

## DOCUMENT RESUME

ED 044 352

SP 004 274

AUTHOR Gallagher, James J.  
TITLE Conference on Issues Relating to a National Institute of Education. Summary and Related Proposed Legislation.  
SPONS AGENCY Office of Education (DHEW), Washington, D.C.  
PUB DATE 4 May 70  
NOTE 37p.  
EDRS PRICE EDRS Price MF-\$0.25 HC Not Available from EDRS.  
DESCRIPTORS \*Administrative Agencies, Administrative Organization, \*Agency Role, Educational Development, Educational Legislation, \*Educational Research, \*Federal Government, Federal Legislation, National Programs, \*Planning, Program Planning  
IDENTIFIERS \*National Institute of Education

### ABSTRACT

This paper summarizes the thoughts and suggestions of the 28 scholars and research persons convened to consider the problems in beginning the plans for a National Institute of Education as presented in President Nixon's White House Message in March 1970, and proposed in subsequent legislation to the Congress. (The summary is based on notes of Dr. David Krathwohl and Dr. Launor Carter who were group leaders; conference members met both as a whole and in small group sessions.) Major headings under which ideas are presented are 1) the need for a National Institute of Education (NIE) of the type proposed--to conduct and support research, encourage innovation, and disseminate significant findings throughout the nation; 2) considerations regarding the missions of the Institute; 3) need for planning the Institute; 4) the implementation of NIE; 5) NIE program emphasis and functions; 6) NIE internal organization; 7) additional issues. It is concluded that the discussions raised more questions than they answered, but that the overall tone was hopeful that, given the needed resources of personnel, facilities, and hard cash, the Institute could become a key component in the educational research efforts of the seventies. Included are a list of conference participants and both bills proposing establishment of the Institute--91st Congress, 2nd Session, S. 3797 and H.R. 16262. [Not available in hardcopy due to marginal legibility of original document.] (JS)

U.S. DEPARTMENT OF HEALTH EDUCATION  
& WELFARE  
OFFICE OF EDUCATION  
THIS DOCUMENT HAS BEEN REPRODUCED  
EXACTLY AS RECEIVED FROM THE PERSON OR  
ORGANIZATION ORIGINATING IT. POINTS OF  
VIEW OR OPINIONS STATED DO NOT NECES-  
SARILY REPRESENT OFFICIAL OFFICE OF EDU-  
CATION POSITION OR POLICY.

ED0 44352

↑

SUMMARY

PROCESS WITH MICROFICHE  
AND PUBLISHER'S PRICES.  
MICROFICHE REPRODUCTION  
ONLY.

CONFERENCE ON  
ISSUES RELATING TO A  
NATIONAL INSTITUTE OF EDUCATION

U.S. OFFICE OF EDUCATION

March 31-April 1, 1970

SP004274

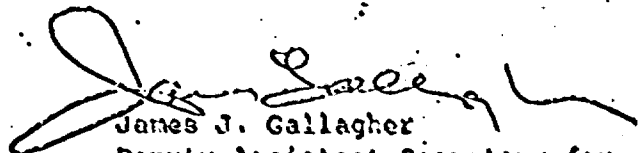
POOR ORIGINAL COPY - BEST  
AVAILABLE AT TIME FILMED

NY 4, 1970

ERIC  
Full Text Provided by ERIC

## PREFACE

On March 31, 1970, an outstanding group of scholars and research persons (see list at end of paper) were convened to consider the multitude of problems in beginning the plans for a National Institute of Education as presented in President Nixon's White House Message in March, 1970, and proposed in subsequent legislation to the Congress. The conference members met both as a committee of the whole and in small group sessions and the ideas presented here stem in large measure from the careful notes of Dr. David Krathwohl and Dr. Launor Carter who performed as small group leaders. The ideas presented here are not to be considered consensus of the total group nor is any individual member of the conference to be held responsible for any particular statement. They are instead initial thoughts and suggestions presented in what the conference members were well aware was a beginning step in a long-planning process. The final responsibility for the material included here rest with the undersigned.



James J. Gallagher  
Deputy Assistant Secretary for  
Planning, Research and Evaluation

POOR ORIGINAL COPY - BEST  
AVAILABLE AT TIME FILMED

One of the major discussion points of the meeting was the need for such an organizational entity, as a National Institute of Education.

IS THERE A NEED FOR A NATIONAL INSTITUTE OF EDUCATION?

The following points were made in favor of developing a National Institute:

1. There is a crisis of confidence in the present administration of educational research and development on the part of the Bureau of the Budget, the President's Office, and some Members of Congress. There is no strong and active constituency for educational research and development to argue for such support. Clearly, something is needed beyond what we now have to support research and development in education.
2. A National Institute will make it possible to develop a much more visible and impressive case for educational research and development. The National Institute of Education would give it greater national visibility. By being directly responsible to the Secretary of Health, Education and Welfare through the Assistant Secretary for Education, it will be placed high enough in the Administration so that it can get the ears of Congress and the Presidential advisors. This is very difficult for a Bureau within the Office of Education to do.
3. As a new, separate Institute beginning work, it will be free of bureaucratic restrictions. It can work through the problems of autonomy and accountability afresh. It can develop new relationships with researchers in the field which have often been strained

POOR ORIGINAL COPY - BEST  
AVAILABLE AT TIME FILMED

by the OE pattern of administration, so that some good researchers have avoided OE and sought resources from the National Institutes of Health or National Science Foundation in terms of kinds of projects they would approve.

4. It will bring new talent to work in educational research and development. In particular, it is anticipated that an improved quality of administrative staff will be possible. This has certainly been possible at NIH, NIMH, and NSF. We presume that it would also be true of the National Institute of Education. In addition, with the provision for in-house research, it should be possible to bring additional people from base disciplines to work on the problems of education, thus infusing new talent and new points of view into the educational research and development program. As a new organization, it should be able to request enough supergrade positions to permit it to attract competent help. The U.S. Office of Education has never had the number of supergrades for administering a budget its size as other comparable agencies, and it seems they will be impossible to obtain in USOE. The Bill is so written that the staff is not subject to usual Civil Service barriers so that some hurdles to recruiting top quality staff present in OE are waived for the National Institute of Education. In particular, it was noted that if funding can be begun soon, because of the cutback in NSF, NIMH, and NIH funds, there are a number of researchers who could contribute to and would be attracted by the problems of education. A ready manpower pool exists because of this unusual situation.

POOR ORIGINAL COPY - BEST  
AVAILABLE AT TIME FILMED

5. In sense, the National Institute of Education gives educational research a new start with Congress, with the public, and with the consumer. The National Institute of Education has the support of the BOB and the President's Office, two very important constituencies which could help give educational research and development a lease on a new life.

#### CONSIDERATIONS REGARDING THE MISSIONS OF THE INSTITUTE

It was one group's strong opinion that the major mission of the Institute during its first years should be to undertake and sponsor research and advanced development dealing with those problems that have been characterized as the pathologies of education in the central city. The group did not attempt to spell out in detail the nature of the pathologies, but it did consider that they should be broadly conceived, dealing less with narrowly defined academic educational subjects than with broad questions such as the development of motivation in disadvantaged children and their parents, the dropout problem, character education, the drug problem, and the broad questions of developing useful and satisfied citizens from the children who are brought up in the disadvantaged communities. While emphasizing the priority of these pathologies, the group did feel that a reasonable effort should be directed toward other problems. The problems in both black and white rural communities should be considered. Similarly, while it was felt that the initial emphasis should be on the first years of life, it was recognized that the Institute should also be concerned with problems of higher education and continuing education.

POOR ORIGINAL COPY - BEST  
AVAILABLE AT TIME FILMED

As we consider the prime missions of the Institute, it became clear that much of the Institute's program should be of a directed nature; that is to say, the Institute's staff should take the responsibility of defining the various problem areas in which the Institute would expend its resources. The staff should take responsibility for ensuring that research and development is undertaken in areas that are defined as priority areas by the director and his advisors. While general research proposals and unsolicited proposals should be given some support, this support should be distinctly secondary to the fundamental thrust of the Institute toward its major missions.

Related to the two previous points is the belief that the major mechanism of research and development will need to be extramural. While the Institute may find it profitable to undertake some intramural research and development, it was the group's general opinion that effective work on the practical problems of the community requires that research teams be in intimate contact with students, teachers, and school administrators on the firing line. It was generally felt that this could be done better by research groups outside of the Institute itself. Serious consideration would have to be given to the question of what organizations were properly constituted to undertake research and development under the Institute's auspices. The individual professor, and his few associates, may not be properly situated to undertake intensive investigations and comprehensive developments dealing with the large problems with which the Institute must be concerned. Certainly, there will be some appropriate university groups; by and large, however, organizations outside the university setting will have to be developed and used if a sufficiently large and continuous effort is to be made in solving the problems with which the Institute must deal.

## NEED FOR PLANNING THE INSTITUTE

A number of the members of the conference had expressed the clear concern that this planning effort for the National Institute of Education should profit from the past unhappy experiences with other new programs. A specific example, mentioned a number of times, was the rapid development and installation of the regional educational laboratories which suffered from a number of serious problems. The development of the National Institute concept would seem to have three major advantages over the laboratory initiation.

1. There is time for sequential planning and to think carefully about goals and objectives of the program. It will be possible to design the Institute in such a way that it develops through a carefully considered rationale rather than a day-by-day accumulation of decisions.
2. There is a need to identify the major educational problems to be attacked and to establish some of these as major objectives for the program. The point was well made that what we have called, "problems" have often merely been the irritating symptoms. Our failure to distinguish peripheral symptoms from central problems has caused us to strike out in a number of inappropriate directions.
3. The necessity for rapid action carried another consequence with it. There was a dependency upon the already existing kinds of programs with little emphasis upon the creative or

POOR ORIGINAL COPY - BEST  
AVAILABLE AT TIME FILMED



high-risk oriented programs that require time, patience, and frustration tolerance to build to some maturity. The clear indication here would be that the group wished very much to have the Institute to be a supporter of risk-oriented programs or projects that might fail, but at the same time might also provide us with an exciting new leap into the future.

Some of the further general points made during the conference was that one of the important reasons for a major planning effort is that what happens to the National Institute of Education in the next year or so will likely fix a decade of activity. Decisions that are often made in haste and without careful consideration sometimes reach a level of sanctity through tradition and habit. An example of an early decision that could have great consequences in the future lies in the term of the director and the kind of appointment he would have. This would determine whether he is going to be tied closely with whatever Administration is currently in power or not.

#### HOW SHOULD NIE BE STARTED?

It was suggested that the National Institute of Education be begun by appointing an Advisory Council, something like the council proposed in the Bill. It was felt, however, that this council, at least initially, should have important policy-making responsibilities during the development period. Like the AEC Commission or the Federal Reserve Board, they should serve half or full time as policy-makers and advisers to the director. It should be composed of persons who would see this as the

POOR ORIGINAL COPY - BEST  
AVAILABLE AT TIME FILMED

opportunity to create a grand design for the development of educational research which would have important implications for the future of education. These individuals should be broadly selected from among the most competent and wisest who can be brought to the task, for the council must have credibility with a variety of audiences and these audiences must be borne in mind when the council members are chosen. It was emphasized that they should look at education viewed broadly, responding to educators and their needs, considering education very broadly not just as it applies to schools, but as it applies to the problems of the transmission of knowledge, skills, attitudes; in fact, the general process of acculturation and socialization. They will be concerned with education as a lifetime process rather than merely with the traditional school years. The council's task initially should be problem finding and formulating, rather than solution generating.

#### NIE PROGRAM EMPHASES AND FUNCTIONS

The matter of program was discussed at some considerable length. One discussion point was that the programs should go beyond research into the study of the delivery system by which means research makes a difference in the field and changes education. It should include research on how findings are disseminated, their diffusion into schools, and research on the adoption process. Frequently, it is desirable to have the original researchers a part of the team during the development and field testing process.

POOR ORIGINAL COPY. BEST  
AVAILABLE AT TIME FILMED

It was suggested that the Bill, on page 2, lines 10-12, be rewritten to read, "research, development, dissemination, and application" in order to show that the intent was that research should be carried to the point where it does make a difference in the schools.

It is obvious from the above that the National Institute of Education's program will include a heavy proportion of applied research, but it will also include a significant proportion of "basic" research. It was noted that basic research can be carried on under the umbrella of applied research and this is probably the best way of protecting it. Since development costs are at least ten times those of research, a careful balance will need to be kept between demonstration and research projects by limiting the initiation of development projects to those for which there are sufficient funds to carry them to fruition without harming the research function. Similarly, a balance between targeted and non-targeted research must be maintained. A figure of 50-60 percent of funds for targeted research was suggested. Of the research funds, 5-10 percent should be set aside as speculation funds for "non-relevant" but interesting projects, seed money for leads that may not have a large likelihood of pay off but which would be important contributions if they succeeded.

Another dimension of program was the extent to which research carried on would be done intramurally as opposed to planning, monitoring, and sponsoring extramural research. It was suggested that the balance between intramural research and extramural research, which has been found appropriate in NASA and NIH, might be useful guides. NASA, at the height of its program, had about 5 percent of its work done intramurally; NIH carries on 10-15 percent of its work in-house. In terms of extramural research, it was noted

POOR ORIGINAL COPY - BEST  
AVAILABLE AT TIME FILMED

that associations, unions, and city school systems have a potential capability for research and have a potential for bringing about change that is lacking in universities and the places where research is usually carried on.

A third dimension which was discussed was the content of the program itself. It was noted that the prologue of the Bill dealt with the problems of inequality in education. It was suggested that the program of the Institute might very well be built around the themes of inequality and quality of education. Thus, the National Institute of Education would attempt to correct the inequalities in education that exist, and would attempt to raise the general quality of education that is offered. Taking each of these as major themes, one could then examine what could be done with respect to inequalities, breaking the problem into the various inequalities that exist: inequalities of opportunity, inequalities in background created by the class structure, inequalities in materials and resources for teaching, inequalities in teacher training, inequalities in financial support, etc. Looking at the general problems of quality, the program might be concerned with improving quality by learning how children learn and how teachers teach; one might be concerned with improving the quality of curriculum materials, with using modern technology, with whether community control raises quality, etc.

POOR ORIGINAL COPY - BEST  
AVAILABLE AT TIME FILMED

An additional theme suggested was the inclusion of the implications of developmental theory for education. It was suggested that here the emphasis would not so much be on esoteric theory building as on trying to determine the implications of theory in practical settings, such as a day care center, determining preconditions for learning, etc.

Some other specific points are noted:

#### Planning Must Be One of the Institute's Major Functions

Since the Federal Government plays such an important role in the funding of research and development in education, it was the group's belief that the Institute and staff should spend a considerable portion of its resources in planning. The planning function needs to be considered broadly to include questions ranging from the overall training of the country's manpower, to the financing of education at its several levels, to consideration of the kinds of research and development that need to be done, to a definition of the major problems of education. It was felt that unless coherent plans are developed, there is a distinct danger that the research and development activities of the Institute will not fulfill the overall needs of the education community, but may fall instead into a series of uncoordinated individual projects.

#### A "Think Tank" Should Be a Major Part of the Institute

The group discussed at some length the importance of the development of integrative education theory and of broad theoretical points of view with respect to education and the development of the individual. It was

POOR ORIGINAL COPY - BEST  
AVAILABLE AT TIME FILMED

felt that in the past there had been little opportunity for those engaged in education and child development to have sufficient time and freedom from other duties to integrate the knowledge gained from years of research and development or practical experience in an educational setting.

Examples such as The RAND Corporation and the Center for Advanced Study in the Behavioral Sciences were cited as notable examples that have led to important developments in their respective fields. It was believed there is a serious need for a similar research setting for education. It was proposed that a unit of the Institute be set aside as a "think tank" where as many as 50 scholars might be in residence at any one time. These scholars would not have any administrative or research duties within the Institute, rather, they would devote their period of tenure to developing theory, writing books, and interacting on an informal basis with those in the Washington area concerned with educational policy. If the general idea receives approval, a special group should be formed to consider the problems of organizing such a "think tank" and detailing the conditions that would make it an important contributor to education theory and technology.

#### Dissemination and Diffusion Should Be Important Functions of the Institute

The group discussed the current way in which educational knowledge is transmitted, not only among educational scholars, but to those concerned with the actual conduct of education--school principals, teachers, curriculum planners, etc. While the ERIC system was thought to perform an important function, it was believed that ERIC should be

POOR ORIGINAL COPY - BEST  
AVAILABLE AT TIME FILMED

expanded to include all of the published and unpublished literature in the field of education. At the same time, the group recognized that this literature was primarily of benefit to scholars and left unfulfilled the larger problem of diffusing information about successful educational developments to the practical user. The group felt that a very important function of the Institute should be both the study of ways in which technology can be diffused throughout the educational community and the active undertaking of such diffusion.

#### The Institute Should Support the Training of Scholars But Should Not Itself Do the Training

Some have suggested that the Institute might become a center for training researchers and for developing new methodologies for educational research. It was one group's opinion that this would not be an appropriate mission for the Institute. It was believed that the training of research scholars and the development of new methodology would better be left in their traditional setting in the universities. It was, of course, recognized that the Institute had a responsibility for sponsoring and encouraging such training and methodological development in the university setting, but it was believed that the direct intramural undertaking of such activities might well deflect a significant part of the Institute's energies away from its primary mission.

#### The Institute in the Federal Education and Manpower Setting

If the results of the Institute's work are to achieve their maximum effectiveness, they will need to have a focus for interaction at the Federal level. No doubt local agencies could implement the individual research and development projects without Federal involvement, but at



the same time the establishment of major new programs in education will undoubtedly need Federal support and Federal instigation. One group felt that the whole area of education, manpower, training, and human resources generally needs to be considered together by a body close to the President. During the discussion, it was pointed out that four major functional advisory groups are needed at the level of the President. In the area of defense, the National Security Council fills this need; in economics and business, the Council of Economic Advisors fills the need; for ecology and the environment, the recently appointed Environmental Council fills the need. There is not yet, however, a mechanism for integrative and broad policy formulation activities relative to human resources. This formulation fits well with the group's concern that significant new theoretical formulations and developments in education be brought to the top policy-making level, where their implications for national programs will receive proper consideration.

#### NIE INTERNAL ORGANIZATION

The presumed internal organization of the Institute was that of a series of Institutes such as NIH has, each of which would be problem centered. This has the advantage of making visible the problems being attacked and of permitting the development of constituency around each of the Institutes. It was noted, however, that the general trend in research organizations favors the development of task forces which permit the interdisciplinary assembling of individuals to attack particular problems. Such task forces usually are drawn from departments



organized around the traditional disciplines. It seems easier to recruit competent individuals to a traditional structure since academicians tend to be discipline-oriented. They can be broken out of the traditional structure with task forces.

Additional organizational suggestions were as follows:

1. The director should be chosen on a professional rather than political basis.. The President might select the director from three or four names offered him by the council. This should be an appointment of stated duration.
  - a. Immediately appoint a critical mass of highly qualified major staff associates, 10-15 in number.
  - b. Establish attractive and comfortable facilities within the metropolitan area close to decision-makers.
2. The pattern of peer evaluation of projects which has worked well in other similar organizations should be established.
3. From the beginning, adopt a pattern of multi-year or advanced funding for the National Institute of Education in order to develop the kinds of relations with the field that are necessary to coordinated and consistent program building.

#### ADDITIONAL ISSUES AND COMMENTS

1. The Institute should have some "show case" projects as early as possible if it is to close the gap between practitioners and researchers and develop the constituency and support necessary to its development. But the program must be a balanced one, since too much emphasis on a "fire house" start would be equally harmful.

2. We should be careful not to create impossible expectations of the National Institute of Education which would result in a new setback for educational research and development. The National Institute of Education must be begun, however, with realistic goals and expectations.
3. The National Institute of Education might get too involved in operating the innovations it develops. There was concern that the development process be carried into the field and into application, but not into operating programs. It was felt that the operational portion would overwhelm the research and development portion, and would distort priorities and divert funds from the main mission. It was suggested that from the beginning the National Institute of Education adopt a pattern of multi-year or advanced funding in order to develop the kinds of relations with the field that are necessary to coordinated and consistent program building and to provide for better planning in the development and use of research staff.
4. Another issue raised was, "Can the National Institute of Education be organized in such a way as to protect the creative maverick?" There was a recognition that large organizations have a tendency to suppress individual creativity. The National Institute of Education is looked on favorably because it possesses the potential of establishing different rules and regulations designed to enhance, rather than suppress, individual initiative.

5. "Can it focus on major problems?" "Is there enough now known in critical areas to justify focusing on particular problems?"

One of the criteria for identifying a problem worthy of attack should be not only its societal importance but whether we have enough background knowledge to mount a developmental and dissemination effort.

6. A final issue was; "To what extent should the National Institute be responsive to educators, schools, and the educational establishment, and to what extent should it consider education in the broader spectrum, both in total age range and in terms of total range of experiences of the individual, outside of the 'institutional' nature of education?" There was some sympathy for the broader view of education beyond the usual institutional definition.

These discussions about the National Institute of Education raised many more questions than they answered, as might be expected. Still, the overall tone was hopeful that, given the needed resources of personnel, facilities and hard cash, the National Institute could become a key component in the educational research efforts of the Seventies.

POOR ORIGINAL COPY - BEST  
AVAILABLE AT TIME FILMED

NATIONAL INSTITUTE OF EDUCATION

Participants

CONFEREES

Stephen K. Bailey  
Chairman, Policy Institute  
Syracuse University Research Corporation  
723 University Avenue  
Syracuse, New York 13210

Frances S. Chase  
Consultant to Research and  
Development Organizations  
211 West 17th Street  
Austin, Texas 78701

Max Beberman  
Professor of Education  
University of Illinois  
1210 West Springfield  
Urbana, Illinois 61801

Edward E. David, Jr.  
Executive Director  
Research, Bell Telephone Laborator  
Murray Hill, New Jersey 07974

Henry Brickell  
Director of Studies  
Institute for Educational Development  
52 Vanderbilt Avenue  
New York, New York 10017

Edmund Gordon  
Department of Guidance  
Columbia University  
Teachers College  
New York, New York 10027

Jerome Bruner  
Center for Cognitive Studies  
Harvard University  
Cambridge, Massachusetts 02138

J. McVicker Hunt  
Professor of Psychology  
Psychological Development Laborato  
University of Illinois  
909 West Nevada Street  
Urbana, Illinois 61801

Bettye Caldwell  
Center for Early Development and  
Education  
University of Arkansas  
Little Rock, Arkansas 72204

✓ David R. Krathwohl  
Dean, School of Education  
Syracuse University  
200A Slocum Hall  
Syracuse, New York 13210

Launor Carter  
Senior Vice President  
Systems Development Corporation  
Santa Monica, California 95006

Roger Levian  
Head, Systems Sciences Department  
Rand Corporation  
1700 Main Street  
Santa Monica, California 90406

Joseph B. Casagrande  
Professor of Anthropology  
University of Illinois  
137B Davenport Hall  
Urbana, Illinois 61801

Gardner Linzey  
Vice President, Academic Affairs  
Professor of Psychology  
University of Texas  
Main Building, 110  
Austin, Texas 78712

Jeanne S. Chall  
Harvard Graduate School of Education  
Harvard University  
Larsen Hall, Room 202  
Cambridge, Massachusetts 02138

CONFEREES

Donald W. MacKinnon  
University of California  
2240 Piedmont Avenue  
Berkeley, California 94720

Sterling McMurrin  
Dean, Graduate School  
University of Utah  
Salt Lake City, Utah 84112

Robert Q. Marston  
Director, National Institute  
of Health  
9000 Rockville Pike  
Bethesda, Maryland 20014

G. Robert Stange  
Chairman of English  
Tufts University  
Medford, Massachusetts 02155

Melvin M. Tumin  
Professor of Sociology and Anthropology  
Princeton University  
Green Hall  
Princeton, New Jersey 08540

Stephen J. Wright  
College Entrance Examination Board  
475 Riverside Avenue  
New York, New York 10025

Frank Westheimer  
Professor of Chemistry  
Harvard University  
Cambridge, Massachusetts 02138

POOR ORIGINAL COPY - BEST  
AVAILABLE AT TIME FILMED

OFFICE OF EDUCATION

James E. Allen, Jr.  
Assistant Secretary and  
U.S. Commissioner of Education  
Office of Education  
400 Maryland Avenue, SW  
Washington, D.C. 20202

James J. Gallagher  
Deputy Assistant Secretary for  
Planning, Research and Evaluation  
Office of Education  
400 Maryland Avenue, SW  
Washington, D.C. 20202

Michael Marge  
Acting Associate Deputy Assistant  
Secretary for Planning, Research  
and Evaluation  
Office of Education  
400 Maryland Avenue, SW  
Washington, D.C. 20202

Edwin M. Sullivan  
Special Assistant (Administration)  
Office of the Deputy Assistant Secretary  
for Planning, Research and Evaluation  
Office of Education  
400 Maryland Avenue, SW  
Washington, D.C. 20202

Howard F. Hjelm  
Acting Associate Commissioner  
National Center for Educational  
Research and Development  
Office of Education  
400 Maryland Avenue, SW  
Washington, D.C. 20202

Michael T. O'Keefe  
Acting Director for Education Planning  
Office of the Assistant Secretary for  
Planning and Evaluation  
Department of Health, Education and  
Welfare  
Washington, D.C. 20201

91st CONGRESS  
2d Session

S. 3797

---

IN THE SENATE OF THE UNITED STATES

MAY 5, 1970

Mr. JAVIS introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

---

A BILL

To consolidate and improve certain programs for higher education, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,  
That this Act may be cited as the "Improvement of Education Programs Act".

TITLE I—CONSOLIDATION OF SPECIAL HIGHER  
EDUCATION PROGRAMS

CONSOLIDATION OF TITLES VIII, IX, AND XI OF THE HIGHER  
EDUCATION ACT OF 1965, TITLE VI OF THE NATIONAL  
DEFENSE EDUCATION ACT OF 1958, AND THE INTER-  
NATIONAL EDUCATION ACT

SEC. 101. Title VIII of the Higher Education Act of  
1965 is amended to read as follows:

1 purview of this title, whether or not included in a project  
2 for which a grant is made under this title."

3 REPEALS AND TRANSITIONAL PROVISIONS FOR  
4 CONSOLIDATION

5 SEC. 102. (a) There is hereby authorized to be ap-  
6 propriated to the Office of Education \$----- for the  
7 period ending June 30, 1971, for planning and other pre-  
8 paratory activities of the Commissioner for the consolidated  
9 program enacted by section 101 of this Act.

10 (b) Effective July 1, 1971—

11 (1) titles IX and XI of the Higher Education Act  
12 of 1965;

13 (2) title VI of the National Defense Education Act  
14 of 1958; and

15 (3) the International Education Act  
16 are repealed.

17 TITLE II—NATIONAL INSTITUTE OF ELEMEN-  
18 TARY, SECONDARY, AND HIGHER EDUCATION

19 FINDINGS

20 SEC. 201. (a) The Congress hereby declares it to be the  
21 policy of the United States to provide equality of educational  
22 opportunity to all persons regardless of race, color, religion,  
23 sex, national origin, or social class. Although the American  
24 education system has pursued this objective, inequalities of  
25 opportunity remain pronounced. To achieve equality will re-



1 quire far more dependable knowledge about the processes of  
2 learning and education than now exists or can be expected  
3 from present research and experimentation in this field. In  
4 higher education rapidly increasing costs and enrollments  
5 contribute to the difficulty in achieving the objective of equal  
6 educational opportunity. While the direction of the education  
7 system remains primarily the responsibility of State and local  
8 governments, the Federal Government has a clear responsi-  
9 bility to provide leadership in the conduct and support of  
10 scientific inquiry into the educational process.

11 (b) It is the purpose of this title to establish a National  
12 Institute of Elementary, Secondary, and Higher Education  
13 in order to conduct and support research, encourage innova-  
14 tion, and disseminate significant findings with respect to such  
15 research and innovation throughout the Nation.

16 ESTABLISHMENT

17 SEC. 202. (a) There is hereby established in the Office  
18 of Education of the Department of Health, Education, and  
19 Welfare an Institute to be known as the National Institute  
20 of Elementary, Secondary, and Higher Education (herein-  
21 after referred to as the "Institute").

22 (b) The Institute shall be headed by a Director ap-  
23 pointed by the Secretary of Health, Education, and Welfare  
24 who shall be compensated at the maximum rate prescribed for  
25 GS-18 of the General Schedule under section 5352 of title

1 d, United States Code, and shall be in addition to the num-  
2 ber of positions for such grade authorized by section 5108  
3 (a) of that title.

#### 4 FUNCTIONS

5 SEC. 203. (a) In order to carry out the purposes of this  
6 title, the Commissioner, through the Institute, is authorized  
7 to—

8 (1) conduct educational research; collect, analyze,  
9 and disseminate the findings of such research; train  
10 individuals in educational research; enter into contracts,  
11 grants, or jointly financed cooperative arrangements with  
12 public or private organizations, institutions, agencies, or  
13 individuals, to encourage such research, collections, dis-  
14 semination, or training (including the furnishing of tech-  
15 nical assistance for such purposes), promote the coordi-  
16 nation of such research and other education research  
17 supported by the Federal Government, and construct or  
18 provide by contract for the construction or leasing of  
19 such facilities as he determines may be required;

20 (2) make grants for the special programs and proj-  
21 ects authorized by section 306 of the Elementary and  
22 Secondary Education Act of 1935; and

23 (3) (A) enter into or make contracts, grants, or

1 other arrangements with institutions of higher education  
2 or State agencies having higher education responsibilities  
3 to pay not to exceed 75 per centum of the cost of pro-  
4 grams designed to develop innovative and improved  
5 methods of (i) providing higher education opportuni-  
6 ties to greater numbers of students at reasonable costs,  
7 (ii) improving the quality of such education, and (iii)  
8 providing better instruction and institutional manage-  
9 ment, and (B) disseminate to institutions of higher edu-  
10 cation and other appropriate institutions and agencies  
11 information developed under clause (A) of this para-  
12 graph.

13 (b) In carrying out its functions under paragraph (3)  
14 of subsection (a) of this section, the Institute may pay in  
15 excess of 75 per centum in the case of any such institution  
16 or agency the Institute determines is not otherwise financially  
17 able to carry out such program.

18 (c) At least 25 per centum of the funds appropriated  
19 pursuant to section 206 (b) for the purposes set forth in  
20 paragraph (3) of subsection (a) of this section shall be  
21 used for contracts or grants with institutions of higher edu-  
22 cation which do not award a bachelor's degree or more  
23 advanced degree.

1 NATIONAL ADVISORY COUNCIL ON ELEMENTARY, SECOND-  
2 ARY, AND HIGHER EDUCATION RESEARCH AND INNO-  
3 VATION

4 SEC. 204. (a) The President shall appoint a National  
5 Advisory Council on Elementary, Secondary, and Higher  
6 Education Research and Innovation which shall—

7 (1) review and advise the Commissioner and the  
8 Director of the Institute on the status of educational re-  
9 search and innovation programs in the United States, and  
10 make such recommendations as it may deem appropriate  
11 for strengthening such research, improving methods of  
12 collecting and disseminating the findings of such re-  
13 search, including strengthening programs for innovative  
14 methods of increasing higher education opportunities,  
15 instruction, and management;

16 (2) advise the Commissioner and the Director of  
17 the Institute with respect to the administration of this  
18 title;

19 (3) conduct such studies as may be necessary to ful-  
20 fill its functions under this section; and

21 (4) prepare an annual report to the Commissioner  
22 on the current status and needs of elementary, secondary,  
23 and higher education research and innovation programs  
24 in the United States, which shall be transmitted through  
25 the Secretary to the President.

1 (b) The Council shall be appointed by the President  
2 and shall consist of fifteen members appointed from among  
3 persons who by reason of their experience or training are  
4 particularly suited to serve on the Advisory Council for  
5 terms of three years; except that (1) any member appointed  
6 to fill a vacancy occurring prior to the expiration of the term  
7 for which his predecessor was appointed shall be appointed  
8 for the remainder of such term, and (2) the terms of office  
9 of the members first taking office shall begin on the date of  
10 enactment of this Act, and shall expire as designated at the  
11 time of appointment by the President, five at the end of three  
12 years, five at the end of two years, and five at the end of the  
13 first year. One of such members shall be designated by the  
14 President as Chairman.

15 ADMINISTRATIVE PROVISIONS

16 SEC. 205. (a) In order to carry out the purposes of this  
17 title, the Commissioner is authorized to—

18 (1) utilize the services and facilities of any agency  
19 of the Federal Government and of any other public or  
20 nonprofit private agency or institution, in accordance  
21 with agreements between the Commissioner and the  
22 head thereof, on a reimbursable basis or otherwise;

23 (2) accept gifts to the Institute and to apply them  
24 to carry out the functions of the Institute under this  
25 title; and

1           (3) accept voluntary and uncompensated serv-  
2       ices, notwithstanding the provisions of section 3379 (b)  
3       of the Revised Statutes (31 U.S.C. 535 (b) ).

4       (b) Funds available pursuant to this title shall be avail-  
5       able for transfer to any other Federal department or agency  
6       for use (in accordance with an interagency agreement) by  
7       such agency (alone or in combination with funds of that  
8       agency) for purposes for which such transferred funds could  
9       be otherwise expended by the Commissioner under this  
10      title. Whenever consistent with Federal law, the Commis-  
11     sioner is authorized to accept and expend funds of any other  
12     Federal agency for use under this title.

13                               APPROPRIATIONS AUTHORIZED

14       SEC. 203. (a) There are authorized to be appropriated  
15       for the fiscal year ending June 30, 1971, and for each of  
16       the three succeeding fiscal years such sums, as may be  
17       necessary for carrying out the provisions of section 203 (a)  
18       (1) of this Act.

19       (b) There are authorized to be appropriated not to  
20       exceed \$30,000,000 for the fiscal year ending June 30, 1971,  
21       and such sums as may be necessary for each of the three  
22       succeeding fiscal years for carrying out the provisions of  
23       section 203 (a) (3) of this Act.

24       (c) Sums authorized pursuant to this section shall re-  
25       main available until expended.

1                   DEFINITION OF EDUCATIONAL RESEARCH

2           SEC. 207. As used in this title, "educational research"  
3 includes research, planning, surveys, evaluations, investiga-  
4 tions, experiments, developments, and demonstrations in the  
5 field of education.

6                   SPECIAL PROJECTS AMENDMENT

7           SEC. 208. Section 303 of the Elementary and Secondary  
8 Education Act of 1965 is amended by adding at the end  
9 thereof the following new subsection:

10           "(c) The Commissioner shall carry out his functions  
11 under this section through the National Institute of Ele-  
12 mentary, Secondary, and Higher Education."

91st CONGRESS  
2d Session

H. R. 15262

---

IN THE HOUSE OF REPRESENTATIVES

March 8, 1970

Mr. BRADENAS (for himself and Mr. Burn of New York) introduced the following bill; which was referred to the Committee on Education and Labor

---

*A BILL*

To establish a National Institute of Education, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*  
3 *That this Act may be cited as the "National Institute of Edu-*  
4 *cation Act".*

5 FINDINGS AND DECLARATION OF POLICY

6 SEC. 2. The Congress hereby declares it to be the policy  
7 of the United States to provide equality of educational oppor-  
8 tunity to all persons regardless of race, color, religion, sex,  
9 national origin, or social class. Although the American edu-  
10 cational system has pursued this objective, it has not attained  
11 it. Inequalities of opportunity remain pronounced. To achieve



1 equality will require far more dependable knowledge about  
2 the processes of learning and education than now exists or  
3 can be expected from present research and experimentation  
4 in this field. While the direction of the education system re-  
5 mains primarily the responsibility of State and local govern-  
6 ments, the Federal Government has a clear responsibility to  
7 provide leadership in the conduct and support of scientific  
8 inquiry into the educational process. The purpose of this Act  
9 is to establish a National Institute of Education to conduct  
10 and support educational research, and disseminate educa-  
11 tional research findings throughout the Nation.

12 ESTABLISHMENT OF NATIONAL INSTITUTE OF EDUCATION

13       SEC. 9. (a) There is established in the Department of  
14 Health, Education, and Welfare a National Institute of  
15 Education (hereinafter referred to as the "Institute"). The  
16 Institute shall be headed by a Director who shall be ap-  
17 pointed by the President, with the advice and consent of  
18 the Senate. The Director shall perform such duties as are  
19 prescribed by the Secretary of Health, Education, and Wel-  
20 fare (hereinafter referred to as the "Secretary").

21       (b) Section 5313 of title 5, United States Code,  
22 relating to positions in level V of the Executive Schedule,  
23 is amended by adding the following paragraph at the end  
24 thereof:

25       "(130) Director, National Institute of Education,  
26 Department of Health, Education, and Welfare."

## FUNCTIONS OF THE INSTITUTE

SEC. 4. The Secretary, through the Institute, shall conduct educational research; collect and disseminate the findings of educational research; train individuals in educational research; assist and foster such research, collection, dissemination, or training through grants, or technical assistance to, or jointly financed cooperative arrangements with, public or private organizations, institutions, agencies, or individuals; promote the coordination of such research and research support within the Federal Government; and may construct or provide (by grant or otherwise) for such facilities as he determines may be required to accomplish such purposes. As used in this Act, the term "educational research" includes research, planning, surveys, evaluations, investigations, experiments, developments, and demonstrations in the field of education.

## EMPLOYMENT OF PERSONNEL

SEC. 5. The Secretary may appoint and compensate without regard to the provisions of title 5, United States Code, governing appointments in the competitive service and chapter 51 and subchapter III of chapter 53 of such title, relating to classification and general schedule rates, such technical and professional personnel as he deems necessary to accomplish the functions of the Institute.

NATIONAL ADVISORY COUNCIL ON EDUCATIONAL  
RESEARCH

SEC. 3. (a) The President shall appoint a National  
Advisory Council on Educational Research which shall—

(1) review and advise the Secretary and the Director on the status of educational research in the United States, and present to the Secretary such recommendations as it may deem appropriate for the strengthening of such research and the improvement of methods of collecting and disseminating the findings of educational research;

(2) advise the Secretary and the Director of the Institute on matters of general policy arising in the administration of this Act;

(3) conduct such studies as may be necessary to fulfill its functions under this section; and

(4) prepare an annual report to the Secretary on the current status and needs of educational research in the United States, which the Secretary shall transmit to the President with such recommendations as he may make.

(b) The Council shall be appointed by the President without regard to the civil service laws and shall consist of fifteen members appointed for terms of three years except that (1) any member appointed to fill a vacancy occurring

1 prior to the expiration of the term for which his predecessor  
2 was appointed shall be appointed for the remainder of such  
3 term, and (2) the terms of office of the members first taking  
4 office shall begin on the date of enactment of this Act, and  
5 shall expire as designated at the time of appointment, five  
6 at the end of three years, five at the end of two years, and  
7 five at the end of the first year. One of such members shall  
8 be designated by the President as Chairman. Members of  
9 the Council who are not regular full-time employees of the  
10 United States shall, while serving on the business of the  
11 Council, be entitled to receive compensation at rates to be  
12 determined by the Secretary, but not exceeding the per diem  
13 equivalent for GS-18 for each day so engaged, including  
14 traveltime and, while so serving away from their homes or  
15 regular places of business, may be allowed travel expenses,  
16 including per diem in lieu of subsistence, as authorized by  
17 section 5706 of title 5, United States Code, for persons in  
18 the Government service employed intermittently.

19 (c) The Secretary shall provide to the Council such  
20 professional, clerical, and other assistance as may be required  
21 to carry out its functions.

22 (d) The Council is authorized, without regard to the  
23 provisions of title 5, United States Code, governing appoint-  
24 ments in the competitive service, and without regard to the  
25 provisions of chapter 51 and subchapter III of chapter 53

1 of such title relating to classification and General Schedule  
 2 pay rates, to salary and to the range rates of such pay  
 3 schedules may be necessary to carry out its functions. The  
 4 Council is further authorized to obtain services in accord-  
 5 ance with the provisions of section 2160 of title 5, United  
 6 States Code, and it may enter into contracts for the conduct  
 7 of studies and other activities necessary to the discharge of  
 8 its duties.

#### 9 GENERAL PROVISIONS

10 SEC. 7. (a) In administering the provisions of this Act,  
 11 the Secretary is authorized to utilize the services and facilities  
 12 of any agency of the Federal Government and of any other  
 13 public or nonprofit private agency or institution, in accord-  
 14 ance with agreements between the Secretary and the head  
 15 thereof, on a reimbursable basis or otherwise.

16 (b) Payments under this Act to any individual or to  
 17 any organization, institution, or agency may be made in  
 18 installments, and in advance or by way of reimbursement,  
 19 with necessary adjustments on account of overpayments or  
 20 underpayments.

21 (c) The Secretary is authorized to accept gifts to the  
 22 Institute and to apply them to carry out his functions under  
 23 this Act, and is similarly authorized to accept voluntary and  
 24 uncompensated services, notwithstanding the provisions of  
 25 section 2079(b) of the Revised Statutes (51 U.S.C. 831  
 26 (b)).

1 (d) Funds available under this Act shall be available for  
2 transfer to any other Federal department or agency (including  
3 constituent agencies of the Department of Health, Education,  
4 and Welfare) for use (in accordance with an interagency  
5 agreement) by such agency (alone or in combination  
6 with funds of that agency) for purposes for which such  
7 transferred funds could be otherwise expended by the Secre-  
8 tary under this Act, and the Secretary is likewise authorized  
9 to accept and expend funds of any other Federal agency for  
10 use under this Act.

11 (e) All laborers and mechanics employed by contrac-  
12 tors or subcontractors on all construction projects assisted  
13 under this Act shall be paid wages at rates not less than those  
14 prevailing on similar construction in the locality as deter-  
15 mined by the Secretary of Labor in accordance with the  
16 Davis-Bacon Act, as amended (40 U.S.C. 276a--276a-5).  
17 The Secretary of Labor shall have with respect to the labor  
18 standards specified in this section the authority and functions  
19 set forth in Reorganization Plan Numbered 14 of 1930 (15  
20 F.R. 3173; 5 U.S.C. 1332-13) and section 2 of the Act of  
21 June 13, 1934, as amended (40 U.S.C. 273(a)).

#### 22 APPROPRIATIONS AUTHORIZED

23 SEC. 3. There are authorized to be appropriated for the  
24 fiscal year ending June 30, 1971, and for each fiscal year  
25 thereafter, such sums as may be necessary to carry out this  
26 Act, which shall remain available until expended.