

RECOMMENDATIONS OF THE
WHITE HOUSE TASK FORCE ON EDUCATION

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I. PERSONNEL ADMINISTRATION

CONCLUSIONS

The Task Force concluded that first priority should be given to determining actions needed to recruit able personnel and to strengthen personnel programs and activities to enable the Office of Education to meet the challenges that have been thrust upon it. With the assistance of personnel from the Civil Service Commission and the Department of Health, Education, and Welfare, we made a review of personnel operations which led us to conclude that:

- Program managers must be relieved of more administrative detail while at the same time permitting them to assume a stronger role in personnel decisions.
- Personnel operations must serve a more positive role in manpower planning and definition of personnel needs.
- With an increase in breadth of programs, horizons of the search for quality in the Office of Education must be broadened to include far more use of other disciplines in addition to the fields of professional education. (However, the Office must continue to draw heavily from the professional fields of education and to rely on the professional educationists on its staff if it is to carry out its program objectives.)
- The Office must plan for greater intake of personnel at entrance and midcareer levels, develop career patterns, and strengthen its capacity for career development of its employees. The Office should also take full advantage of the authorities it has for interchange of personnel and the use of term appointments.
- Recruitment of professional personnel must be more effectively led and coordinated and processing time for getting them on the rolls reduced sharply.
- In order to become a more effective force in accomplishing these objectives, the Personnel Management Branch in the Office of Administration must be strengthened both in breadth of program and numbers of staff.

- The Commissioner should make a special effort to keep employees fully informed on the objectives of the actions that will be taken and to assure the entire staff that they are significant contributors to the national goals for which the Office has responsibility.

RECOMMENDATIONS

1. Recruiting and Staffing

a. Ad Hoc Recruiting Committee

An ad hoc recruiting committee should be established immediately -- made up of bureau directors or their deputies and chaired by the Deputy Commissioner of Education -- to serve for approximately 90 days. The Director of the Personnel Management Branch should serve as executive secretary. It should undertake the following activities.

- (1) Organize a task group to identify, describe and classify current and projected vacancies in the Office of Education.
- (2) Provide over-all leadership and coordination of the Office of Education's nationwide recruiting effort.
- (3) Identify those key vacancies at higher levels that it is most urgent to fill and take aggressive action to locate acceptable candidates.
- (4) Conduct a critical review of the applications of those persons who have applied in the open competitive civil service examination for educational specialists to determine those who are qualified and available for identified vacancies.
- (5) Set up recruiting teams to interview qualified persons residing outside the Washington, D.C., commuting area and to make hiring commitments under appropriate circumstances.
- (6) In identifying personnel needs avoid too narrow an identification of required personnel skills, and make full use of recruiting resources other than the field of professional education when appropriate.
- (7) Set deadlines and priorities and direct the continuing followup to assure accomplishment of the objectives.

b. Executive Staffing Specialist

An Executive Staffing Specialist should be assigned on a temporary basis, either by detail from another Federal agency, or by careful selection from within the Office of Education. This individual should assist the Commissioner and Deputy Commissioner by personally representing them in those staffing matters of highest interest to them, including identification, personal contact and careful checking on acceptability of prospective candidates for key executive posts.

c. Clerical Recruiting

Aggressive action should be taken by the Personnel Management Branch to fill existing and forthcoming clerical vacancies through a continuing aggressive recruiting effort to bring the number of clerical vacancies down to an acceptable level.

d. Develop Recruiting Literature

Recruiting brochures aimed at the clerical level, the college graduate level and the level of fully qualified professionals should be developed to tell the story of the Office of Education and the opportunities available to prospective candidates.

The following actions should be taken to enable the Office of Education, on a continuing basis, to meet effectively its staffing and placement needs by building up its institutional capability to carry on after the ad hoc machinery has fulfilled its purpose:

a. Continuing Coordination

The Personnel Management Branch must assume responsibility for coordinating the over-all recruiting effort. This does not mean that it should do the professional recruiting but it should be currently aware of what positions are being recruited for and it must have a means for keeping all offices posted on recruiting needs.

b. Review of Standards

The Board of Examiners, in collaboration with the Civil Service Commission, should review the civil service examination to make sure that it is appropriately designed for the current needs of the Office of Education. This review should include an

analysis of the classification and qualification standards for the GS-1720 series. It should also include a determination of which positions in the Office should most appropriately be filled within the area of specialized education and which should be filled from other disciplines. The examination should also be reviewed to determine what changes may make it a more effective recruiting device rather than a means for qualifying preselected candidates.

c. Use of Short Term Appointments and Interchange

The Office should take advantage of the authorities it has to bring in talented people from outside the Federal Service who do not necessarily remain for careers. This is particularly important in the research area. Full use should be made of term appointments and of the authorities provided in P.L. 89-10 for interchange of educational personnel to achieve this objective.

d. Merit Promotion Plan

The Office should review and revise its merit promotion plan with the objective of simplifying the procedures and giving employees more effective consideration.

e. Staffing the Personnel Management Branch

Three professional personnel management specialists should be added, one of whom may be a trainee, to help the Personnel Management Branch carry out its full range of responsibilities in the staffing area.

f. Authority to Review Selection

The authority now delegated to the Executive Officer and the Personnel Management Branch to veto selection decisions should be withdrawn. Assurance that personnel actions accord with the Commissioner's policies should be established through manpower planning, review of the position structure, coordination of recruitment and other activities recommended in this report. The Personnel Management Branch should flag for the attention of management, however, cases which they feel are inconsistent with policy.

2. Manpower Planning

The Office of Education should assign to an appropriate staff office the responsibility for manpower planning. This office should provide guidance to operating and staff units for use in establishing their short- and long-range personnel requirements. It should also review centrally the position structure established in the organizational units of the Office for adherence to long-range program objectives.

The guidance developed by such a staff office should include criteria for determining the number of positions that are to be reserved for entrance level trainees, the establishment of career patterns and promotion ladders, the distribution of occupational specialties, as well as the limited circumstances and conditions under which specialists in advanced stages in their careers may appropriately be recruited.

3. Position Classification

The Office of Education should take the following action with respect to position classification:

- a. Positions should normally be established and classified without waiting until the specific occupant has been identified. In this way, the classification process will help establish more precisely the kinds and levels of positions for which recruitment should be planned.
- b. The personnel classification specialists currently assigned to the operating bureaus should be reassigned to the Personnel Management Branch to permit more effective utilization of the classification staff. The classification section of the Personnel Management Branch should have a total of at least eight technical personnel, one of whom may be a position classification trainee. We estimate that at least this number of people are needed on a continuing basis if the Office is to keep up with its total classification responsibilities.
- c. The classification activity should be carried on in close collaboration with the manpower planning staff. It should also be used to assist in maintaining effective position control and position management. These terms mean conscious management action to make sure that positions are established in order to make for effective long-run mission accomplishment as well

as the most efficient grade structure in terms of cost to the taxpayer. It should also play a collaborative role with the office that has assigned responsibility for review of organization and manpower utilization.

- d. Responsible managers, staff officers, and executive officers throughout the Office of Education should be given formal training in position classification and its role in management. This training should cover, among other things, the flexibilities available in position classification and the role of position classification in the management process.

4. Career Development

The following activities should be taken to strengthen the Office of Education's capacity for career development of its employees:

- a. As a minimum, a professional staff person should be added to the Personnel Management Branch who can devote full time to assisting program managers in identifying their career development and training needs and who can work with them in developing appropriate plans and programs to meet these needs. He should also be given responsibility to develop and monitor plans for orientation, training, rotation, career counseling and evaluation of trainees.
- b. The Office of Education should arrange for programs, using inter-agency and Civil Service Commission facilities, as appropriate, to train managers and supervisors in their managerial roles, including personnel management.

5. Employee Evaluation

The Office of Education should (a) provide managers with an effective system for evaluating its staff and (b) insist on follow-through action in line with these evaluations. It should also give greater emphasis to the recognition of superior employees as well as the improvement, reassignment or dismissal of the less competent.

6. Employee Relations, Services and Benefits

We recommend that the Office of Education, in planning the total coverage of its personnel programs, make sure that sufficient attention is given to the capability to conduct

appropriate employee relations activities, and to provide employee services and benefits. We do not recommend that staff be added for this purpose alone. However, the addition of professional and clerical staff to the Personnel Management Branch recommended in other parts of this report will permit assignment of more staff to these areas.

7. Clerical Staffing

We recommend that the clerical staff in the Personnel Management Branch be augmented by a total of four employees.

8. Action by Department of Health, Education, and Welfare

We recommend that the Department of Health, Education, and Welfare give close attention to the personnel management problems of the Office of Education and to prompt processing of those aspects of personnel management for which it maintains review authority.

We also recommend that as personnel administration in the Office is strengthened, the Department delegate authority to the Office of Education to take action on positions at grade GS-15 within appropriate departmental guidelines and approved staffing plans for positions at GS-14 and above.

EXECUTIVE STAFFING REQUIREMENTS

As part of its organizational analysis, the Task Force has described the key staff and program management positions in the proposed Office of Education organization structure. These have been presented to the Commissioner of Education as tentative position descriptions to be developed in final form and submitted through the Secretary of the Department of Health, Education, and Welfare to the Civil Service Commission for classification approval. A substantial number of additional supergrade positions, ranging between fifteen and twenty, will be required, subject of course to final action by the Civil Service Commission.

The Task Force has also discussed with the Commissioner the appropriate grade levels to be recommended for these positions. For some of them a significant factor in determining the grade level will be the level of competence and background of the individual who is named to serve in the position because the job will reflect what this individual brings to it. The Task Force, therefore, recommends in the case of those key positions for which the Office has not as yet made its selections, that the final submission to the Civil Service Commission and the decision as to the proper grade level to be recommended should be forwarded when the Office has selected the individual it wishes to recommend for appointment.

II. FINANCIAL ADMINISTRATION

CONCLUSIONS

After a comprehensive review, the Task Force has concluded that the existing system of financial administration in the Office of Education should be strengthened in consideration of the heavy new demands placed upon the Office and, therefore, that an extensive improvement program should be started immediately. The need for such action is evidenced by the following:

- Accounting operations are fragmented among the various offices, bureaus, and divisions, without strong central management direction and technical supervision.
- The offices, bureaus, and divisions are unduly burdened with administrative details of accounting and fiscal record keeping, much of which is done manually, and in an ad hoc and unsystematic fashion.
- Budget formulation has been essentially a mechanical process for the "pricing out" of fund requirements under existing legislation, with limited attention or emphasis upon five year program plans and proposed legislation.
- Existing financial planning procedures are not considered adequate for the future needs of OE management in reviewing and appraising actual progress and performance as the fiscal year unfolds.
- There has been limited coordination and direction of the various financial and fiscal requirements that are levied upon grantees by various parts of the Office of Education through issuance of handbooks, directives or instructions that have an impact on the grantee's financial control system.

RECOMMENDATIONS

Accounting Systems

1. The OE should initiate an aggressive program of accounting systems analysis and revision, oriented to automatic data processing methods, which will be consistent with (a) the

accounting principles and standards prescribed by the Comptroller General for approval of accounting systems, and (b) the Department-wide system at the DHEW Secretary level.

2. For effective integration of the budgeting and accounting functions, common classifications should be employed for programming, budgeting, accounting, and reporting purposes. Care should be exercised in the application of this principle to insure that accounting classifications will provide accounting support for the data required for the Budget Document.
3. As a part of this improvement effort, formal accounting manuals and handbooks should be developed, and thereafter kept current.
4. Accounting operations, now fragmented among the various organizational components of OE, should be centralized in the Financial Management Branch in the Office of Administration; and this Branch should be given staff capability adequate to undertake over-all responsibility for the orderly revisions necessary to modernize the present accounting operations in a timely manner.
5. Full advantage should be taken of the DHEW capabilities for automatic data processing; and any necessary action taken jointly by DHEW and OE to assure continuing access to the equipment on a timely basis.

Budget Formulation

1. OE management should emphasize forward planning in the formulation of budgets, consistent with Bureau of the Budget instructions for five year program plans, in connection with spring previews.
2. The work of the OE Budget Office, the Planning Office, the Legislative Office, and other organizational entities relating to program formulation should be time-phased.

The inputs from the entire OE "team" (relating to new programs or extensions of existing programs) should be incorporated into a coherent package for consideration during the spring preview by top management in the Office of Education, the DHEW level, and the Bureau of the Budget.

The time schedule should be established so that all OE organization units will be aware of due dates for their inputs and so that there is sufficient time for thoughtful and meaningful consideration of issues, the choosing of alternate courses of action, and effective decisions by management.

Budget Execution

1. The Office of Education should initiate a special project aimed at developing improved time phased financial plans at the beginning of each fiscal year as a basis for determining program priorities and emphasis and for subsequent management review and appraisal of actual performance. These annual financial plans should be developed to show anticipated rates of obligations for each of the "budget activities," and, where needed for sub-activities. Over-all summaries that would be most useful to higher echelon managers such as the Commissioner and Deputy Commissioner should also be prepared.
2. The annual financial plans should show projected obligations broken down into monthly (or quarterly) time periods. The breakdown should be uniform for all program activities and sub-activities so as to permit consolidation and summarization.
3. The content of the financial plans should be determined in consultation with the principal OE activity, or sub-activity, manager. The financial plan should be supported by statements of meaningful operating data.
4. Provision should be made for formal revisions in the plans when such action is considered necessary by the managers in light of current conditions, but the format of the published financial plan should be such as to show always both the original and revised plans.
5. The financial plans, when developed, should be formalized and published in a manner similar to that now employed for the OE budget. That document should clearly set forth any unplanned or reserved amounts, together with a clear explanation of the reasons therefor.
6. The published plans should be distributed on a timely basis to all of the principal OE activity and sub-activity managers.
7. These plans should be developed beginning with the fiscal year 1966.

Financial Advisory Services

1. The function of providing leadership and over-all guidance in financial management procedures relating to the OE's grant and loan programs should be centralized in the Office of Administration and strengthened so as to provide a focal

point for coordinating financial requirements levied on program participants.

2. The Office of Administration should provide professional financial advisory services to OE program personnel and collaborate with them in the preparation of instructions to States and universities relating to expenditure of Federal funds.
3. The Office of Administration should review and make recommendations on those elements of all handbooks, directives or instructions to States or Universities which would have an impact upon their financial control systems.
4. The Office of Administration should sponsor and promote comprehensive programs for improvement of the financial control systems of grantees wherever necessary to assure proper control, accounting, and disbursement of Federal grant and loan funds.

Auditing

1. The planned centralization of all DHEW auditing, including the auditing of OE activities, under a departmental Chief Auditor, should be completed. It is essential that this centralized system be responsive to the needs of the Commissioner of Education on a timely basis.
2. A close and continuing liaison should be maintained with the Department's Chief Auditor to insure that audit coverage, timeliness, and service is adequate for management purposes, particularly in light of rapidly accelerating programs. In this regard, the Department's Chief Auditor should provide the Commissioner of Education with an audit schedule showing target dates for completion of audits in the OE area.
3. In addition to the periodic and project audits planned, the Chief Auditor should be requested to make special audits of those subject matter areas which are urgent or where there may be weaknesses. Examples might include: collection procedures of universities under the NDEA Student Loan Program; adequate documentation and support for the "level of effort" under cooperative research contracts; the adequacy and effectiveness of fiscal control and fund accounting procedures employed with respect to disbursements of the

large amount of Federal funds paid to States; and residual balances on construction projects, supported in part by Federal grant funds.

4. With respect to grant funds advanced to and administered by States, the audit should incorporate an evaluation of the effectiveness of fiscal and fund accounting controls at the point of expenditure (i.e., local school districts), as determined necessary to assure proper disbursement of Federal funds.

III PLANNING AND EVALUATION

CONCLUSIONS

Before the Task Force was appointed, the Office of Education had plans to establish effective planning and evaluation functions. An Office of Federal Education Activities had been created to carry out these functions as well as to provide a secretariat for the Federal Interagency Committee on Education. This office has not as yet been adequately staffed, and its functional charter has not been fully developed. The Task Force concluded that:

- Planning efforts until now in the Office of Education have been directed toward developing legislative programs, but have not included development of internal program plans containing statements of goals and objectives either for the long term or on an annual basis.
- The impact of recent legislation further emphasizes the need for a systematic planning approach to the administration of Office programs.
- The Office of Education has a responsibility to the President and to the Congress to evaluate the effectiveness of its programs, but it had not formally assigned this function to a staff unit until recently.

RECOMMENDATIONS

The Task Force endorses OE's plans to establish a staff unit responsible for program planning and evaluation. We believe that the new operating bureaus proposed in the section on organization should also have planning and evaluation staffs to ensure planning and evaluation of bureau programs.

1. Functions of the Office of Program Planning and Evaluation

The proposed new Office of Program Planning and Evaluation should do the following:

a. Education Goals

Identify education needs and goals of the nation and recommend policies for promoting the progress of education. This is a function prescribed by Executive Order No. 11185.

b. Detailed Program Plans

Establish a program for the annual formulation of detailed plans by each of the bureaus. This activity should be closely coordinated with the development of the budget and the issuance of financial plans which are a part of the total planning process. Such plans would be prepared for each of the current, as well as the new, major missions or programs; would cover a span of at least five years; and would delineate broad long term goals of the bureaus; plans to meet them; and more precise intermediate objectives. This office would review and comment upon the bureau plans which would be forwarded to the Commissioner for general approval. However, the Commissioner should not be burdened with reviewing and approving details of these plans.

c. Broad Plans and Goals

Drawing upon the plans prepared by the bureaus, prepare a long-range plan for the Office of Education. This document would set forth broad missions and goals within the legislative framework established by Congress, and propose to the Commissioner the general plans whereby the Office intended to attain those goals.

d. Evaluation

Regularly evaluate and report program results against the specific goals of the bureaus as well as the broad goals of OE.

e. Analytical Studies

Drawing upon the quantitative analytical work of the Division of Operations Analysis, prepare evaluative studies, plans and proposals in depth. Those should be concise and made available to OE executives in a form which lends itself to use in current decision making. This function could well include assistance to the bureaus in the formulation of their plans. Special studies of this nature take time and often require advanced analytical techniques which ordinarily would not be found in the individual bureaus.

2. Staffing the Office

The Office of Education has budgeted for seventeen positions in FY 1965 and for substantially more positions in FY 1966 for the Office of Federal Education Activities. If prompt

action is taken to fill vacancies with capable personnel, these authorized strengths should be sufficient to enable the new Office of Program Planning and Evaluation to: meet requirements for planning and program formulation; make special studies related to planning; develop information regarding education activities of all Federal agencies; and maintain a capability for measuring progress in the achievement of goals and objectives.

The staff should include individuals with backgrounds in planning, economics, statistics, as well as some with practical operating experience and an intensive knowledge of OE programs and policies.

3. Procedures

It is essential that the planning documents be concise, prepared on a timely basis, and made current at least once a year.

IV MANAGEMENT REPORTING AND INFORMATION SYSTEMS

CONCLUSIONS

A. INTERNAL MANAGEMENT REPORTING

- There are a number of internal management reports prepared in the Office of Education but these would not be adequate to keep top management informed on a current basis of the status of the tremendously expanded program of the Office.
- Existing reports have not been developed in a sufficiently unified, consistent, and digestible manner to meet the needs of the future.

B. INFORMATION PROCESSING SYSTEMS

- As the scope of Office of Education programs expands, the distinction between statistical information and program information is becoming blurred. As a result, existing assignments of responsibility for information systems development are now somewhat overlapping.
- Operating bureaus and offices must retain responsibility for determining what information is needed to perform their assigned functions in the most effective manner.
- A central service could efficiently and effectively develop or provide much of the information needed for program accomplishment, including the performance of appropriate data processing operations.
- The Office of Education must exert vigorous efforts to improve the effectiveness of its data processing operations including the use of ADP techniques.
- It is quite possible that the development and improvement of information systems will lead to the eventual establishment of an ADP installation within OE. A decision on this requires (1) developing a plan for meeting information requirements, (2) determining ADP capacity needed to carry out the plan, and (3) determining the most effective and economical method of making this capacity available.

- While these determinations are being made, ways must be found to meet priority needs for data processing to be carried out in the short term. If OE or DHEW encounter delays, outside assistance, either from Government agencies or by contract, must be obtained promptly.

RECOMMENDATIONS

A. FRAMEWORK OF AN IMPROVED MANAGEMENT REPORTING SYSTEM

- The Office of Administration should be assigned responsibility for developing and administering a management reports system. This Office should:
 1. Assist the managers of OE activities and subactivities, on a continuing basis, in developing the financial and performance reports which they need for their particular area of responsibility, especially in terms of comparing actual progress with the financial and operating plan as the fiscal year unfolds and currently identifying any "trouble spots" that may be developing.

Such reports must be concise and carefully organized so that a busy executive can grasp the significant points with a minimum of reading.
 2. Determine areas where program or activity reports are needed to enable the Commissioner and Deputy to keep abreast of events and currently informed of developing problems, or trouble spots, in programs of the Office of Education.
 3. Arrange for the receipt of those financial and performance facts from all organizational entities in OE that are necessary to prepare reports under "1" and "2", and either prepare such reports, or see that they are prepared, promptly at the close of each month.
 4. Develop such facilities, as may be appropriate (graphic or otherwise), for systematic executive review and discussion of the status of OE activities, and arrange for such reviews at periodic intervals, preferably monthly for those programs which are expanding rapidly.
 5. Ensure that periodic reports are forwarded as promptly as possible at the end of the reporting period, since the value of most operating reports declines rapidly with age.

6. Institute a reports control procedure under which (1) proposed new periodic reports are reviewed for necessity, (2) unnecessary or marginal periodic reports are eliminated, and (3) other reports are combined or reduced in frequency or content whenever management requirements permit.

B. IMPROVED INFORMATION SYSTEMS DEVELOPMENT

-- In order to achieve greater coordination and to promote the design of common (integrated) data processing systems to serve the management, program and statistical needs of the Office of Education, the following steps should be taken:

1. The NCES should be assigned the responsibility for coordinating the developing and processing of information needed by the Bureaus and Offices for purposes of agency management and program administration (including fiscal information).
2. The NCES should be assigned responsibility for agency-wide leadership in the design of a comprehensive and coordinated information system which will satisfy the needs of all organizational components of the Office of Education. The Assistant Commissioner for Educational Statistics would develop such a comprehensive system design for the approval of the Commissioner.
3. The functions assigned to the Office of Administration for providing assistance to the Bureaus and Offices in the development of data processing systems and for clearance of forms and reports with the Budget Bureau under the Federal Reports Act should be transferred to the NCES. An appropriate portion of the funds budgeted for the Office of Administration for data processing purposes should be transferred to the NCES to be used by the Director of the Center in the development of such additional staff and facilities which he believes appropriate in the performance of his enlarged responsibilities.
4. The Division of Statistical Services of the NCES should be reconstituted as a Division of Data Processing Systems to be responsible for the functions proposed above and for providing agency-wide computer programming and information processing services in accordance with the over-all system design and plans.

V CONTRACTING AND CONSTRUCTION ACTIVITIES

CONCLUSIONS

Construction

The construction programs of the Office of Education will involve the disbursement, on a matching grant basis, of about \$500 million in fiscal year 1965, and will rise to approximately \$800 million in the following year.

The Office has no architectural engineering capability of its own. The Task Force reviewed the architectural, engineering, and financial services that are provided to the Office of Education, in the administration of its construction programs, by the Community Facilities Administration (CFA) of the Housing and Home Finance Agency. We concluded that these services are responsive to serve existing requirements of OE. We are of the opinion that the CFA should continue for the time being the construction services now provided the Office of Education, although some architectural-engineering capability within OE is also required.

In reaching this conclusion, the Task Force has been mindful of the fact that educational institutions and school districts themselves bear, in most instances, the larger part of the construction costs--generally about 2/3--with the result that they also provide considerable oversight of the various construction projects on their own account.

Our conclusions should not be regarded as prejudicial to the findings of the broader studies now under way concerning possible consolidation of the construction activities of the DHEW as a whole.

Contracting

Office of Education contract and grant projects requiring negotiation of detailed budgets and specific prices will number approximately 3,000 in fiscal year 1966, with a dollar value of about \$150 million. This includes cooperative research projects, national defense educational activities, vocational education, and other areas now involving contracting.

The Task Force believes there should be a central point for handling the business aspects of this contract work, i.e., initial negotiation--and subsequent financial administration--of contract and grant arrangements concluded with educational institutions and

others. This arrangement, we believe, will free valuable and scarce Office of Education program staff for full-time application to programmatic and technical matters. It will avoid fragmentation of program staff effort and, at the same time, it will result in an important separation of functions in that program personnel are relieved of the administrative detail of contracting, but retain control of the programmatic aspects of the contracts.

RECOMMENDATIONS

Construction

1. CFA should, for the present, continue to provide engineering and architectural services for OE's construction programs.
2. The amount and type of CFA's surveillance, both in the field and in their offices, is appropriate for the projects now in the program. Reviews in greater depth may later be found necessary for complex facilities, such as specialized research laboratories.
3. OE should establish a small, highly qualified architectural and engineering group to provide over-all technical direction for its construction program. This would provide OE with a greater capability both to utilize effectively the services provided by CFA, and to evaluate the adequacy and results of these services. In addition, the OE would have a nucleus to which the services now provided by CFA could be attached, a year or two hence, should conditions at that time make such a move desirable.

Contracting

1. The Office of Education should establish a contract services office for the negotiation and detailed administration of all contracts and, where appropriate, grant arrangements.
2. The functions of the Office should include, among other things, responsibility for the development of policies, procedures and guidelines covering all aspects of the negotiation, administration, and termination of contracts and, where appropriate, grants.
3. Office of Education bureau officials and program staff should reach understandings with outside organizations as to the kinds and amounts of resources technically required to assure meeting program objectives, and the amount of Office of Education financial resources which will be made available for this purpose--consistent with the program mission and the

purposes for which appropriated funds are made available. The program details, cost information and the necessary budget commitment then will be forwarded to the contract services office for conclusion of the business and contractual arrangements.

4. The contract services personnel should consult closely with the program bureau during contract negotiations and secure their concurrence, prior to execution.
5. A uniform basic covering agreement should be developed by the Office of Education. This agreement would specify the general terms and conditions and the direct and indirect cost aspects of the government-university relationship, with specific tasks or projects to be assigned thereunder within the terms of the over-all agreement.
6. The Office of Education should be furnished adequate legal counsel for its contract work. Such counsel(s) should be physically located in the OE contracting office and subject to work assignments therein as needed for the negotiation and administration of contracts.

The contracting and construction groups are both business services which should be combined in a separate Contracts and Construction Service reporting directly to the Commissioner of Education.

VI EVALUATING GRANT AND CONTRACT PROPOSALS

CONCLUSIONS

A large and important component of the mission of the Office of Education is the support of educational research, demonstrations, training, dissemination of information, operation of various centers for the conduct of such activities, and other enterprises in response to proposals from institutions, organizations and individuals for use of Federal funds. To execute this mission, it is necessary to develop an over-all research program and to evaluate the worthiness of the many proposals submitted to the Office and to select for support those which afford the greatest promise of success. Accordingly, the efficacy of the procedures for processing and evaluating proposals is of great importance in determining the success of many programs of the Office.

Our review of this area has led us to conclude the following:

- There is not always a clear understanding of whether an advisory group is being asked for policy views or evaluation of specific proposals, with resultant opportunity for confusion in purpose.
- There appears to be uncertainty on the part of some OE staff concerning their role in the evaluation process.
- Clarification is needed concerning the relationship among various advisory groups, as well as between the staff and these groups.
- The size and composition of advisory groups is not always suitable for their assigned functions, particularly as new programs move forward.
- There is excessive sequential evaluation and reevaluation of proposals.
- Procedures for the selection, appointment and utilization of consultants are not sufficiently streamlined for effective utilization of their services.
- The evaluation workload is increasing rapidly with the growth in programs, and the burden on many consultants and panels will rapidly become too heavy under existing practices.

RECOMMENDATIONS

In addition to recommendations elsewhere in this report directed toward the strengthening of staff and organization, the following recommendations are proposed for this specific area:

1. The entire advisory and consultative structure of the Office of Education should be carefully re-examined and substantially revised. Attention should be given to the clarification and separation of purposes and functions, to the composition and size of individual committees and panels consistent with assigned responsibilities and to the avoidance of unnecessarily repetitive reviews. Where restrictions to an orderly reorganization are imposed by prior statutes, corrective action should be considered through legislation or under the Reorganization Act of 1949.
2. A vigorous effort should be made to recruit additional professional staff in numbers commensurate with the work loads imposed by the expanding programs. The staff needs to be strengthened to better utilize advisory groups effectively and to make the necessary professional judgments on proposals.
3. No matter how important and expert the advice received from an advisory group, the OE - not the advisory group - is accountable to the Congress and the public for the expenditure of Federal funds. Therefore, the relationship of panels and staff should be clarified to ensure that panels and readers are understood clearly to be in an advisory position. Responsibility for final decisions must rest with the OE.
4. Procedures for selection, nomination, approval and appointment of advisory personnel, particularly those intended to serve as evaluators of technical aspects of proposals, should be simplified to make possible much more rapid action than is now possible. Restrictions on use of readers or addition of persons to reader "pools" should be relaxed.
5. Serious consideration should be directed to extension of the policy of technical approval of appropriate projects for periods longer than one year and to multiple-year funding in appropriate cases.

VII. ORGANIZATION OF THE OFFICE OF EDUCATION

INTRODUCTION

The present organization of the Office of Education was established in 1962 and modified in 1964 and 1965. The structure is based, in large part, on a study conducted during 1960. In that year the Office was responsible for approximately twenty separate programs which resulted in expenditures of less than \$500 million. Approximately 1,100 employees were engaged in those programs. In the year ahead, the Office will be responsible for more than forty programs and a number of others are under consideration in the Congress. Expenditures of over \$3 billion are authorized in connection with these programs and a staff of about 2,300 employees will be required to prosecute them. Pending legislation, if enacted, would add more than \$300 million to the program level.

Upon the enactment of the Elementary and Secondary Education Act of 1965 (Public Law 89-10), with its four new programs and its substantial enlargement of a fifth program, it seems apparent that a basically new and different structure must now be provided to meet the heavy demands placed upon the Office by the President and the Congress. To the extent possible, that structure should be designed to permit the rapid assimilation of any new responsibilities to be assigned by the Congress.

CONCEPT OF NEW ORGANIZATION

The tremendous growth in the size and scope of agency programs has significantly extended the responsibilities of the Office upward and downward from the elementary and secondary level. Programs from pre-school through adult education are now underway or in the planning stage. Higher education programs have already grown to very substantial proportions. Adult education programs are becoming increasingly important and future growth is anticipated.

A number of the basic considerations involved in staffing and managing education programs vary--depending upon the level of education involved. By and large, each program now authorized is aimed at supporting but one level of education. We believe that the principal resources of the Office of Education can best be organized along the lines of these levels of education. Accordingly, we recommend that programs of the Office of Education should, to the maximum practicable extent, be organized within three major bureaus--each based on one level of education. A fourth bureau--for research--and a center--for statistics--are also recommended for reasons discussed below.

This type of organization structure will result in the maximum concentration of resources in relation to the several purposes authorized by law. It should permit the recruitment of the most outstanding leaders in the Nation to serve in positions of great challenge and significance. It will permit the assignment of bureau titles which will clearly convey the responsibilities which they bear. It will also greatly facilitate the relations of the Office with the educational community.

In an organization as complex as the Office of Education, with dozens of programs authorized under a large number of statutes, it is impossible to develop any organization pattern which will eliminate all problems of coordination. No way could be devised for assigning all aspects of each of the various programs to a single organizational component. Accordingly, under any pattern of organization, it will be necessary to continue and strengthen the staff offices available to assist the Commissioner in assuring that related elements of the Office's programs are drawn together as necessary. We believe that the Commissioner will also need several Special Assistants to extend his range and impact and to reduce the personal demands upon him. In addition, we believe that both the rules and customs of the Office should facilitate the widest possible communication among staff--at all levels and across organization lines.

In proposing that the performance of staff functions be strengthened, we would emphasize that it is the bureaus which have the primary responsibility for program operations. The staff offices should be oriented toward assisting the bureaus and the Commissioner and toward facilitating the work of the Office of Education.

One practice which has been prevalent in organizing the Office of Education is the establishment of a separate organizational unit for each new statute and, frequently, for each separate title of each statute. With the great expansion in programs the organization has become fragmented and unduly layered with consequent delays in action. In designing a new organization structure, we have attempted wherever possible to assure that two or more related programs will be assigned to units at the branch level. In that way, we anticipate that the breadth and perspective of management at all levels will be enlarged. We believe that this aspect of our recommendations may be as significant as any other in influencing the long-run development of education programs. Only by broadening the capacity of staff at all levels in the Office to weigh and evaluate current programs can new directions be properly charted for the future.

We are not making specific recommendations as to organization at the branch structure. However, we have carried out analysis forward to the point of demonstrating that branches with broader

roles can, indeed, be established. We have discussed with Office of Education staff our findings and tentative proposals in this regard.

The proposed bureau and division structure of the Office of Education is shown on the chart on the following page. It consists of four major bureaus, a National Center for Educational Statistics and a number of staff offices and services.

BUREAU STRUCTURE

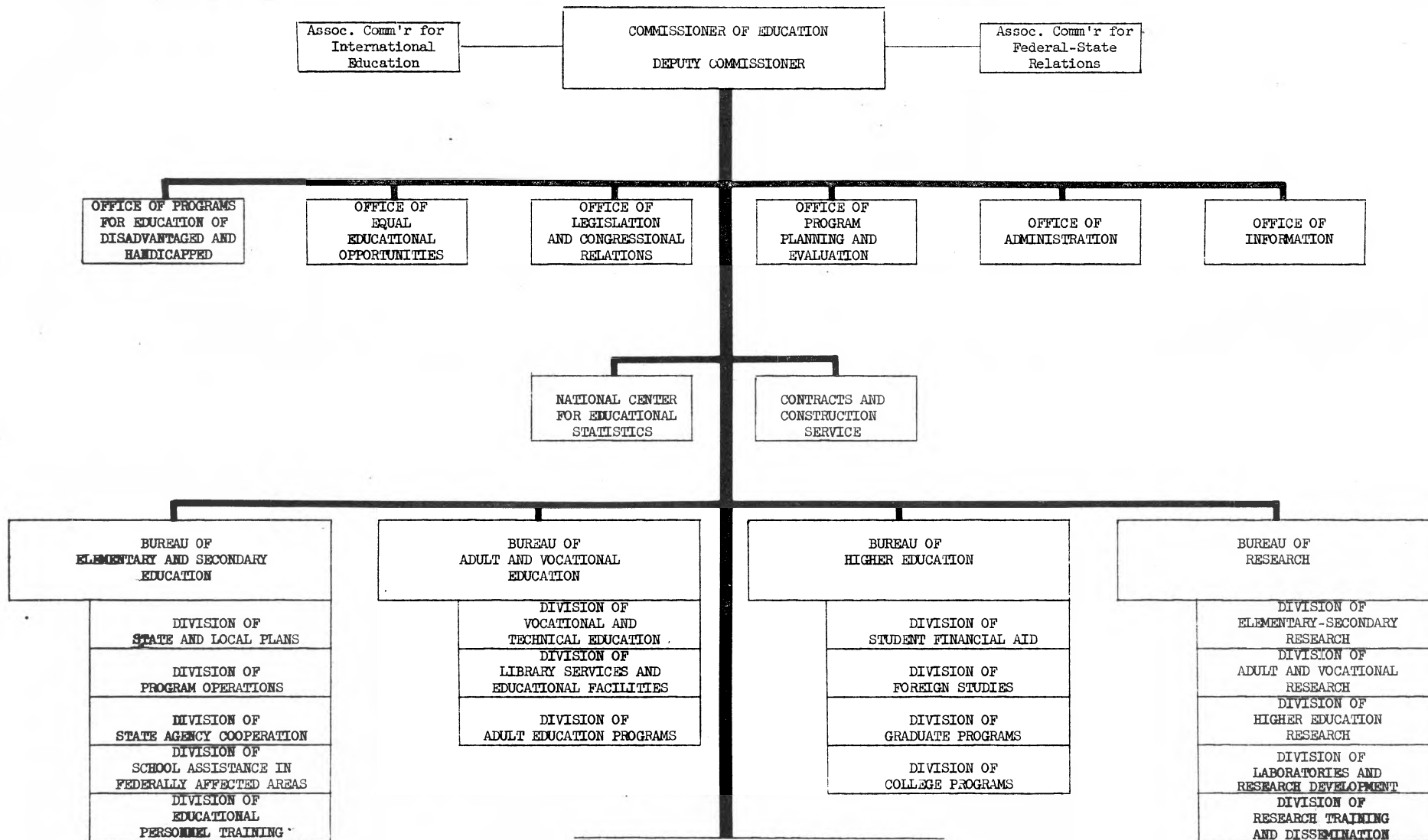
As noted above, three of the four bureaus would be organized on the basis of the level of education served by their programs. These are: a Bureau of Elementary and Secondary Education, a Bureau of Adult and Vocational Education and a Bureau of Higher Education. There would also be a Bureau of Research. The functions proposed for these four bureaus are set forth below.

BUREAU OF ELEMENTARY AND SECONDARY EDUCATION

The Bureau of Elementary and Secondary Education would be based largely on the present Bureau of Educational Assistance Programs. It would have primary responsibility for administering Public Law 89-10 (except for research) and would be the focal point for virtually all the Office's programs which are directed at assisting elementary and secondary education. It would consist of five divisions.

Division of State and Local Plans. This division would have the principal responsibility to review and make recommendations on State and local plans (including the study of the possibility of consolidating plans) and to provide consultative assistance on the development of plans and programs under the following programs

- Grants to local educational agencies for supplementary educational centers and services (Title III of P.L. 89-10)
- Grants to State agencies for school library resources, textbooks, and other instructional material (Title II of P.L. 89-10)
- Grants to State education agencies and loans to private non-profit elementary and secondary schools for the acquisition of equipment for teaching science, mathematics, foreign languages, and other critical subjects and payments to strengthen State supervisory services in these areas (Title III of the National Defense Education Act (NDEA))



FIELD: To be strengthened and placed under LINE control of chief OE official in each region.

- Grants to State education agencies for the development of guidance, counseling, and testing programs (Title VA of NDEA)
- If enacted, grants to State education agencies and loans to private nonprofit elementary and secondary schools for the acquisition of equipment for teaching in the arts and humanities (H.R. 6050)

Division of Program Operations. This division would have responsibility with respect to administering grants including compliance with requirements for accounting for the expenditure of Federal funds and State auditing of local accounts under the programs listed above. In addition, it would be responsible for administering

- Payments to State education agencies for grants to local school districts for the education of children from low-income families and grants to State education agencies for associated administrative expenses (Title I of P.L. 89-10)

Division of State Agency Cooperation. This division would, to a limited extent, provide consultative services to State agencies on elementary and secondary school organization and administration. It would also administer

- Grants to State education agencies to stimulate and assist them in strengthening their leadership resources (Title V of P.L. 89-10)

Division of School Assistance in Federally Affected Areas. This division would administer

- Grants to Federally affected school districts for construction of schools (P.L. 81-815)
- Grants to Federally affected school districts for maintenance and operation of schools (P.L. 81-874)
- Grants to the Dade County Florida public schools for the operation of special educational programs for children of Cuban refugees

Division of Educational Personnel Training. This division would be responsible for all programs concerned with the training of elementary and secondary educational personnel. It would be responsible for

- Contracts with institutions of higher education for institutes for elementary and secondary teachers of English, reading, modern foreign languages, history, geography (and--if enacted--arts and humanities) disadvantaged youth, school librarians, educational media specialists, elementary and secondary school counseling and guidance personnel, and Cuban refugee professional personnel who wish to teach elementary and secondary school Spanish (Titles XI and VB of NDEA, H.R. 6050, and Cuban refugee institutes)
- Grants to institutions of higher education and State education agencies for preparing professional personnel to train handicapped children (handicapped training)
- Recruitment of American teachers and educators for teaching positions in foreign countries and foreign teachers for positions in American schools (State Department International Educational Exchange)
- Grants, as may be appropriate, to institutions of higher education for technical and educational training programs for educators or future educators from foreign countries and maintenance allowances to and travel grants for such individuals (A.I.D. foreign trainee programs)

Staff Offices. The Bureau should have a staff office for program planning and evaluation. Among its responsibilities would be the review of activities supported under Title I of P.L. 89-10 to determine whether programs and projects approved by State agencies are directed toward the accomplishment of the objectives of that Title and that program operations are in compliance with the required assurances; and oversight of the administration of Title III of P.L. 89-10 to assure that, in administering the supplementary centers program, appropriate use is made of the staff and programs of the Bureau of Research.

BUREAU OF ADULT AND VOCATIONAL EDUCATION

The Bureau of Adult and Vocational Education would be a new bureau drawing functions from two existing bureaus and one staff office. It would provide both a focus for and impetus to the several expanding or emerging programs for adult and vocational education. It would permit the assignment of appropriate organizational status to certain adult education functions which are now placed in a bureau whose major functions are wholly unrelated.

At present, vocational education programs are joined organizationally with manpower training programs--to their mutual benefit. This arrangement can best be continued within the proposed new Bureau. Furthermore, this bureau structure reflects the conviction of education authorities that vocational education will increasingly become a subject of post-secondary education concern. The Bureau would consist of three divisions:

Division of Vocational and Technical Education. This division would be responsible for Office programs dealing with the provision of vocational education services for youths and with training or retraining of workers in preparation for entering the labor market. Included among its responsibilities would be the administration of

- Grants for State vocational education programs and supervisory services and for construction of area vocational school facilities (Smith-Hughes and George-Barden Acts, Vocational Education Act (VEA) of 1963)
- Grants for construction, equipment and operation of residential vocational education schools (Section 14, VEA)
- Grants to States for support of work-study programs for vocational education students (Section 13, VEA)
- Grants to State or local agencies for training programs for unemployed or underemployed workers (generally, and also in designated redevelopment areas) and grants to States for the administration of these programs (Manpower Development and Training Act)
- Grants for construction of vocational education facilities in the Appalachian region

Division of Library Services and Educational Facilities. This division would be responsible for programs dealing primarily with construction or operation of facilities for promoting the continuing education of adults. The Commissioner would also look to this Division as one to be cognizant of all library work in the Office of Education. Included among its responsibilities would be:

- Grants to States for the development and improvement of library services and for the construction of library facilities (Library Services and Construction Act). If enacted as proposed by S.600, grants for fellowships and training costs in librarianship (Title II.B.).
- Grants to State or local agencies, public colleges and universities and non-profit organizations for educational television broadcasting facilities

In addition, the division would, to a limited extent, provide consultative services on librarianship, library services, and library construction.

Division of Adult Education Programs. This division would be responsible for all instructional programs dealing with the basic, continuing, or special education of adults (exclusive of that directed toward earning baccalaureate or advanced degrees). Among its functions would be the administration of

- Grants to States for establishment of programs for instruction of adults in need of basic education (Title II of Economic Opportunity Act (EOA))
- Contracts with States for the conduct of civil defense adult education programs and radiological monitoring programs
- Grants to institutions of higher education for the conduct of institutes to prepare Cuban refugee doctors and lawyers for jobs in American medicine or law
- If enacted along the lines of the Administration bill, a major part of the responsibility to administer grants to States to provide payments to institutions of higher education for extension and continuing education activities and services (Title I of S. 600)

Staff Offices. The Bureau should have a staff office for program planning and evaluation. Among its responsibilities would be to assure that there was appropriate consultation by staff of this Bureau with that of the Bureau of Elementary and Secondary Education with respect to vocational education programs.

BUREAU OF HIGHER EDUCATION

The Bureau of Higher Education would be basically the present Bureau of the same name--augmented by the assignment of graduate fellowship programs. It would be responsible for those Office of Education programs which are aimed primarily at assisting education at the community or junior college and college and university level. It would consist of four divisions:

Division of Student Financial Aid. This division would have responsibility for programs for providing financial assistance to students at graduate and undergraduate levels. It would administer

- Contributions to institutions of higher education for the establishment of funds for making low-interest loans to students (Title II of NDEA and Cuban refugee loans)
- If enacted, a student loan insurance fund (Title IVB of S. 600)
- Grants to institutions of higher education for the operation of work-study programs of part-time employment for college students from low-income families (Title IC of EOA and, if enacted, Title IVC of S. 600)
- If enacted, payments to institutions of higher education for scholarships for undergraduate students from low-income families (Title IVA of S. 600)

In addition, it would, to a limited extent, provide consultative services to institutions of higher education in the general area of student financial aid.

Division of Foreign Studies. This division would have responsibility for special higher education programs dealing with foreign language and area studies and with special study programs for foreign students. It would administer

- Contracts with institutions of higher education for centers for teaching modern foreign languages and related area studies (Title VI, NDEA-Centers)
- Fellowships to individuals undergoing advanced training in modern foreign languages and area studies and stipends to their dependents (Title VI, NDEA-fellowships)
- Recruitment of American educators for service in A.I.D. and UNESCO missions (A.I.D. recruitment)
- Grants, as may be appropriate, to institutions of higher education for technical and educational training programs for educators or future educators from foreign countries and maintenance allowances to and travel grants for such individuals (A.I.D. foreign trainee programs)

Division of Graduate Programs. This division would be responsible for

- Fellowships to graduate students and grants to institutions of higher education for fellows' training (Title IV, NDEA)

- Grants to institutions of higher education and cooperative graduate center boards and loans to institutions of higher education or to higher education building agencies for construction of academic facilities for graduate schools and cooperative graduate centers (Higher Education Facilities Act (HEFA))

Division of College Programs. This division would be responsible for

- Grants to institutions of higher education including public community colleges and loans to institutions of higher education for the construction of undergraduate academic facilities (HEFA)
- Grants to States for payments to land-grant colleges (Morrill Acts)
- If enacted as proposed by S.600, grants to institutions of higher education for the acquisition of library materials (Title IIA of S.600)
- If enacted as proposed by S.600, grants to developing institutions and other colleges and universities for cooperative arrangements to strengthen academic programs of developing institutions and fellowships to college faculty and advanced graduate students to teach at developing institutions (Title III of S.600)

The Bureau of Higher Education would also provide such miscellaneous functions as the inspection of Howard University, the preparation of lists of accrediting agencies and associations, the authentication of American academic credentials of foreign students returning home or American students going abroad, etc.

Staff Offices. The Bureau should have a staff office for program planning and evaluation. Among its responsibilities would be to assure that there was appropriate coordination of regulations and procedures regarding the undergraduate and graduate facilities programs.

BUREAU OF RESEARCH

The Bureau of Research would be a new Bureau drawing functions from three of the present four bureaus of the Office of Education. It would be responsible for the research, research training and research dissemination programs of the Office. (Cooperative Research Act, Title IV of P.L. 89-10, P.L. 83-480, Title VI and VII, NEA, Handicapped Research, Science Clubs, Vocational Education Act, Library research under S.600).

Extramural research programs were at a level of about \$3 million in 1960. At present, they are approaching \$100 million. Significant new research legislation has been enacted, some of it overlapping previous statutes (the Vocational Education Act and Cooperative Research Act, for example). It is now desirable for the various research programs to be concentrated in one bureau--free of extraneous functions--where maximum in-house capability can be built for developing the research program, stimulating research activity and evaluating proposals. Moreover, a single research bureau should be able better to plan and program the funds available in relation to Office-wide priorities. Care must be taken to assure that a major portion of the research undertaken will support the program needs of the other bureaus. At the same time, provision should be made for more general research which would not be directly related to such program needs. Toward these ends, we are recommending the following division structure for this Bureau:

Division of Elementary-Secondary Research. This division would be responsible for all research, curriculum development and demonstration projects relating to elementary and secondary education. Projects in all subject matter areas and in all media would be supported, as well as research and demonstration projects relating to the education of handicapped children. In addition, it would study theory and practice of foreign elementary and secondary education and maintain a library of American and foreign elementary and secondary curriculum materials for reference use by American and foreign educators.

Division of Adult and Vocational Research. This division would be responsible for research, curriculum development and demonstration projects relating to adult and vocational education. Included among the Division's responsibilities would be the support of research, experimental, development, or pilot-programs designed to meet the special vocational education needs of youth in economically depressed communities who have handicaps preventing them from succeeding in regular vocational education programs.

Division of Higher Education Research. This division would be responsible for all research, curriculum development and demonstration projects relating to higher education. Projects in all subject matter areas and in all media would be supported. The Division would also study the theory and practice of foreign higher education systems. Among its other responsibilities would be the support of studies for improving techniques and materials for teaching modern foreign languages and of projects to develop related specialized curriculum materials.

Division of Laboratories and Research Development. This division would have the responsibility for grants for construction and operation of educational research facilities. It would also be responsible for the support of all research demonstration, experimental, and pilot projects dealing with basic education and the learning process and for projects which could not appropriately be assigned to one of the three divisions discussed above.

Division of Research Training and Dissemination. This division would be responsible for grants to provide training for educational research personnel and for the dissemination of information about the research and demonstration projects supported by the other divisions of the Bureau. Dissemination efforts would be directed both to the education public and to the appropriate segments of the Office of Education's three other bureaus. The division would also be responsible for developing programs to provide for storage and retrieval of information on educational research.

Staffing. The division structure proposed above will require the flexible use of the staff assigned to the bureau. In addition to their division assignments, all personnel might also be assigned a specialty designation--by academic discipline, for example. They should be freely used by all divisions in the Bureau to evaluate proposals in their area of competence. In addition, the structure proposed is designed to facilitate greatly the involvement of personnel from the three other bureaus in developing research programs and in evaluating project proposals.

Staff Offices. The Bureau should have a staff office for research analysis, allocation and evaluation. Among its responsibilities would be to assist in the development of a comprehensive and balanced research program, with particular regard to the role of the research laboratories, and to assure the appropriate interchange of staff and ideas among the divisions and with the other bureaus.

STATISTICS, CONTRACTS AND CONSTRUCTION

NATIONAL CENTER FOR EDUCATIONAL STATISTICS (NCES)

The National Center for Educational Statistics would continue to be a unit with both operating and staff functions. It would retain all of its present statistical survey and analysis responsibilities and the same basic division structure. Appropriate statistical functions would also be transferred from other parts of the Office such as the Division of Educational Organization and Administration, the Division of Library Services and the Bureau of International Education. Other changes would involve:

Division of Data Processing Systems. This division would replace the present Division of Statistical Services. Its functions would be greatly expanded to include responsibility for agency-wide leadership in developing a comprehensive design for all of the Office's information systems, for coordinating the development and processing of information for all bureaus and offices, including clearance of forms and surveys under the Federal Reports Act, and for providing agency-wide computer programming and information processing services.

CONTRACTS AND CONSTRUCTION SERVICE

We recommend that a Contracts and Construction Service be established in order to improve the technical services in these areas and to free the program bureaus from unnecessary and burdensome administrative details. This Service would be responsible for the business negotiation and administration of all contracts and project grant arrangements. It would also contain a small architectural and engineering group to initiate design standards and to provide guidance for and review of the work performed by the Community Facilities Administration on behalf of the Office of Education.

STAFF OFFICES AND ASSOCIATE COMMISSIONERS

As suggested above, the Commissioner needs a variety of staff assistance in order to provide effective leadership and coordination of the Office's programs. In addition to a number of Special Assistants, we believe he should have two Associate Commissioners and a group of staff offices as follows:

ASSOCIATE COMMISSIONER FOR FEDERAL-STATE RELATIONS

There should be an Associate Commissioner for Federal-State Relations who would be available, full-time, to assist the Commissioner in a wide range of Office-wide assignments. A particular responsibility of his would be to provide stimulus for and integration of the Office's significant programs for improving the leadership services of State educational agencies. Assistance for the improvement of State agency administration is authorized under approximately eight separate provisions in four statutes--responsibility for which will be assigned to several of the bureaus and to the NCES. The Associate Commissioner should be looked to by the States and by the Office of Education as the guiding force for these activities--especially those under Title V of P.L. 89-10. During the development period under this new authority, the Associate Commissioner will probably have to devote his major attention to this subject.

ASSOCIATE COMMISSIONER FOR INTERNATIONAL EDUCATION

We recommend the appointment of an Associate Commissioner for International Education who would, on behalf of the Commissioner, exercise leadership and coordinating responsibilities for international aspects of Office of Education programs. In order to assure full utilization of the potential of all parts of the Office in support of international education, we recommend that the present Bureau of International Education be disestablished and its functions reassigned to the program bureaus, as proposed above. The Associate Commissioner should also work out with the State Department procedures to assure consideration of possible adverse impact on U.S. foreign relations resulting from grants for foreign study, and should develop procedures for coordination of foreign travel under OE sponsorship.

OFFICE OF PROGRAMS FOR EDUCATION OF THE DISADVANTAGED AND HANDICAPPED

An Office of Programs for Education of the Disadvantaged and Handicapped should be established by enlarging the role of the present office concerned with education of the disadvantaged. Until programs for education of the economically deprived are better established, it should continue to coordinate and stimulate Office of Education programs dealing with education of the disadvantaged and should provide technical advisory services to the Office of Economic Opportunity with respect to educational components of community-action programs designed to combat poverty.

On a continuing basis a staff office will be needed to provide a convenient focal point for the associations and agencies concerned with problems of the handicapped. Moreover, elevating the coordination of handicapped programs to the Office of the Commissioner should ensure that all programs of the Office of Education are developed and carried out in such a way as to give full attention to the special problems of handicapped children and youth.

OFFICE OF EQUAL EDUCATIONAL OPPORTUNITIES

There should be an Office of Equal Educational Opportunities which would remain as presently constituted. As long as a separate staff office is needed, it would have the principal responsibility for Office of Education functions under the Civil Rights Act of 1964. It would handle compliance functions; provide technical assistance in the preparation and implementation of desegregation plans; administer grants to school districts for inservice desegregation-related training of school personnel or for the employment of desegregation specialists; and arrange with institutions of higher education for the operation of institutes designed to help elementary and secondary school personnel deal with desegregation problems.

OFFICE OF LEGISLATION AND CONGRESSIONAL RELATIONS

An Office of Legislation and Congressional Relations should be established by adding to the responsibilities of the present Office of Legislation the responsibility for congressional relations. The Office would assist the Commissioner in planning and preparing new legislation necessary to carry out the functions and objectives proposed for the Office and would coordinate the preparation of congressional and other reports on all bills relating to education. The Office also would provide to the entire Office of Education information regarding the content, status, and progress of legislation affecting education and would coordinate suggestions for new legislation received from other organizational components of OE.

The Office should also be responsible for handling, coordinating or maintaining cognizance of all congressional relations functions of the Office of Education. In accordance with the objectives of the President, it should assure that the Office of Education is responsive to the needs of the Congress and that it provides prompt replies to Congressional inquiries and requests for assistance.

OFFICE OF PROGRAM PLANNING AND EVALUATION

An Office of Program Planning and Evaluation should be established to replace the present Office of Federal Education Activities. In cooperation with other components of the Office, it would develop long-range program plans and propose goals and objectives for the Office of Education, for the Federal Government and for U.S. education. It would also make detailed analyses and evaluations of Office of Education program operations and recommend appropriate modifications. In addition, the Office would provide staff services for the Federal Interagency Committee on Education; and make special evaluations, reports, and recommendations on manpower development and training programs.

OFFICE OF ADMINISTRATION

There should be an Office of Administration which would continue to have over-all responsibility for the major administrative management functions of the Office. The Office of Administration would be responsible for greatly strengthened programs in financial management, personnel management, and management analysis. It would also provide a variety of general services. Its present functions relating to data processing services and clearance of public use forms and reports would be transferred

to the National Center for Educational Statistics. Added to the present Office of Administration's responsibilities would be a new management reporting function to include the development and operation of a system for keeping the Commissioner and the Deputy Commissioner currently informed on the program and performance status of all programs of the Office of Education.

OFFICE OF INFORMATION

There should be an Office of Information which would continue to have the over-all responsibility for public information functions of the Office, including publications, press relations, and reports. It would also be responsible for reviewing and, as appropriate, editing or digesting all program reports prepared within the Office of Education for external use.

FIELD SERVICES

We recommend that the Office of Education undertake a bold and imaginative approach to the identification of authorities and functions which can be delegated to its field staff. A program exceeding \$3 billion and reaching into fifty States and 25,000 school districts cannot be effectively administered solely from Washington. Decentralization will not only prove to be a means of improving Federal operations but should provide greatly improved service to the agencies and institutions, both public and private, with which the Office works.

The regional offices should be under the full line authority of an OE Regional Director reporting directly to the Commissioner. (The present authority and responsibility of the HEW Regional Directors should remain unchanged.) While headquarters staff would communicate directly with substantive field staff on details of program operations, directives would be sent to Regional Directors by Bureau and Office directors, on behalf of the Commissioner.

As a part of the annual program plans which we believe all Bureaus and Offices should develop, there should be annual plans for the Bureaus and the Office as a whole respecting field activities. These plans would be followed by the Regional Directors unless deviations were authorized. Consistent with these plans, the Regional Directors would be authorized to deploy staff to meet agency needs.

The Commissioner would have a Special Assistant for Field Activities who would assist him in regard to his supervisory responsibilities for field programs. Among other things, he would assist in working out inter-program conflicts which might be referred to headquarters by Regional Directors.

The appointment of Regional Directors must proceed coincident with the delegation of authorities determined to be desirable. Accordingly, the expansion of field functions should be on an evolutionary basis with delegations made region-by-region, as program requirements dictate and only as the new Directors are appointed.

VIII. FOLLOW THROUGH

CONCLUSIONS

With the rapid growth of OE activities, the administration of its varied programs is becoming more complex and the number of policy issues to be resolved has increased. The Commissioner, therefore, is now confronted with a far more difficult problem in keeping abreast of the many management projects and policy staff papers assigned to various OE units.

RECOMMENDATIONS

1. An individual should be assigned the primary responsibility for establishing machinery to maintain follow-up on matters of direct interest to the Commissioner and Deputy Commissioner. This individual should be in the Office of the Commissioner where he would have direct access to the Commissioner and his Deputy.
2. The system should provide for identification of policy items warranting rapid handling or special attention; establishment of target dates for their completion; following of their progress; and flagging for the Commissioner or Deputy Commissioner of significant delays.
3. The bureaus should also establish a systematic means of following the progress of management tasks assigned to them.