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the U.S. Report. Cosmos 248, unharmed, continued on its way.

The explosion of the two satellites was non-nuclear, according to press reports.

The educated speculation of many of our military and space experts is that Cosmos 248 may have been a new military space vehicle designed to neutralize or destroy "enemy" satellites.

Neutralizing a satellite makes its camera inoperable so that it is "blinded". It has long been the view of specialists in space research that our best early-warning of a Soviet first-strike decision would be our reconnaissance satellites. The Russians have said they would try to develop a means of putting such an intelligence gathering space vehicle out of commission.

It now appears that the Russians may be doing just that.

The full impact of the Soviet Union's emphasis on an ABM system was demonstrated for the world to see on April 14, 1969 when Warsaw Pact forces conducted their first Spring maneuvers.

Marshal Batitsky, who holds the post of Air Defense Commander for the Warsaw Pact as well as that of Chief of P-V-O, was placed in charge of the maneuvers which were described as an effort to improve "anti-aircraft" defenses, but reportedly involved much more than a defense against conventional weapons or vehicles.

It is clear that P-V-O, structured to include P-R-O, P-S-O and P-K-O, enjoys a high priority in Soviet military planning.

One may fairly assert, as some U.S. critics of an ABM system have, that just because the Soviet Union has devoted so much attention to a Russian ABM there is no reason why America must follow suit. But those same critics owe it to themselves and to the American people to ask, as well, why the Soviet leadership considered it to be desirable or necessary to develop such an elaborate defense. If the ABM is so "costly", "useless" or "meaningless" as critics of the American plan are wont to charge, then why have the Russians pushed so hard, so fast in the past decade to reach the point where today they are rapidly building their own ABM and more?

Until that question is answered convincingly, supporters of the ABM defense concept in the United States have a right to keep asking: why should the Russian people have a monopoly on defense against nuclear war?

#### STUDENT ASSISTANCE ACT OF 1969

Mr. MONDALE. Mr. President, on April 14 I introduced S. 1788, the Student Assistance Act of 1969. The bill, if enacted, would do much toward expanding the higher education opportunity structure in this country. It would also be one of the most efficient ways to help millions break out of the cycle of poverty.

Since the bill has been introduced, a number of persons have asked questions about the bill. I ask unanimous consent that a questionnaire be printed in the RECORD.

There being no objection, the questionnaire was ordered to be printed in the RECORD, as follows:

#### QUESTIONS AND ANSWERS ABOUT THE STUDENT ASSISTANCE ACT OF 1969

1. How many students will be affected by the bill when fully implemented?

The bill provides grants to students under the provisions of Student Opportunity Grants and the Federal Fellowship Program. Loans will be provided through the Higher Education Loan Bank. Three to four million students might eventually borrow money from the bank to pay a part of their college ex-

penses. At least 1,500,000 students would receive aid under the two grant programs, if they were fully funded.

2. Is the Student Opportunity Grant program similar to any present federally supported student aid programs?

Yes, it is. It is very similar to the G.I. Bill, a program that is familiar to many Americans. Both pay money directly to the student and let him attend the educational institution of his choice. Both make this aid available to students attending postsecondary vocational schools as well as colleges and universities. Both permit aid to half-time and three-quarter time students in addition to full-time students.

3. How do Student Opportunity Grants differ from the G.I. Bill?

There are two primary differences. First, Student Opportunity Grants will be based on need with the size of the grant ranging from \$200-\$1500, depending on the students' financial need. The G.I. Bill pays a flat sum to eligible veterans who qualify as a result of service in the military. To full-time students this G.I. Bill grant amounts to \$130 per month. Second, universities attended by students receiving Student Opportunity Grants will receive a cost-of-education allowance for each student receiving a grant. The G.I. Bill does not pay a cost-of-education allowance to the educational institution.

4. How does the Student Opportunity Grant program compare with the present Educational Opportunity Grant program?

There are several differences:

(a) The E.O.G. program requires colleges to match funds they receive through this program on a 50-50 basis while the S.O.G. program requires none.

(b) The E.O.G. assistance goes only to the most needy students, with some institutions imposing a very low family income restriction. The S.O.G. program will aid these needy students. But it will also reach students from middle income families, particularly those with several children, more than one of whom is attending college.

(c) The S.O.G. program will pay a cost of education allowance to the school attended by those who receive grants; the E.O.G. program does not pay such costs.

(d) The S.O.G. award will go directly to the student who will have the choice of attending the institution he wants to attend; the E.O.G. award is dispensed by individual educational institutions. Before the student can get this aid he has to find an institution which has it available. Such an institution may not be the one he would prefer to attend and it may be difficult to find an institution with available money.

(e) E.O.G. awards can go only to full-time students. S.O.G. awards (proportionally reduced) can go to half-time and three-quarter-time students. Some students with heavy financial responsibilities may not be able to attend school full time. By carrying a heavy work load, with the money they could receive from a S.O.G. they may be able to attend school part-time.

(f) The S.O.G. program will provide an additional allowance for any dependents a student receiving a grant may have, if the student is determined to be self supporting. The E.O.G. program makes no provision for dependents.

(g) The maximum amount of the E.O.G. grant is \$1000. The maximum S.O.G. grant will be \$1500.

5. How does the Student Opportunity Grant program improve upon the Educational Opportunity Grant program?

It does so in several ways:

(a) To get an E.O.G. a given student must first find an institution with money to which he can apply. Institutions located near him, or ones that he would prefer to attend, may not have the money available for making the grant. Finding an institution which does have money may require several applica-

tions. This is a costly and time-consuming process which, in itself, erects certain obstacles to attending college.

(b) If a student knows that he will qualify for a grant, regardless of where he intends to go to college, he can begin planning to attend college early in his high school years. Veterans Administration psychological consultants and Office of Education studies indicate that the crucial decisions related to attending college are made then. The knowledge that this assistance is available will encourage low-income students to attend college.

(c) The formula which allocates E.O.G. money to institutions sometimes does not allocate the money where the greatest financial need is.

6. Why pay a cost-of-education allowance?

Although college costs are very high, the charge to the student does not cover the cost to the institution for educating him. Students at both private and public institutions receive a subsidy. If this bill increases college attendance, as it is designed to do, then it will require these institutions to stretch their subsidy over a larger number of students. This would increase the pressures to increase charges to all students. The cost-of-education allowance will ease this pressure.

7. Why is the bill needed? Aren't present programs working?

It's not a question of present programs working. Their results have been promising. It's a question of making improvements, and of making more needed aid available. This bill is needed for two reasons. First, the cost of attending college has vastly increased over the last several years. Between the years of 1948 and 1968, the cost for attending a public college for one year increased 72.3%; attending a private college increased 91.3%. During the same period of time the Consumer Price Index increased 44.6%. This means that the percentage increase in cost of attending college has almost doubled that of the increase in the Consumer Price Index. Since the cost is increasing so fast, there is a need to provide assistance from needy and middle income families. Second, there is evidence that there are still a number of able but needy students not reached by the present programs—the size of this group is at least 650,000.

8. What has been the difference in cost and tax return on the G.I. Bill?

The first two G.I. Bills, which covered veterans of World War II and the Korean conflict terminated in 1965. The total cost of these programs was \$19 billion. Veterans Administration and Department of Labor studies suggest that the education made possible by these programs generated higher incomes for veterans who participated in the programs. The tax return on the income added was estimated at \$1 billion per year. This means that during the lifetime of these men, the tax revenue on the added income will more than double the cost of the original program. At the present time the Department of Health, Education, and Welfare estimates that the lifetime differential in earnings between a college graduate and a high school graduate is \$136,187. If this differential were taxed at the rate of 15% the added tax revenue would be \$20,428.

9. Why does this bill emphasize direct aid to students?

It is the most efficient way to focus Federal resources on the neediest students who without this aid might not attend college, and it maximizes the choice of the student.

10. Why does the bill emphasize graduate as well as undergraduate education? Shouldn't the government's resources be concentrated on undergraduate education first?

The resources of this country are great enough to finance both undergraduate and graduate portions of this bill. Graduate enrollments are growing faster than undergrad-

uate enrollments. Between 1960 and 1965 graduate enrollments increased by 70.3% while undergraduate enrollments increased 54.3%. This is putting increased strain upon present forms of graduate support which is not increasing as fast as enrollments. In addition, graduate students are somewhat more likely to attend schools in states other than that of their residence. Although no precise figures are available, it is also plausible that they are more likely than undergraduates to move to other states upon receipt of their degree. For these reasons, many state legislators are becoming increasingly reluctant to support graduate education, which is the most expensive of all education.

11. How does this fellowship program differ from present graduate fellowship programs?

It differs in several ways:

(a) Awards are based on both ability and need while present fellowships are based only on ability.

(b) As long as the student is in his last two years of working toward the Ph.D. or equivalent degree, he is eligible for the award regardless of his field of study. Present programs require the student to study in federally approved fields of study.

(c) The new program will be awarded directly to the student for study in the institution of his choice. Presently, only National Science Foundation Fellowships are awarded on this basis.

(d) The cost-of-education allowance paid the institution under this program will be greater (and more realistic) than that of most present fellowship programs.

12. Why should the awards be given to a student, regardless of his field of study? Shouldn't Federally supported fellowships encourage graduate students to study in fields where there are pressing national needs?

There may be a need for special federal fellowships designed to provide special assistance in areas where there is a national shortage. The Federal Fellowship Program will not replace present graduate support programs, many of which are designed to encourage students to enter fields of study in which there is a national need. At the same time, present programs provide disproportionately small support to training in education, social sciences, humanities, and business.

13. Who will make the determination of awards of money for students receiving Student Opportunity Grants and Federal Fellowships?

The Commissioner of Education will contract with private non-profit corporations to make this determination. All rules and regulations used to make determinations will be approved by the Commission of Education. These regulations will be published in the *Federal Register*, so that all can see them. When the student decides what school he will attend, he will inform this agency and his award will be dispensed through the institution he attends. His educational institution will also certify his course load, his progress toward the degree, and any change which might affect the amount of the student's award. Educational institutions will be reimbursed for their administrative expenses.

14. How does the Higher Education Loan Bank differ from the Guaranteed Loan Program and the National Defense Student Loan Program?

The bank will be a private non-profit corporation chartered by the government. It will make loans directly to students. These loans, like those in the Guaranteed Loan Program and the N.D.S.L. program, will be guaranteed by the Federal Government, and interest and repayment will be deferred until after the student completes his education. The chief difference is that the Bank will make loans directly to students. At the present time Guaranteed Loans are dispensed through local banks and National Defense

15. What is the advantage of the Bank over the N.D.S.L. program?

There is no intention of replacing the N.D.S.L. program. But it has two disadvantages. It requires appropriations for much of the capital. The Bank will make it possible to tap the private sector for this. Also, the ability of the student to get the money hinges on whether it is available at the institution he attends. It may not be. The ability of a student to obtain a loan from the Bank would not hinge on the institution he happened to attend.

16. Why does the bill permit students to take 30 years to repay their loans? Isn't that a long time?

It is true that N.D.S.L. program permits only 10 years for repayment and the Guaranteed Loan program permits 15 years. However, this is a burden to many people, particularly to those who have to borrow large amounts. The thirty-year limitation spreads this burden over a longer period of time. It will make it easier for those who have to borrow large amounts to repay their loans. Earlier repayment will also be permitted.

17. Will the student be obligated to assign a certain percentage of his income to repay the loan?

No, the student will be obligated to repay only the principal and interest of his loan. Interest will be paid by the Federal Government as long as the student is still in college. The charter of the bank is sufficiently flexible so that the repayment could be a fixed amount each year or could start with lower amounts during the first few years and rise over the years as income increased. The only requirement is that the student pay all the interest after he has finished his education (except for up to three years for such service as the Peace Corps, VISTA, or the military), and that repayment be made within thirty years.

18. Where will the Bank get the money it lends?

The bank will get its loan funds from securities (or bonds) which it sells. In this way it will be able to tap private capital. At the present time, capital for the National Defense Student Loan program must be appropriated from public funds—although as loans are repaid these funds also become available for loans.

19. What are the advantages of the Bank over the Guaranteed Loan Program?

To get a guaranteed loan a student must apply to a local bank. The decision to grant the loan is made in the context of the credit rating of the student's family. Sometimes, students with academic promise fail to qualify for these loans on this account. In addition, money may not be available at the local bank, where the student would ordinarily apply, for educational loans. The law limits the amount of interest which the bank can charge for loans insured by the Guaranteed Loan Program. As a result, banks are becoming increasingly reluctant to make these loans. Many of these sources may be willing to make large amounts of money available for this purpose. But they are not willing to make it available for a loan-by-loan basis. Finally, the Bank will isolate these loans somewhat from the private capital market. The federal guarantee of the security coupled with the guarantee of the loan itself should reduce the interest rates. Moreover, the use of the Internal Revenue Service to collect the loan should reduce collection costs which could also be passed on to the student. It should make a large pool of money available on a national basis to which a student could apply for a loan. The greatest advantage of the Bank is that it would make a maximum amount of capital available for education loans with a minimum amount of Federal funds required. It should also facilitate the availability of loans for educational purposes.

20. Why is a cancellation provided when a

borrower's income does not attain a certain level?

This will keep the repayment of the loan from becoming an unnecessary burden on low income persons who find that their income is not as high as they expected. It will also encourage certain individuals with a high risk of not completing their education by giving some incentive for trying, or at least starting their education.

21. How do the provisions concerning student outreach differ from outreach provisions?

The main differences are:

(a) The bill provides training grants to high school teachers and student leaders to equip them to counsel high school students about college, finance, and career possibilities.

(b) The bill sets up 500 Higher Education Opportunity Centers across the country to provide accessible places where students and parents can obtain information, application blanks, and other items concerning financial aids and college possibilities.

(c) The bill funds new projects designed to identify students potentially able to benefit from college work and encourage them to attend college. It also funds new research efforts which will throw light on the blended motivational and financial difficulties associated with low college attendance rates.

#### BALTIMORE'S JOB BANK PROVES VALUABLE IN HELPING THE UNEMPLOYED

Mr. MATHIAS. Mr. President, one of the most frustrating aspects of the unemployment problems of our cities has been the difficulty of bringing together the people who are seeking work and the jobs which need to be filled. In many cases, gaps in education or training may separate men from jobs. But in all too many instances, the failure is one of information and counseling.

For several years, many of us have discussed the possibility of creating computerized job banks to match people with available positions. I am glad to be able to report that this concept has now been put into operation in Baltimore, where a very exciting and promising program is being run by the Maryland State Employment Service and local antipoverty agencies.

Under the Baltimore system, an up-to-date list of several thousand job openings in the metropolitan area is prepared by computer every evening, and print-outs are delivered each morning to neighborhood employment and counseling offices. Armed with this comprehensive, current list, counselors can direct men and women to appropriate jobs without delay or confusion.

This new efficiency and broader service has enabled the job bank to find employment for thousands of Baltimoreans who had formerly been numbered among the hard-core unemployed. During the last 3 months of 1968, for example, the job bank helped 2,184 poor persons to find work, more than triple the placements made in the same period in 1967.

One of the most impressive aspects of the Baltimore job bank is the high degree of cooperative and teamwork which has been sustained by State and local agencies. Some 18 antipoverty and social service agencies now participate day to day in the job bank program, which thus provides a coordinated citywide service for both employers and jobseekers.