

will be some of the realities in schools as they function today, the pressures of ill-suited instructional programs, school size and control, methods of instruction, parents' demands upon teachers, and teachers' demands upon pupils. Do such practices build toward the goals we profess or do they alienate students and staff from our goals, our values, our society? What remedies should we seek?

- The May issue will be an attempt at "Unlocking the School." Contributors to this issue will explore ways in which schools may be freed and encouraged to experiment, to innovate and to change. How can school people and citizens, working together, extend needed services to children and young people? The "need for open schools" will be the underlying theme of this issue.

This promises to be another challenging and satisfying year in the proud tradition of *Educational Leadership*. Your thoughtful reading, reaction, comment, advice and criticism can help us to live up to this tradition.

—ROBERT R. LEEPER, *Editor*, *Educational Leadership*.

## FEDERAL FUNDS: TO ASSIST OR TO CONTROL?

J. HARLAN SHORES

IT SEEMS strange that in his unceasing attempts to understand human behavior the psychologist has given so little attention to how people spend their money. Here is an extremely interesting display of relative values even when money is scarce and equally interesting when it is plentiful.

Numerous commentators and educators have noted how little is spent on the education of our children in comparison to that spent on cigarettes, beer, horse racing or useless gimmicks for the car or home. While these indulgences continue to claim American dollars in large numbers, education is not the penniless necessity it once was. Uncle Sam has endowed the schools.

Federal aid to education, a dream since the beginning of the professional life of even our most senior educators, is now a reality. Money is here in large amounts, and few doubt but that the support will increase. That this money is sorely needed, no thinking educator would deny. However, like other social advancements that enable a new happiness, this one also creates new problems. We may find that the long, hard fight for federal money was an easy one in comparison to the problem of spending it wisely.

Well-prepared professional educators, even when called by the snide term "educationists," are expert at stretching the local and state educational dollar over essential expenditures. No one is yet expert at spending federal monies to the best interests of public schools. Education is newly rich and the newly rich are known better for the mistakes made with their money than for using it to good advantage.

Educators know that they would be negligent if they were not sensitive to social pressures upon them. No school should be so independent that it is not influenced by outside pressures. Yet educators would be equally negligent if they did not resist those pressures that are not in the best interests of children and youth. These are the horns of the dilemma forced by federal funds for education.

### **A Wild Scramble**

Within recent years government pressures on the schools were first spurred by the international race in science and technology in which Sputnik was a significant incident. These pressures were also spurred by concern for the deviant portions of the school population—for the mentally retarded, the gifted, and more recently for the culturally and educationally disadvantaged. The money compels a wild scramble to qualify for federal grants. Curriculum directors report that they are now judged more on their ability to qualify projects for federal funding than upon their ability to direct an instructional program—that they now spend more time writing applications for grants than they spend in program planning and implementation.

Harold Orlans of the Brookings Institution in Washington says about federal funds for education, "Distortion is just a nasty word for responding to the needs of society." Perhaps it is also a nasty word for imbalance in the curriculum.

Before federal aid to education on a large scale became a reality, the greatest fear was loss of initiative and control at state and local levels. It still is. If a local school wanted to develop program plans in keeping with one of the federal titles (i.e., if federal monies were simply a means to a local goal) and if these plans were approved as submitted to the U.S. Office of Education, there would be no conflict of interest between federal power and state authority delegated to the local school. However, if these locally developed plans were not approved (if in the judgment of the U.S. Office of Education the program did not qualify) and the local school altered the program as necessary to enable its approval, there is little question concerning who controls local school programs.

Harold C. Hand, long known for his fearless stands on educational issues, spoke this past spring before the New Jersey affiliate unit of ASCD on the topic of federal aid to education. Referring to the Congress and the U.S. Office of Education, the title of Hand's address was, "They Are Both Getting Too Big for Their Britches." In addition to the loss of state and local control, Hand pointed to signs of "big brotherism" or "papa knows best" attitudes on the part of Congress and the U.S. Office of Education when they "plan from the top" with political pressures and little knowledge of local conditions dictating the decisions. Also mentioned in this broad attack is erosion of the doctrine of separation of church and state and the confusion and waste in the administration of federal funds at all levels.

David Dodds Henry, President of the University of Illinois, has an enviable reputation for calm thoughtful circumspection about educational matters, yet he too is concerned about the present trends in federal relations to education. In a

speech delivered at the University of Illinois last December, President Henry laid a firm foundation for the fact that "there will not only not be a diminution of Federal involvement—there will be an increase." Having established this proposition, Dr. Henry pointed to the controls that federal monies were exerting in the "partnership" claimed to exist between the states and the federal government in education. At the conclusion of this analysis, President Henry stated:

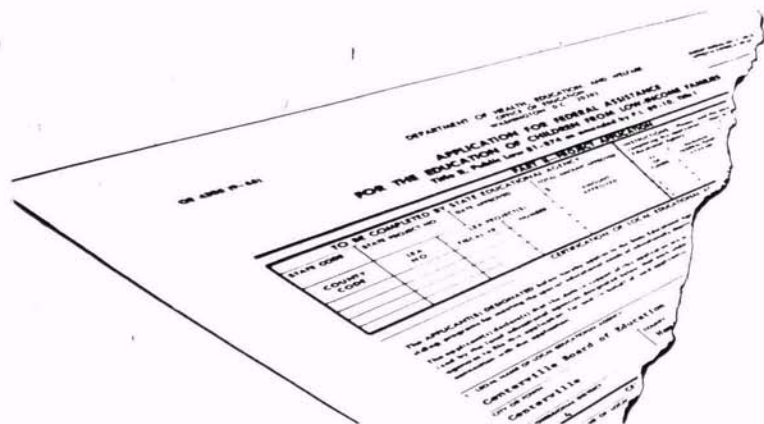
I believe that the present trend toward program writing in Washington, either in the Congress or in the White House should be reversed, that the Federal involvement should be largely financial, in support of state plans made in the several states independently, and that these plans should be controlled by the Federal Government only within broad policy objectives. The use of funds would be audited within the approved state plans, but there would be no field supervision of administration, no huge regulation-writing staff in Washington, no task forces, sometimes anonymous, conjuring up new projects for what they consider to be the good of the people.

The States would become true partners in the enterprise, not applicants for participation in new programs about which they were not consulted or supplicants for funds appropriated to assist them in exercising their responsibilities. Obviously, there would have to be some concern about equalization among the States in order to guarantee a minimum program, and some recognition of a state's effort in terms of its resources. But the main emphasis would be to help a state do what it thinks ought to be done, within broad national objectives, not to help a state do what Washington thinks ought to be done.<sup>1</sup>

It is apparent that federal funding is not enough. There must also be effective ways to use education's new wealth.

—J. HARLAN SHORES, *Professor of Elementary Education, University of Illinois, Urbana; President-Elect, ASCD.*

<sup>1</sup>From an address, "Some Observations on Federal Relations to Education," delivered to the Great Lakes Drive-In Conference, Illinois Union, University of Illinois, Urbana, December 13, 1965.



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