

maintains the closest possible contact with top NIH personnel. The medical program got its money in a speedy supplemental appropriation from Congress and will have \$25 million to dispense between now and 31 December 1966. Program guidelines and regulations are just beginning to be developed, but officials hope that, by the beginning of January, applications will be ready and the money—for planning grants and feasibility studies—can begin to flow out. In the meantime they are pleased by what they already take to be the constructive impact of the program. "There are few places in the country we haven't heard from," one NIH staff member remarked last week, and officials feel that the new program has already begun to hit its mark in encouraging sometimes competing local health agencies to begin talking and planning with each other.

One HEW agency where the winds of change are blowing with only moderate force is the controversial Food and Drug Administration. With the resignation of long-time Commissioner George Larrick (*Science*, 19 November) and the appointment of a committee to study both the operations of

the agency and the "desirable professional qualifications of a successor," the agency is more or less in limbo. Meanwhile, however, it has managed to stay in the headlines by acknowledging that it has requested a review of recent medical literature pointing to "visual hazards" associated with the popular contraceptive pills. The safety of the pills has been a smoldering issue both inside the FDA and in various segments of the medical profession, at least since the summer of 1963 (*Science*, 16 August and 6 September). But FDA's announcement that no action can be expected until March 1966 will reinforce the legion of critics who believe that, in matters potentially affecting large segments of the public, the FDA should shoot first, or at least faster.

Another part of the Department still awaiting the impact of the new guard in the top echelons is the new Water Pollution Control Administration (*Science*, 8 October). At the moment the PHS officers who currently fill important jobs with the predecessor branch are making their decisions on whether to transfer to the new agency (and lose their officer status) or remain as

officers and transfer to other PHS programs. The administrator of the agency has yet to be appointed, as has the new assistant secretary for environmental health. Another post, that of assistant secretary for individual and family services, is also unfilled. In the Office of Education, the Commissioner of Education, Francis Keppel, has assumed the role of assistant secretary for education as well.

HEW is not the only "Great Society" department being studied and reevaluated. The new Department of Housing and Urban Development is being approached with great caution, with the appointment of a Secretary evidently awaiting the completion of a special task force report dealing with the reorganization of federal programs in housing, transportation, and poverty. And, to cap it all, there is also a special task force studying what may be the central problem of administering the varied new legislation—how to coordinate federal, state, and local efforts. These reports, along with the ones affecting HEW, are slated for completion in late December. The hope is clearly that you can teach old bureaucrats new tricks.—ELINOR LANGER

Interstate Compact: Educators and Governors To Join Forces

So many people have criticized the states for neglecting their responsibilities in education and other fields that new statements on the subject seldom generate much excitement. Last April Terry Sanford, who had just stepped down as governor of North Carolina, aroused only mild anticipation at a Washington press conference when he announced that, with grants from the Ford Foundation and the Carnegie Corporation, he would conduct a study at Duke University of ways to strengthen the role of the states.

Sanford said that the role of the states is enormous, but "little critical attention has been given them and what they are doing. The tendency has been to dismiss

them as undependable or too weak. Because of their timidity and lack of initiative, it has become the pattern to turn to the federal government for the solution of our problems."

Now, 8 months later, Sanford's project appears to be on the verge of yielding results. In his news conference, Sanford had given only the barest intimation of what he had in mind: "The states ought to lace themselves together by compact, association, or by whatever name, and begin to work for a truly nationwide effort to improve education." The interstate compact of which he spoke may become a reality by early 1966. Arkansas already has ratified it, and a number of other states are ex-

pected to do so, in most cases by executive decree pending action by the legislature.

The Carnegie Corporation of New York and the Danforth Foundation of St. Louis last week announced grants of \$150,000 each to meet the "Compact for Education's" initial operating expenses. Ultimately the Compact will be supported by the states, whose fees are to vary according to the size of the state's population and per capita income.

The initial membership fee will range from \$3000 for the smallest states (such as Vermont) to \$7000 for the largest (New York and California). Annual fees are to vary from \$7500 to \$22,000; these, with all states participating, would support a budget of \$626,000 a year. The financial pattern will not be established before 1967, the year most state assemblies hold their next general legislative session. Studies suggest that eventually the staff may total nearly 60 persons.

The Compact's interim steering committee will meet in New York next Tuesday and Wednesday, 7-8 Decem-

ber. It may announce the selection of an executive director, who is expected to be a distinguished educator. The Compact's sample budget suggests a salary of \$40,000 a year. The committee also will take up such matters as plans to encourage ratification of the Compact by the states, the choice of a headquarters site, the establishing of budget priorities, and possibly the fixing of guidelines for the director to follow in choosing research projects. The Compact will become a legal operating entity once ten states have ratified it.

The form of the Compact was agreed to at a planning conference held in Kansas City in late September. An Educational Commission of the States, composed largely of seven representatives from each state (the District of Columbia, Guam, Samoa, the Virgin Islands, and Puerto Rico are defined as states) would be set up; the representatives would be the governor, a legislator chosen by his colleagues from each house of the state assembly, and four persons selected by the governor, reflecting the interests of state government, education at all levels, and educational leadership (lay and professional, public and nonpublic). In addition, ten nonvoting representatives of professional organizations such as the American Council on Education would be named by the Commission's Steering Committee. The federal government would also name ten nonvoting representatives to the commission.

A major objective of the Compact is to enable professional educators and state politicians to make common cause in improving education. Other purposes are to provide a clearinghouse for information about education in the various states and a forum for discussion and development of policy.

If the Compact even approaches its ambitious goals, it will become an important enough source of influence and initiative in educational affairs to have an impact both in the state capitals and in Washington. The Compact, in addition to being a new center of expertise, should enable those governors who take an active part in its work to give political momentum to the "policy alternatives" they recommend.

Ten governors will sit on the Compact's 30-member steering committee. And, of course, in the Educational Commission of the States the governors and their appointees will make up a large majority. Not everyone agrees that it is wise to invite the governors

to become so intimately involved in shaping education policy. Some educators take the view that, historically, the problem has been not too little but too much involvement of politicians in education.

The only open criticism of the Compact appears to have come from higher education circles. The National Association of State Universities and Land-Grant Colleges recently adopted a resolution which questioned the need for the Compact and said that, if it were constituted in the way proposed, it would not adequately represent higher education. Moreover, alarm was expressed at the way state delegations would be chosen and, especially, at the proposal for the delegates, together with other persons named by the governors, to form education councils in their respective states. The Association said universities might be subordinated to a "combination of political authority and associations with only indirect interest in higher education," and that their governing boards might suffer encroachments.

Conant's Brainchild

The compact idea is, however, the brainchild of an eminently respectable academician. James B. Conant, former president of Harvard University and far-ranging critic of American education, advocated an interstate compact last year in his book *Shaping Educational Policy*. Speaking at the Kansas City meeting at which plans for the Compact were approved, Conant described the genesis of his idea.

He said it grew out of his study, in the late 1950's, of the comprehensive American high school, and of his more recent study of teacher education. "I came to realize as never before that, educationally speaking, each state had a distinct personality," Conant said. "I became more and more impressed with the importance of tradition and custom in each state. It seemed to me that one thing was needed. We needed an invention of some sort in which the various states could cooperate and communicate with one another. This suggestion I put into print and at that point Governor Sanford took over. He made my vague suggestion concrete. He saw as I did not the key role of the Governors."

Sanford went about gathering adherents for the compact idea with care and shrewdness, although his apparent failure to enlist the support of more university people eventually may prove

troublesome. (Sanford is not ignoring the problem. At his request, the National Association of State Universities and Land-Grant Colleges is sending several university presidents, including Elvis Stahr of Indiana, as observers, to the Compact's steering committee meeting next week. The committee members themselves include a few prominent academicians, such as Fred H. Harrington, president of the University of Wisconsin, but others are relatively obscure.)

The possibility of a compact was discussed at a special conference of more than 100 persons in Washington last May. Taking part were representatives of the National Governors Conference's Committee on Human Resources, chaired by Governor Richard J. Hughes of New Jersey (a Democrat) and Governor Mark Hatfield of Oregon (a Republican), and representatives of groups such as the Council of Chief State School Officers, the National School Boards Association, the American Association of School Administrators, the American Council on Education, and even the National Association of State Universities and Land-Grant Colleges. Later a smaller group met several times to work out a detailed plan. Some of the participants expressed reservations, but apparently these were muted and never came to public notice. In general, the result of the meetings was to push the compact idea forward with renewed vigor.

States at Crossroads

The Hughes-Hatfield Committee urged the Governors' Conference in July to endorse a "nationwide alliance" such as Sanford was suggesting. "Leadership in achieving quality education for our citizens has traditionally come from the states," the committee's report said. "Yet today the states find themselves at a crossroads. . . . The establishment of massive federal aid programs has added a new dimension to the problem of public education. While the federal government has repeatedly expressed a lack of desire—and even an unwillingness—to establish local educational policy, the mere determination of where and how to spend its money is of itself a major policy determinant. . . . If the states are to lead in the formulation of policy and influence federal educational programs in a meaningful way, there must be a mechanism which will weld the states together into a nationwide organization. . . . If the

states merely respond to policy as determined by the federal government or drift into policy positions, they will have abdicated their responsibilities and find that once again the federal government has preempted the field." The Conference endorsed the report. No dissent was recorded.

Nineteen governors* attended the formal planning conference in Kansas City, and all 50 states had at least token representation. No Southern governor attended except Robert E. McNair of South Carolina, which was ironical in view of the insistent cries of "states' rights" that have come from Dixie. Several Southern states—Arkansas, Alabama, and Texas among them—sent substantial delegations, but on the whole the South was less well represented than other regions.

Regional Compacts

There has been concern that the compact might hurt the Southern Regional Education Board (SREB). The SREB, established by 16 states in 1949, was the first interstate educational compact; regional compacts were later formed by 13 western states and by the six New England states. Sanford tried at Kansas City to allay fears concerning regional compacts. Noting that for 2 years he had been president of the SREB, he predicted close cooperation between the regional and the national compacts and also between the national Compact and the national associations [such as the American Council on Education (ACE)]. "There is so much to do that no one would . . . poach on another's territory," Sanford said. The chairman of the Western Interstate Commission on Higher Education later indicated that her group felt reassured and would willingly cooperate with the Compact.

Allan Cartter, vice president of ACE, said that the voluntary associations were concerned about possible overlapping and duplication in such matters as research, data gathering, and policy studies. "Personally, I think it would even be advisable if the representatives from one of the regional compacts and perhaps two or three of the major

associations could sit with the steering committee," he said. His proposal was not adopted, however, and it now appears that another of Cartter's suggestions—that the Compact headquarters be located in Washington—also will be rejected. A Sanford aide said last week that Washington would be an inappropriate location for an interstate organization of the kind proposed. "It would tend to lose its own personality if it were in Washington," he said. "I don't think Washington is being seriously considered."

What can the Compact do that could not be done just as well by organizations already in existence? When this question was submitted by an unidentified university president, Sanford fell back on his own experience as governor. "I could not find any readily available policies and procedures suggested either for the control of higher education, or [for the prevention of] duplication, overlapping, and unnecessary expansion in the colleges and universities," he said, citing this as an example of research that the states would find helpful. Two high-priority projects that the Compact might undertake are a study of emerging patterns in state programs for the first two post-high-school years and a study to develop nationwide standards for the Ph.D. degree (which Conant says 219 institutions are awarding).

Sanford observed that education groups working alone to advance professional interests are sometimes suspected of selfish motives. In his own state, the North Carolina Education Association regularly proposed new taxes to finance the schools but got nowhere until it joined forces with the state's political leadership. "The public and the legislature looked on this group as maybe a special interest group," Sanford said. "So for years [its members] have had difficulty in presenting their ideas, though they did pretty good research on the way we could get the money."

Governor Hatfield of Oregon also called for a "strengthened dialogue" between educational and political leaders. Implicit in his remarks was the suggestion that, in the past, educators too often have been complacent and too little inclined to analyze their own shibboleths. "They must be prepared to prove their case in the court of public opinion," Hatfield said. "This requires the kind of open mindedness, the kind of objective research study and perceptive goals in the matter of

educational policies that the same educators seek in science or philosophy or any of the other disciplines. We cannot afford to be moribund in class scheduling, building occupancy, hiring, tenure, or any of the many other activities which cry out for new and better ways to deal with more and better students. . . ."

Sanford said the Compact will avoid lobbying. But the essence of the compact idea would seem to be to develop a nationwide consensus as to what constitutes adequate educational standards, however desirable it may be for the states to experiment in developing educational programs. In fact, the powers prescribed for the Compact's Educational Commission include the authority to "formulate suggested policies and plans for the improvement of public education as a whole, or for any segment thereof, and make recommendations . . . to the appropriate . . . public officials." In addition, the commission is specifically empowered to make recommendations to federal agencies concerning the "common educational policies of the states," and to confer with them on any matter of mutual interest.

U.S. Commissioner of Education Francis Keppel and his superior, John W. Gardner, are saying little about the Compact, but it has their blessing. Gardner was still president of the Carnegie Corporation last spring when Sanford began work under the Ford-Carnegie grant. Keppel mentioned the Compact favorably in a recent speech. He indicated that the Compact and the new Elementary and Secondary Education Act's provision for strengthening state departments of education are directed to the same end.

Federal Junior Partner

"I believe that the federal government should always be the junior partner, financially and in every other way," Keppel has said. "It is sound public policy to keep the majority of education's stock at the local level, a large portion at the state level, and a minority at the federal level." The Office of Education (OE) is becoming increasingly influential, however, and unless the states and localities show they can cope with such current problems as the challenge of slum schools, OE could outgrow its junior-partner status.

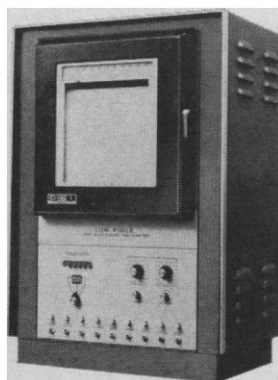
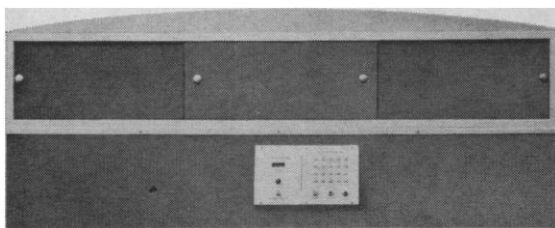
The Compact could turn out to have great influence in shaping federal as well as state educational programs. If the Compact functions as Sanford

(Continued on page 1386)

* William A. Egan, Alaska; John A. Love, Colorado; Charles L. Terry, Jr., Delaware; John A. Burns, Hawaii; Otto Kerner, Illinois; William H. Avery, Kansas; Karl F. Rolvaag, Minnesota; Warren E. Hearnes, Missouri; Frank B. Morrison, Nebraska; Richard J. Hughes, New Jersey; Jack M. Campbell, New Mexico; Harry Bellmon, Oklahoma; Mark O. Hatfield, Oregon; John H. Chafee, Rhode Island; Robert E. McNair, South Carolina; Philip H. Hoff, Vermont; Ralph M. Paiewonsky, Virgin Islands; Daniel J. Evans, Washington; Clifford P. Hansen, Wyoming.

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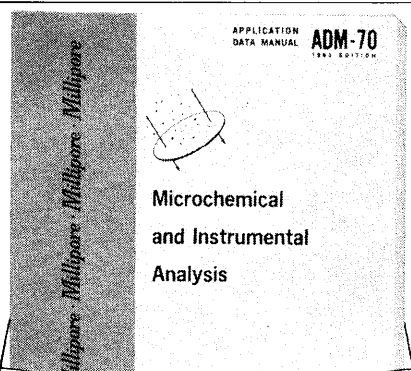
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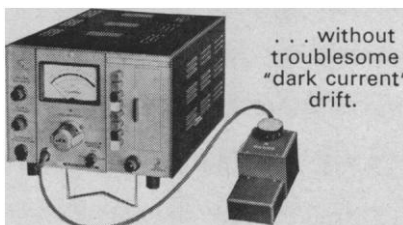
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NEWS AND COMMENT

(Continued from page 1276)

hopes, with strong participation by the governors themselves, it is difficult to imagine any major federal legislative program's being developed without OE officials going to the Compact in search of ideas and political support.

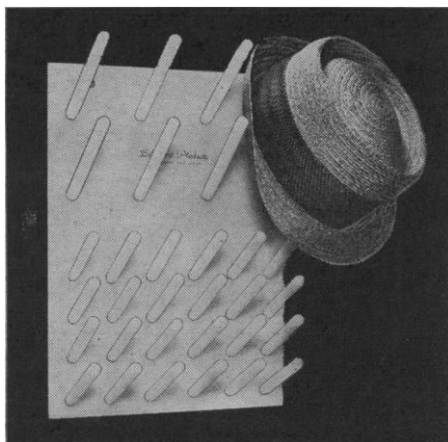
A strong Compact organization would appear to have major implications for established professional groups such as the National Education Association (NEA). Without a close working relationship with the Compact, their relative influence might be diminished. The NEA, for example, is built largely on a mass membership of classroom teachers, who represent but one element in the complex of forces that work upon legislative bodies faced with education problems. Recommendations from the Compact's Educational Commission would appear to reflect more nearly all of the forces at play, and, for that reason, to be more persuasive. On the other hand, the professional education groups might find it convenient and effective to work within the Compact to build support for their goals.

The Compact, at this early stage, lends itself better to conjecture than to firm conclusions. Much will depend upon whether all, or nearly all, of the states join the Compact. Sanford said at Kansas City that 29 governors had indicated they intended to join. It would seem especially important for the less-developed states, in the South and elsewhere, which are apart from the main currents in education, to get the benefit of the Compact's prodding and informational exchange.

In Sanford's judgment the personal participation of the governors will be vital to the Compact's success. "This is the chance for the governors to revitalize state government by taking an active interest in this number one function of state government," he said.

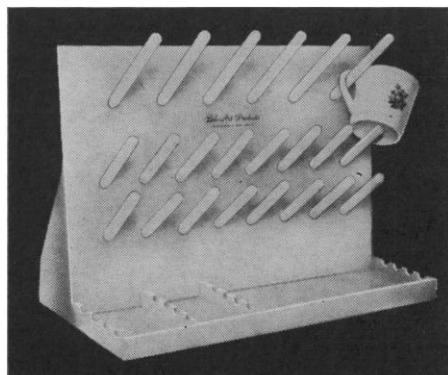
The Compact's aims and practices, however much discussed, actually will be defined by the action of the governors and other delegates who will serve on the Educational Commission. Hatfield indicated that the Compact is not a weapon in "another skirmish . . . for control of education." Conant, too, has no quarrel with the federal government, and he applauds the new federal programs. But Governor George Wallace of Alabama, if he takes part in the Compact, is not likely to view its role as Conant or Hatfield will. Nor will a conservative Republican gov-

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ernor such as Tim Babcock of Montana regard the Compact in the same way that Hughes of New Jersey or some other liberal Democratic governor does. The Compact, despite the skeptics, may be a promising development for education, but it probably will be shaped more by experience and the people guiding it than by the prospectus that Sanford and his fellow enthusiasts have provided.—LUTHER J. CARTER

Announcements

The Atomic Energy Commission is considering amending its regulations on filing appeals from decisions of hearing examiners or atomic-safety and licensing boards that conduct hearings for the commission. Present rules require anyone who wants to file an appeal to obtain AEC permission; appeals and briefs can be filed only on questions allowed by the commission. The proposed amendment, however, would permit an appeal to be made simply by filing a brief and a statement of exceptions to the initial decision. The simplified procedure is intended to expedite action on appeals without increasing their number.

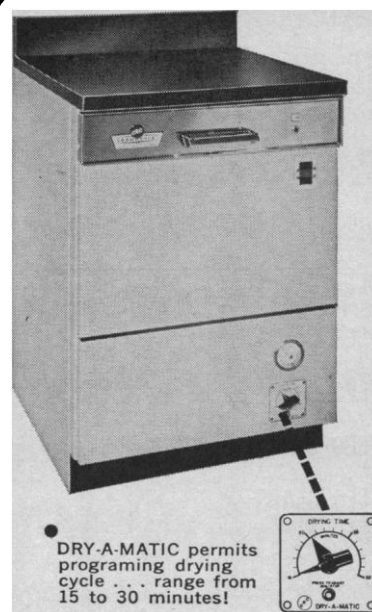
The proposed amendment to AEC regulations, 10 CFR, Part 2, "Rules of Practice," appeared in the *Federal Register* for 5 November; 60 days will be allowed for public comment. Suggestions or comments should be sent to the Secretary, AEC, Washington, D.C. 20545.

Grant, Fellowships, and Awards

Two of the nation's large grantors of fellowships, the National Science Foundation and the Department of Health, Education, and Welfare, have established **Fellowship Review Panels** to provide a "fair and impartial hearing in the event that substantial questions arise about the moral character or loyalty" of holders or applicants for federal fellowships. Awards may be denied on such grounds if they are determined not to be in the best interests of the country.

Safeguards specified in the new regulations allow individuals to have a hearing before a fellowship is denied or terminated on these grounds, to be represented by counsel at the hearing, to appear in person, to present witnesses, to cross-examine persons, and to decide whether the hearing should be

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