale Star.

Richter was born in Marble Falls, Texas. He earned his bachelor's and master's degrees from Southwest Texas State College, and a bachelor's degree in journalism from the University of Texas. He is former secretary, president and zone chairman of the San Marcos Lions Club; former director, vice-president and deputy district governor of the Gonzales Lions Club, and former director and president of the Gonzales Chamber of Commerce, which in 1958 selected him as "Citizen of the Year."

He is currently a member of the Texas Rehabilitation Association; a member of the board of directors, National Community Development Association; and a director of the Texas Social Welfare Association. The Southwest Regional Office is located in Austin, Texas, and covers Arkansas, Louisiana, Oklahoma, Texas and New Mexico.

LAURENCE P. HORAN
Western Regional Director

Laurence P. Horan, a former Peace Corps Director in Costa Rica and Columbia, took office on May 1, 1967. Horan, 37, served with the Peace Corps from July 1964 to March 1966. He then returned to his law firm of Farr, Horan, Wilsdon and Lloyd in Carmel, California from which he had taken leave of absence.

The Western Regional Office covers California, Washington, Oregon, Nevada, Arizona, Alaska, Hawaii, Guam and the United States trust territories in the Pacific.

Horan is a native of Oakland, California and a graduate of the University of California at Berkeley and the University of California School of Law.

He was in the Marine Corps from August, 1946 to July, 1948. From September 1955 to May, 1960, he was a deputy district attorney in Alameda County, California. Horan entered the private practice of law in 1960. He taught business and criminal law at Monterey Peninsula College, Monterey, California, 1961-1963. He is a member of the Legal Aid Society and has served as a member of the board of the Legal Services Program of OEO in Monterey County, California.

Horan is married to the former Jean Wood. They have five children, Kevin, 12; Kathleen, 10; Maureen, 8; Stephen, 6; and Laura, 1.

ALAN BEALS
Director of Great Lakes Region

Alan Beals, 34, when he was appointed Regional Director on August 24, 1967, had been Acting Director of the Region since February 1967. Prior to this, he served in the Washington, D.C. headquarters of OEO as Executive Secretary of the OEO Public Officials Advisory Council and was responsible for agency liaison with state and local governments. He worked previously as a Poverty Consultant with the Metropolitan Fund in Detroit where he advised six counties in the development of Economic Opportunity programs.

From 1959-1965, Beals was Executive Director of the Maryland Municipal League and a Lecturer in government and public administration at the University of Maryland. He also was with the National League of Cities for three years and worked for the cities of Norfolk and Richmond, Virginia.

Beals was graduated from Colgate University in 1954. He was awarded a graduate fellowship to the Maxwell School of Citizenship and Public Affairs at Syracuse University, where he earned a Master's degree in Public Administration. Beals is a native of Glen Falls, New York.

The Great Lakes Region, with offices in Chicago, covers Illinois, Indiana, Ohio, Michigan, Wisconsin, and Minnesota.

W. ASTOR KIRK
Director of Mid-Atlantic Region

W. Astor Kirk, who had been serving as Southwest Deputy Regional Director of the Office of Economic Opportunity was appointed Director of OEO's Mid-Atlantic Regional Office on October 4, 1968. The region covers the District of Columbia, Pennsylvania, Maryland, Delaware, Virginia, Kentucky, West Virginia, and North Carolina.

Kirk joined the OEO Southwest Regional Office in Austin, Texas in March 1966. His previous position, which he held for five years, had been as Director of the Department of Public Affairs for the Board of Christian Social Concerns of the Methodist Church in Washington, D.C.

He earned his Bachelor's and Master's degrees at Howard University and did graduate work in Public Administration at the London School of Economics prior to receiving a Doctorate in that field at the University of Texas in 1958.

Prior to joining the Board of Christian Social Concerns, he was Professor of Government at Huston-Tillotson College, Austin, Texas, and served as guest lecturer and visiting professor at a number of universities. He has been a consultant to the U.S. Treasury Department and the Ford Foundation and was Executive Director of the Methodist Church Study Commission on Church-State Relations.

Kirk has also served as legislative assistant to Senator Paul Douglas and Congressman Chet Holifield, and was a member of the 1952 Charter Commission of the City of Austin, Texas. He is a

past president of the Citizenship Education Foundation of Austin.

He was a Fulbright Scholar, 1952-53, and held an American Political Science Association Congressional Fellowship, 1954-55.

Since 1963, he has served as Chairman of the Executive Committee of the Rust College Board of Trustees.

RICHARD W. BOONE
Deputy Director, CAP
(11/1/64 - 8/25/65)

Birth: Louisville, Kentucky - March 29, 1927

Marital
Status: Married - 5 children

Education: Ph.D. 1948 College of the University of Chicago
M.A. 1959 Divisional Masters Program, University
of Chicago (major emphasis on Sociology and
Criminology)

Professional
Experience:

1948 (summer) - Intern Assistant to Institutional Parole
Officer, Kentucky State Reformatory, LaGrange, Kentucky

1950-52 - Research Associate - Illinois Selective
Service Felon Study, Chicago, Illinois

1953-55 - Sociologist and Administrative Assistant
to the Warden, Illinois Industrial School for Boys,
Sheridan, Illinois

1956-51 (part-time) - Lecturer in Criminology, Police
Science, and Police Work with Juveniles, St. Joseph
College, Hammond, Indiana

1957-58 - First President, Cook County Juvenile Of-
ficers Association, Illinois

1958-61 - Director, Program for Detached Workers,
YMCA at Metropolitan Chicago (intensive street work
with adolescent gangs)

1961-62 - Program Associate, Youth Development Section,
Public Affairs Program. Ford Foundation, New York, N.Y.

1962 (from 8/13) - Consultant, President's Committee
on Juvenile Delinquency and Youth Crime and Director
of Special Projects

1962 (from 11/15) - Detailed from the President's Com-
mittee on Juvenile Delinquency to the President's
Study Group on a National Service Program.

1963 (from 5/6) - Consultant on Special Projects,
Executive Office of the President. (To continue dir-
ecting Program Analysis for President's Study Group
on a National Service Program.)

DR. JOSEPH H. KERSHAW
Assistant Director
(1/4/65 - 6/30/68)

Dr. Joseph A. Kershaw, Provost of Williams College and formerly head of RAND Corporation's economics department, was appointed early in the program by Sargent Shriver. Dr. Kershaw was in charge of the Office's Research, Plans and Evaluation Staff, which is responsible for measuring the effectiveness of the nation's War on Poverty.

At RAND, Dr. Kershaw directed studies on various aspects of the American economy and devised methods to assess the effectiveness of Soviet economic planning.

A Princeton graduate with advanced degrees in economics from New York University and Columbia, Dr. Kershaw served on the faculties of Princeton's School of Public and International Affairs and of Hofstra before joining the staff of the Office of Price Administration in 1942.

At OPA Dr. Kershaw was successively head of the ration banking branch, price executive of the building materials branch, assistant to the administrator in charge of housing affairs, and director of the office of public records until after World War II. Before going to RAND upon its formation in 1948, he was visiting professor of economics at the University of Sao Paulo in Brazil.

Dr. Kershaw is Herbert H. Lehman Professor of Economics at Williams and the first to hold the office of Provost, from which he has taken a leave of absence to come to Washington.

He is married to Mary Anna Nettleton and is the father of two sons.

EDGAR MAY
Director, Office of Inspection
(6/64 - 11/4/68)

May wrote "The Wasted Americans," one of the books which alerted the Nation to the problems of poverty. He was one of the early members of the President's Task Force on the War Against Poverty, the group which planned the anti-poverty campaign. May served as an assistant to Mr. Shriver in the Task Force and subsequently helped organize the Public Affairs section of the Office of Economic Opportunity.

May was director of public welfare projects for the State Charities Aid Association of New York, a private health and welfare agency, before joining the War on Poverty. He won the Pulitzer Prize for local reporting in 1961 for his series on poverty and public welfare, "Our Costly Dilemma," which stemmed from his undercover research and employment as a caseworker in the Erie County (N.Y.) Welfare Department. The series was published in the Buffalo Evening News, where May was a reporter from 1958-1962.

A native of Switzerland, May was a reporter for the Chicago Tribune, the Fitchburg (Mass.) Sentinel and the Bellows Falls (Vt.) Times. He has received prizes from the Buffalo Newspaper Guild and the New England Weekly Press Association for his writing and editing. His academic honors include the Borden Award, the Sigma Delta Chi Scholarship Award, Kappa Tau Alpha Journalism Honorary Society.

May was the recipient of the Alumni Association Merit Award in 1962 from Northwestern University, from which he graduated with highest distinction in 1957.

WILLIAM H. CROOK
Director, VISTA
(3/7/67 - 6/30/68)

Birth: Momence, Illinois - April 18, 1925

Education: Baylor University, A.B., 1949
University of Edinburgh, Scotland, graduate studies,
1949-1950
Southwestern Seminary, doctoral degree, 1952-54

Military: Gunner, B-24, U.S. Air Force, World War II

Academic: President, San Marcos Chamber of Commerce
Director, Boards of Trustees, colleges in Southwest
Director, State Student Advisory Committees, Texas
Member, City Planning Commissions and Industrial
Boards, Texas

Publications: Articles on subjects affecting elementary and secondary school education

Speaking: Speaking tours throughout Southwest U.S. on youth matters, education, poverty and issues affecting minority groups.

Lecture tours in Japan, Hawaii, Scotland

Presidential Assignments: Task Force on Returning Vietnam Veterans, 1967-8

U.S. Commissioner, U.S.-Mexico Border Development Commission, 1967-8

U.S. Senior Delegate, World Conference on National Voluntarism, New Delhi, India, 1967

U.S. Observer on National Voluntarism, Israel, 1967

U.S. Observer on National Voluntarism, Canada, 1967-68

OEO Director, Southwest Region (Texas, Oklahoma, Louisiana, Arkansas and New Mexico) Office of Economic Opportunity, 1965-66

White House Consultant on OEO, 1965

Member, White House Conference on Civil Rights, 1964

White House Observer, Middle-Level Manpower Conference (ISVS), Puerto Rico, 1962

Observer, International Refugee Centers, Western Europe, 1958

Marital
Status:

Wife (Eleanor Butt Crook); three children (William H., Jr., Mary Elizabeth, Noel Eileen)

HYMAN H. BOOKBINDER
Assistant Director
(1/3/65 - 12/16/67)

Bookbinder served as Assistant Director of the Office of Economic Opportunity, with special responsibility for liaison with private groups, and also as Special Assistant to the Vice President of the United States, who has over-all coordinating responsibility for the War Against Poverty.

Prior to the passage of the Economic Opportunity Act, Bookbinder served as Executive Officer of the President's Task Force on Poverty. In this capacity he helped develop the legislation and participated in the advance planning of the Office of Economic Opportunity operations.

Bookbinder served from December, 1962 to February, 1964 as organizer and first Director of the Eleanor Roosevelt Memorial Foundation, formed soon after the death of Mrs. Roosevelt at the suggestion of President Kennedy and Adlai Stevenson. The Foundation stresses activities in the field of human rights.

During the years 1961 and 1962 Bookbinder served as Special Assistant to the Secretary of Commerce, Luther Hodges. In this capacity he participated in the work of the President's Advisory Committee on Labor-Management Policy, the President's Equal Employment Opportunity Committee, the Commission on the Status of Women, the President's Committee on Youth Employment, and the Council on Aging.

Between 1953 and 1960 Bookbinder was Legislative Representative for the CIO and the AFL-CIO, handling Congressional liaison for a wide

range of social and economic subjects, including civil rights, social security, foreign aid, and immigration. He was Economist for the Amalgamated Clothing Workers of America between 1940 and 1950, except for the time spent in the Navy during World War II.

He served as Deputy Assistant Administrator of the National Production Authority during the Korean War years - 1951-52.

Bookbinder has served on numerous public-interest bodies, including the American Immigration and Citizenship Conference, the U.S. Committee on Refugees, the Joint Council on Economic Education, the Leadership Conference on Civil Rights, Civil Liberties Clearing House, and the Point Four Information Committee.

Born in Brooklyn, New York, in 1916, Bookbinder is married to the former Boscha Losev and has two daughters, Mrs. Ellen Cohen and Amy Bookbinder.

SANFORD L. KRAVITZ
Chief, Research and Program Development, CAP
(2/28/65 - 8/18/66)

Experience: Program Coordinator, President's Committee on Juvenile Delinquency and Youth Crime, Department of Justice, Washington, D.C.

Consultant, President's Committee on Juvenile Delinquency and Youth Crime, Department of Justice, Wash., D.C.

Executive Director, Community Welfare Council of Schenectady County, Schenectady, New York

Assistant Executive Director, Welfare Council of Delaware, Wilmington, Delaware

Youth Program Secretary and Director, American Friends Service Committee, New York, New York

Education: Crosby High School - 1942 - Waterbury, Connecticut

University of Connecticut - 1948 - BA - Political Science

New York School of Social Work - 1950 - MSSW - Community Organization

Brandeis University - Florence Heller Graduate School for Advanced Studies in Social Welfare - 1963 - Ph.D. Dissertation: "Sources of Leadership Input for Social Welfare Planning"

Other: Dr. Kravitz was the Director of a Work Camp for High School Students on the Cherokee, North Carolina Indian Reservation, in 1952.

In addition, he served as Director and Assistant Director for a 1950 International Student Seminar at Milton Academy in Milton, Massachusetts, and Holderness School, Plymouth, New Hampshire.

He was also Project Director and participant of international work camps in Recco and Ortona-a-mare, Italy, in 1948 and 1949, constructing a home for orphan children and reconstruction of a war-damaged hospital.

During the summer of 1947, Dr. Kravitz worked with the American Friends Service Committee as a participant in the San Gabriel, California work camp, in a project focused on the study of the needs of Mexican-American adolescents in the area.

JULE M. SUGARMAN
First Associate Director of Head Start
(2/28/65 - 4/20/68)

"Mr. Sugarman's appointment emphasizes our commitment to the development of quality programs," Shriver said in announcing Sugarman's appointment on February 2, 1966. "In what may ultimately be a \$310 million program, involving hundreds of thousands of pre-school children and their families, it is imperative that we work closely with all allied federal programs. Mr. Sugarman's long experience in government service suits him ideally for this responsibility."

Mr. Sugarman served as executive secretary to the Planning Committee, which developed Project Head Start.

Before joining OEO at the time of its creation, Mr. Sugarman was with the Bureau of Inter-American Affairs, U.S. Department of State. He has also served with the U.S. Bureau of Prisons, Department of Justice, the Bureau of the Budget, and the U.S. Civil Service Commission.

DR. RICHARD T. FROST
First Director, Upward Bound
(9/65 - 8/1/67)

Dr. Richard T. Frost, formerly Vice President of Reed College in Portland, Oregon, who received his A.B. from Wesleyan University and a Ph.D. from the Maxwell School of Public Affairs, Syracuse University, had been a full professor of political science since September 1964, and Vice President of Reed College since January 1963. He was assistant to the President of Reed College and associate professor of political science from 1961 to 1963. An assistant professor of state and local government at Princeton University from 1956 to 1960, Dr. Frost has extensive background in government affairs. He has served as a member of the New Jersey Zoning and Planning Commission (1959-60); as executive assistant to the Governor's Commission to study New Jersey mental health, retardation, correctional and welfare programs (1958-59); as Secretary to the President of the New Jersey State Senate (1959), and to the majority leader of the New Jersey State Senate (1958).

Frost served in the Office of the Administrator of the Marshall Plan, the foreign aid program, prior to military service as a U.S. Air Force officer in France between 1951 and 1954.

His memberships include the American Society of Planning Officials, the American Society for Public Administration, the Regional Plan Association of New York, and the National Municipal League. In Portland, Dr. Frost is a member of the Albina Committee for the War on Poverty, the steering committee of the Portland Citizens' League for Effective City Government, and the steering committee on racial imbalance in the Portland schools.

Dr. Frost is married to the former Jean Groschupf, of Spokane,
Washington. The couple has four children.