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An Ermerging Model for a New System of Education in New York State

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ABSTRACT

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IN NEW YCRK STATE

By

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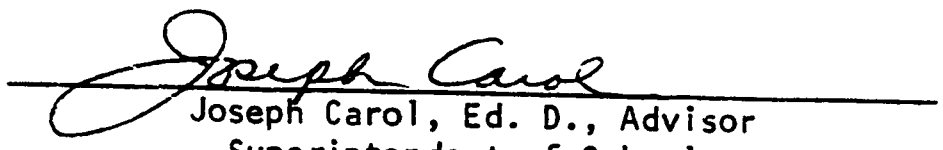

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A Dissertation Submitted in Partial Fulfillment of
The Requirements for the Degree of
Doctor of Philosophy

Walden University
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This document has been written to serve two distinct but related purposes. First, it is an attempt to describe a set of educational experiences which will be developed by a consortium of county-wide agencies to meet the existing as well as the emerging needs of learners in Rockland County, New York. To this end, a theoretical operational construct is explicated and the implementation strategies and tactics which are felt to insure a high degree of success for the program relative to realities extant in Rockland County are outlined. Second, an extended rationale reflecting the status of the American society, the value systems operating within that society, the history and current condition of the United States educational institution, and a preview of what the future needs of the United States may be, have been addressed and documented so that the system of alternative education suggested by the design of the consortium can be seen in its widest context.

Without detailing the particular design outlined within the dissertation it should be noted that educational policy of the future must place the role of education within the broad context of societal goals. This demands a structure which encourages a unified approach that utilizes the expertise and the commitment of all people living in the society. To this end, a process has been established to aid a community design and implement a system of education which will be responsive to their ideals and their desires. The first step is to have the neighborhood, the city, the county, or whatever group is being involved in the project, to fully analyze their problems. They must then develop a set of approaches, priorities and goals that constitute their responses to local conditions. Finally, the concerned citizens must create an

administrative structure that will pull together the various elements in the society to attack problems in their full breadth. Naturally, cooperation among all the society's institutions is needed to solve basic problems. The schools must learn to work not only with other elements of local government, but also with the larger community in order to enhance their key role.

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PREFACE

This is a biased report. There is no intention to be clinical or unemotional in writing the following chapters. Although the raw data used are unmanipulated, the data chosen to be displayed and the way in which the data are analyzed have been carefully scrutinized so as to present a firm case for the point of view of the authors. We say this now in defense of the positions taken in the paper and the conclusions presented.

Those people reading this paper who have had similar educational experiences, similar backgrounds, and similar work experiences as the authors might find very little discrepancy in terms of a sympathetic understanding of the authors' advocate position. On the other hand, those persons who have had significantly different backgrounds and experiences will tend to display a much greater degree of nonacceptance of the points made in this paper. In both cases the changes suggested by the readers are very much encouraged. The explication of these differences will mean that the intent of the authors has succeeded. We hope that each reader will take the time to investigate relevant data, ascertain the realities of our societies today, attempt to define the future in a manner meaningful to himself, and finally, establish and state publicly his own position concerning an acceptable system of education to which he can subscribe.

We are writing this paper during the first quarter of the year 1972. That means the position advocated is representative of a particular life style and our own experiences to date. The ideas are not holy, and the conclusions must not be considered fixed and binding.

Tomorrow we may even find ourselves supporting statements and positions which are antithetical to the very words we write today. But that is all right. For our new experiences and the new insights we gain today will mean that we have learned new things about ourselves and about others which we did not know and which led to different conclusions yesterday.

We accept these seeming dichotomies as the proof that we are alive - learning, changing, feeling and modifying in order to grow to the highest level we are capable of becoming. Our aim is for you to find yourself and to understand your position relative to the design of an acceptable education system and therefore, we must find a way to make that process happen for you. We believe it is through the writing of this paper that "We can help you to accept and open yourself, mostly by accepting and revealing ourselves to you."[1]

On the following pages we shall identify some issues and concepts which we judge to be relevant to the design of new systems of education. From these, we suppose, you will begin categorizing us, placing us in a construct which includes all other people you know or whose works you have read which say the same things as we do. This act of categorization is quite acceptable to us if you understand that each of us, linked together by the issues, is still an individual whose characteristics relative to other issues, other constructs, and whose life style may vary to the highest degree.

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[1] John Powell, Why Am I Afraid to Tell You Who I Am?, (Chicago, Illinois: Peacock Books, 1969), p.2.

FOREWORD

This document has been written to serve two distinct but related purposes. First, it is an attempt to describe a set of educational experiences which will be developed by a consortium of county-wide agencies to meet the existing as well as the emerging needs of learners in Rockland County, New York. To this end, a theoretical operational construct is explicated and the implementation strategies and tactics which are felt to insure a high degree of success for the program relative to the realities extant in Rockland County are outlined. Second, an extended rationale reflecting the status of the American society, the value systems operating within that society, the history and current condition of the United Stated educational institution, and a preview of what the future needs of the United States may be, have been addressed and documented so that the system of alternative education suggested by the design of the consortium can be seen in its widest context.

It is anticipated that this document will have a wide distribution and that many persons will have their own ideas about developing other alternative educational programs to meet needs indigenous to their locale. This activity is encouraged and strongly recommended. So long as the goals of the proposed alternatives are not antithetical to the directions suggested by the evidence found in the rationale, each program designed by the school system(s) or by a combination of school and social institutions will offer a viable and relevant learning experience.

Perhaps the statement developed by the Task Force on Education

for the White House Conference on Youth can serve as the direction for the ultimate goals of such activities:

> Our ultimate concern is with the human spirit and human mind and not schools. In short, we should concern ourselves with human fulfillment. Schools are not ends within themselves but rather vehicles through which the young and old unite in the imaginative consideration of learning.[1]

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[1] Billy C Wireman, "A Major Policy Statement on Education in America," Peabody Journal of Education, (January 1972), p. 152.

CHAPTER I

THE DILEMMA

Societies may be described by the institutions they establish and maintain. Societal functions required to support life evolve as people interact with their environment. Eventually these services are institutionalized so that life can continue with universals transmitted from one generation to the next, thus preserving a life style which has meaning to the older generation, helping emerging adults prepare themselves to find their place in that society.

This rhythmic and cyclical pattern is necessary when its content remains relevant to the needs of the people who make up the social order. In the past, the information passed on from father to son and from mother to daughter was addressed to the needs of survival of the individual as well as to the survival of the group, tribe, clan or country. The acquisition of food, clothing, and shelter became the content of that which was learned, and the skills necessary to produce these survival elements were practiced by the young while maturing. Other issues relating to interpersonal relations within the clan were raised at the group gatherings and young people learned through ritual and custom those things that were expected of them.

It became evident, even as early as the Stone Age, that the institutionalizing of skills related to survival were working against the needs of the new generations when the social order began to become more mobile while the "teachers" taught skills relevant to a static society. A good example of this is shown by L.C. Peddiwell

in his book, The Saber-tooth Curriculum.[1] Here youngsters were taught how to track the animal, how to prepare the equipment needed to snare or to kill it, and how to prepare the meat for consumption while at the same time the number of saber-toothed tigers which had survived the evolution of the mammal were at a minimum, soon to be relegated to the list of animals which had become extinct.

Similarly, other services which have been developed by social orders to transmit skills, attitudes and other behavior expectations throughtout the centuries have failed to keep changing as the needs of the learners have changed, thus describing in the very nature of their constitution the mechanisms for the institution's eventual demise. One need only review the political regimentation of eighteenth century France, the social encrustation of nineteenth century Russia and the economic insensitivity of twentieth century Cuba to find the causes of the fall of major and influential societies.

THE PROMISE

The rise of institutionalism is directly related, in almost all cases, to a mission assigned to a group of people by the society at large. In the case of education, the mission of the early schools and sites of learning were directly related to survival - initially survival of the people, then survival of the economic and political bases of the ruling governments, and finally, during the Middle Ages in Europe, survival of the emerging and accepted religious ideology being supported. At this particular time, during the rapid rise and

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[1] L. C. Peddiwell, The Saber-tooth Curriculum, (New York: McGraw Hill, 1939).

enormous growth of the Church, it was important that people be identified who could be taught to read and write in order that they enter the service of the church. The priests were given the responsibility to disseminate "the Word" as it was written in the Holy Bible and to teach others the laws, the customs and the traditions associated with their beliefs.

To accomplish this mission, a structure evolved which used as its content those intellectual and cognitive areas associated with the training of the mind. Concomitantly, the process developed became a screening procedure, a methodology which allowed as many illiterate people as possible to be sifted through a mechanism based on the ability of a person to reason, to calculate, to write and to read. This program emphasized degrees of verbal facility and therefore gradations of potential toward the attainment of optimum cognitive levels were instituted. These gradations were eventually institutionalized into separate areas offering instruction to persons of equal capacity. The result of this standardization procedure was evidenced by the benches of German education, the forms of British education, and the class or grade designation of American education.

Those persons who entered the formalized instructional program did so at their own behest, seeking to conquer the hurdles set by the education system in order to emerge as members of the church hierarchy. For those relatively few people who had the intelligence, the wealth, the interest and the influence to successfully negotiate the system, a life of ease and plenty usually followed.

For those who were dropped from the program because of a lack of ability in any of the areas mentioned, or who changed their direction for other reasons, alternative life styles were easily accessible. These people could enter civil service as municipal employees, or, as in most cases, join the agricultural, industrial, or crafts market. There was absolutely no stigma attached to not fulfilling the formal education process and, in fact, many gained high social status and great economic/political power by the sweat of their brows in the field or in the shop.

In the United States, this same system produced quite an acceptable avenue for the needs of most of the immigrants to our shores who, coming from Europe as most did, understood the system. The American design, especially, helped the poor by officially requiring the separation of Church and State, and increased the opportunity for the children of immigrants to use the educational resources not only to become Americanized faster than their parents, but to achieve social and economic status not readily available to "foreigners." In addition, since the preponderence of needs in the United States were for farmers to help feed the new country and for the pioneers to open new pathways and settle new lands in the West, those few who failed in their effort to become formally educated, still found many opportunities to realize lifelong ambitions by leaving school and working their way up other ladders of success. In no way was schooling seen as an avenue for job certification, except in those relatively few fields like law, medicine, education, engineering and the clergy.

Although educators take credit for the action, it was the strong political lobbies of the farm group and the newly emerging labor forces in the United States that suggested and supported legislation which, by the turn of the twentieth century, resulted in mandatory education for children. This accomplished the aim of both groups: jobs for the increasing adult population in the urban centers were protected, while the energies of young people were made available to the rural settings when needed at harvest time, yet were kept active when not needed during the fall, winter and early spring.

The schools now faced a myriad of problems with which they were generally unable to cope. The requirement that all children were to attend school meant that those who previously would have left of their own accord due to lack of interest or lack of capability were now in the classes and becoming a behavior problem. The society generally was now finding it possible to regard the attainment of specified grade levels or specified number of years of schooling as prima facie evidence that one had certain skills and capacities. Therefore, more and more job categories became certification oriented, irrespective of proven work capabilities.

To meet the new requirements established by the American way of life, educators began adding new courses to their programs. Besides the three R's, courses in vocational education and business education, physical activities and lunch programs were initiated to take up the elongated educational day. Similarly, an extended organizational pattern was to emerge related to the preparation of teachers who were to interface with the students. Normal school preparation was a minimum standard and then credentials for particular course

work were added. Soon specialists awards and diplomas were added and finally degrees conferred which separated such areas as school administration, teaching and pupil personnel services.

Prior to this time, and continuing since then, several scientists in Europe as well as in the United States began to raise issues and to explore concepts which directly affected the art and the science of education. Froebel, Pestalozzi, Montessori, Dewey, Whitehead, and others began to look at education systems not in terms of the mission once explicated by society, that of sifting the masses of people to find those few who could be taught to read and write, but to look at the institutionalized educative service from the point of view of individual needs. Others, working in the fields of medicine, psychology, philosophy, sociology and anthropology began extending the theory appropriate to their disciplines to the application of the problems being faced by the educator. Schools of education, attached primarily to the developing American land grant college/university system, and others which were liberal arts oriented, established laboratory schools, hoping to scientifically investigate matters pertaining to public school education in the United States and then to translate their findings into action programs piloted at the laboratory schools.

As early as 1929, a National Commission[2] was instituted by the United States government whose objective it was to describe the philosophical basis for American education. From this austere body

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[2] U.S. Department of the Interior, Office of Education, Report of the National Advisory Committee on Education, June 1929.

came the twelve Cardinal Rules of Education. These, in many ways, were the goals of the American way of life, written in terms of learning outcomes. Every decade since then, a new National Commission of Education has been convened with remarkably similar outcomes. Other than the changing of priority designations, few new concepts have emerged. What is more significant, very few school systems since 1929 have been able to change their curricula or their operating procedures so that their students are better able to manifest the characteristics associated with those goals.

With the end of World War II, and with the beginning of the rapid rise of the Soviet Union as a world-wide political and military force, the government and the people of the United States began to turn their attention more directly to the education system in America. It is well understood, finally, that it is not through the economic affluence of this country nor by virtue of our desire for peace that we will be able to meet the challenges facing us. We are confronted not only by the might of Russia but also by the rise of the have-not nations of the earth. It is in the best interests of our country, in terms of national defense as well as internal stability, that attention be paid to the development of positive attitudes on the part of every United States citizen so that we may be successful in finding our way not only as a nation but as individuals as well.

Since 1948, several attempts have been made by the United States government to change the system of education from one concerned with the initial mission brought from Europe in the mid-eighteenth century

to a mission that is more representative of the needs of current society. The new mission is based on the proposition that each person has the inalienable right to an educational opportunity befitting his value as a human being, an opportunity for each to meet his own destiny in his own manner. No longer is it acceptable to sift and to exclude people from enjoying the benefits of social status, political power, economic security and the individualized fulfillment which comes from a relevant educational experience. The education system must help all people develop the skills, the attitudes and the understandings to efficiently, effectively, and economically meet today's challenges as well as those problems that will arise in the future.

To make this change possible, the federal, the state and local governments have sought new methods to bring new ideas, venturesome people and much money into the educational arena. Funds from Washington through the National Defense Education Act, the Higher Education Act, the Elementary and Secondary Education Act, the Education Professions Development Act and many others have brought the federal government into the forefront of educational change processes. Reconstructed state departments of education, vast changes in local legal education agencies, and the rise of alternative education programs have likewise produced thousands of new and exciting programs tried in the schools in the 1950's and in the decade of the 1960's. However, the evidence indicates that in spite of the massive amounts of money made available, in spite of the promise of well meaning and honorably intentioned people applying their energies to educational

problems and in spite of the changes tried on small as well as on large scale pilot projects, there have been very few major changes in educational practice that can be considered as meaningful or in any way responsive to the enormity of the situation. We have learned from the lessons of the past fifteen years or so that no matter how massive the attempt, there is no hope for continuing to make sustained changes by trying to adjust any one part of the existing school system, whether classroom by classroom or sector by sector regardless of the parameters of the sectors. Our system is an interlocking, four sided parallelogram, bounded by the pressures of the institutions of higher learning, the operation of the present public school system, the demands of a parent group which have known only the existing structure as a viable educational system, and the needs of a student population which has decided that the philosophic mission statement of the present school system does not address itself to their needs.

What is needed today is a totally new and different approach to viewing the institution of education as it reflects the society in which we now operate and will be operating for the next thirty to one hundred years.

THE PROBLEM

Today we are faced with a great dilemma. On the one hand we have developed our sensitivities and our technology to a point which permits powerful changes to take place in relatively short periods of time. On the other hand we must face the realities of today's situation - realities that disclose we are confronted on all sides by problems that face the American adult population which, if they are not

dealt with immediately and successfully, will lead to the disintegration of the American way of life as we know it, and possibly precipitate the complete dissolution of our social order.

The statistics related to the problems are available in almost every book published today as well as in the daily newspaper and on radio and television. Let us look at some representative life support systems to see how they are currently operating in the United States today.

In the field of health, we find that there are two million arrests per year for public drunkenness with an incredible twenty-one point seven billion dollars expended for alcoholic beverages in the United States. The use of heroin, one of the so called "hard" drugs, has risen by quantum jumps in the last five years. In 1969, considering only four areas of disease (cancer, tuberculosis, multiple sclerosis, and alcoholism) more than 7,700,000 persons have been affected. The cost to the United States for malnutrition is over thirty billion dollars per year currently, and is still rising.[3] As these health statistics affect the average citizen, so is he confronted by the status of health care facilities:

> There are shortages in the availability of providers and resources as well as barriers to access to the available resources. There are high and still rapidly rising costs today with no dampening mechanisms in sight. Hospital prices are rising at the rate of 15% per year. Medical care expenditures now absorb in excess of 7% of the Gross National Product. Current per capita expenditures of about $300 are expected to increase to over $500 by 1975 and to more than double by 1980. Fragmented medical care results in the dehumanization of patient services. Finally, in spite of the increasing medical care sector, there has been no cocomitant improvement in health levels in the United States.[4]

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[3] Statistical information gleaned from: "The Nation's Health," The Annals of the American Academy of Political and Social Science, (January, 1972).

[4] Ibid., p. x.

Similar experiences are to be found in our welfare system.

> During the 1960 to 1970 decade, the percentage of Aid for Dependent Children families living in the metropolitan areas of the United States typically in the inner city, rose from sixty-one percent to seventy-two percent. The number of families in the United States with the father absent increased from two thirds in 1961 to three quarters in 1969. By 1969 welfare rolls were almost equally divided between white people and those of other races; 50.5% white, 47.5% black and 2.1% other, (while the percentages of white to other is still significant).[5]

Housing problems have increased and become more of a concern here in the United States. The geographic concentration in urban ghettos has undesirable aspects both for blacks and whites. In the foreseeable future this does not seem reversible, both because of the possible political advantages it offers blacks in terms of solidarity, and because of the abiding inability of whites and blacks to overcome deep seated fears and prejudices. Between 1940 and 1960 the black population at least tripled in most major cities and doubled in most Southern cities:

TABLE 1

BLACK POPULATION IN FIVE MAJOR CITIES

CITY	%BLACK in 1940	%BLACK in 1960
New York	6	21
Chicago	8	33
Philadelphia	13	34
Washington	28	74
Baltimore	19	45

Source: Statistical information gleaned from R.L. Morrill and O.F. Donaldson, "Geographical Perspectives on the History of Black America" Economic Geography, (Worcester, Massachusetts: Commonwealth Press), p. 1-23.

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[5] Journal of Home Economics, Vol. 64, No. 1, (January, 1972), p. 26.

Lately, massive problems in education have arisen, precipitated by the need for tracking expenditure of funds in order to make the system accountable, at least fiscally, to the public from whom it gets its resources. The figures associated with public school spending are indicative of the incremental approach used to support education in the United States, with no meaningful attempt made to link funds to programs, and absolutely no success enjoyed by those trying to link programs to goals. It will be noted that although we used only the figures for the school years 1969 and 1970, the trend has been the same for the previous decade and the projected expenditures trend remains on the upswing. It should also be noted that a recent study in one of the major cities of the United States shows that there is not enough money available in the city to support the continued increased costs of education in that city, a condition which is lately becoming more evident in all major cities of the United States.

TABLE 2

Category	1970-71	1969-70	Change %
Pupil enrollment	47,625,835	47,173,236	+1.0
Instructional staff	2,269,046	2,233,776	+1.6
Average Annual Salary (All classroom teachers)	$9,265.00	$8,635.00	+7.3
Receipts (in 1000's)			
Revenue	$41,936,556	$3,428,923	+9.8
Non Revenue	$3,331,659	$3,428,923	-2.8
Expenditures (in 1000's)	$42,379,987	$39,090,792	+8.4

Source: Statistical information gathered from "Public School Statistics 1970-71 and 1969-70", Estimates of School Statistics 1970-71. NEA Research Division, Research Report 1970-R15, Washington, D.C.

Trends in other life support systems operations today are just as depressing. In the category of law and justice, for example, we even observe that: "crime does pay in the United States. Less than three percent of all crimes in the United States are ever punished."[6] In mental health, "thirty-one percent of all persons in their fifties are impaired by emotional problems."[7] In the area of economics, we find that more than five million persons are currently unemployed in the United States.

In spite of these massive problems, there is still reason and cause to remain hopeful. For there are many possible positive actions which can take place in the future which will lead, not to increased undesirable life styles for us and our children, but to the fulfillment of our most noble dreams. Today the idea of McLuhan's global village is more a reality than ever before. We of this planet are becoming more sensitive to our inter-relationships and our inter-dependency than at any time since the end of World War II. In the field of economics we find new approaches to the position of the United States as a world leader, a member of the commonwealth of nations on an equal partnership with others, not as the resource support for all emerging or decadent countries. As a political power, the United States is finally recognizing that there are several avenues to remaining strong, and that military might is only one alternative to keeping our position as a major power in the world. Lately, the idea of increased Peace

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[6] E. VanDenHaag, "United States Armies in Vietnam," National Review, (October 22, 1971), p. 46.

[7] R.A. Kalish, "Social Values and the Elderly," Mental Hygiene, Vol. 55, No. 1, (January, 1971), p. 51.

Corps involvement, aid to independent countries and United Nations leadership promises to produce desirable results while minimizing the need for those direct confrontations which are abhorrent to the citizens of this country. The utilization of the laser beam in the medical and scientific community envisions great leaps in controlling and eradicating many of the scourges of mankind today. The attitudes of our business leadership to seek and to find new ways in which to organize their services indicates the positive approaches needed to make changes in other life support institutions by which we operate. The actions taken by the federal government to insure the rights of children in this country, to give the power of voting to the young adults of our nation, and to support the attempt to find a meaningful life for those who now are wishing away their golden years after fifty or sixty, presages an era when this country will be seen as the most humanistically oriented nation that ever existed, Hellenic Greece notwithstanding. As one of our more contemporary critics noted:

> Mirdlessness - the failure or refusal to think seriously about...purpose, the reluctance to question established practice - is not the monopoly of the public school; it is diffused remarkably evenly throughout the entire educational system, and indeed the entire society. However, schools can be organized to facilitate joy in learning and aesthetic expression and to develop character - in the rural and urban slums no less than in the prosperous suburbs. This is no utopian hope; there are models now in existence that can be followed.[8]

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[8] C.E. Silberman, Crisis in the Classroom, (New York: Random House, 1970), p.42.

In summation we find that functions of society required to support life evolved as people interacted with their environment. These functions were passed down through generations and became the basis for the education of the young.

Learning commenced with the need for survival and later became important for imparting economic and political ideas. Religious ideology gained in importance and the need to sustain this ideology meant that more people needed to be able to read and write. Even in the earliest days of civilization skills needed for survival often worked against the needs of the new generation.

During the period of religious ideology in Europe a structure evolved which used as its content those intellectual and cognitive areas associated with the training of the mind. Standardized and formalized education was available for those who were able both mentally and financially. Alternative life styles were available for those who could not go through the formal education process.

This same system worked in a similar way with the newly emerging immigrant society in America. Those who chose to be educated and failed in their efforts could find many opportunities to make a successful life.

In the United States, education was not mandatory until the twentieth century. Beside providing the three R's of education it became necessary to highly specialize in order to meet the requirements of American life. Early in the 1940's, attempts were made to change the system of education from one concerned with the initial mission brought from Europe and based on the needs of an emerging nation to one that was more representative of

the needs of current society.

To meet the challenge of helping all people develop the skills and attitudes to effectively deal with current issues as well as the problems of the future, Federal, State and local governments have sought methods to bring new ideas into the educational process.

It has been difficult to restructure education as it is interlaced by many pressures from parents, institutions of higher learning and student needs. Today a totally new and different approach to viewing education as it reflects the society of the present is our primary goal.

CHAPTER II

THE BASIS

When I first moved away from the folks, it seemed as though I was moving deeper into the Harlem life that I had wanted to become part of and farther away from what Mama and Dad wanted me to become a part of. I think, as time went on, they both became aware that the down-home life had kind of had its day. But they didn't know just what was to follow, so how could they tell me?[1]

* *

Like the leaders in any generation, the rebellious students are only a small minority of the young, a minority even of the student bodies they belong to. There are local, very special reasons not only for the motivations of each group but for each of the different acts of each group. What is astonishing, however, is that they all do act, that they are all acting now, that the youth of the world almost on signal have found local causes - economic, social, political, academic ones - to fit an apparently general need to rebel. So universal and simultaneous a response to scarcely new causes reveals in the young an imaginative largeness about the interconnection of issues, and awareness of their wider context...

Again, it can be said that the young are in effect rebelling against precisely the kinds of analysis that are inadequate to explain what the young are up to. More terrifying than the disorder on the streets is the disorder in our heads; the rebellion of youth, far from being a cause of disorder is rather a reaction, a rebellion against the disorder we call order, against our failure to make sense of the way we live now and have lived since 1945.

Only when the adult world begins to think of itself as strange, as having a shape that is not entirely necessary, much less lovely, only when it begins to see the world, as it has now been made visible to us in forms and institutions, isn't all there, maybe less than half of it, - only then can we begin to meet the legitimate anguish of the young with something better than the cliche that they have no program. Revolutionaries seldom do. One can be sick and want health, jailed and want freedom, inwardly dying

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[1] Claude Brown, Manchild in the Promised Land, (New York: Macmillan, 1965), p. 413.

> and want a second birth - without a program. For what the radical youth want to do is expose the mere contingency of facts which have been considered essential. That is a marvelous thing to do, the necessary prelude to our being able, any of us, to think of a program which is more than merely the patching up of social systems, that were never adequate to the people they were meant to serve.[2]

VALUES

Societies have established institutions to trarsmit various concepts which the society wished each new generation to live by and to promulgate. These concepts, applied to material or abstract forms, are, at the highest level, considered principles which underlie the construction and the operation of each of the institutions and which, when engaged to the ultimate, become the definitions of the "good life."

Another way of identifying these principles is to consider them the values of the social order. These values are conditions of worthiness applied by people. Somethings and some ideas are valued by individuals while other physical forms and other mental constructs are valued by groups. In any case, the items given value are always transient, relative to time, to need, and especially to the group or to the individual who decides upon and who applies the criteria that determines worthiness. As such, all values should be negotiable and must be reviewed periodically to insure their relative position among all the values held by the person or persons involved.

In the course of history, mankind has ascribed certain high values toward several behaviors which have tended to last during the

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[2] Richard Poirier, "The War Against the Young," Atlantic Monthly, (January, 1968) p. 31.

millenia. Among these have been security, privacy, group membership, personal integrity and honesty. At the same time, there have been high values placed upon certain behaviors which were appropriate to the era or to the particular life style which have or should have been removed or replaced with the passing of the years. Among this group of values have been the concepts of slavery, subservience, nationalism, and the divine right of kings.

The trouble with establishing institutions based on a set of values held by current generations and passed on by those who came before us is that the translation of those principles into operatives and social structures is never seen as being repressive to new generations until a major radical reform movement garners enough strength to make itself heard and understood by all those who feel an allegiance to the old ways. What normally happens is that it is not the values, the truths and the principles which become ends, but the mechanisms and structures which have been evolved to foster these concepts. Then when the young begin to question the basis for much of the institutionalsim and the custom associated with the life styles of their elders, a major confrontation takes place; for who can remain unemotional and unattached when one's own "turf" is being invaded and in danger of being transformed into something that will probably be alien to one's current understanding and acceptance.

The condition we are faced with today is likened by Marshall McLuhan[3] to the motorist who is driving his own car down a road which he has never traveled before. In this simile, we find the

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[3] M. McLuhan and Q. Fiore, Medium Is the Message, (New York: Bantam, 1970).

driver's eyes fixed upon the rear view mirror, seeing not the road on which he is currently driving, but seeing the roadway which is already in back of him, indicating directions and turns which are not only passed but which may be interpreted by the driver in a reversal format. Similarly, today's adults think they know how to design the institutions over which they exert control, the institutions supported by the adult population of the society. What is not recognized is that the understanding and experiences required by the youth of today and the adults of tomorrow, while having some affinity to what has transpired in the past, demand a greater sensitivity for the youth of today than this generation has to bring. Margaret Mead recently pointed out that today the time has come to understand that it is the young who must be the teachers and adults the students.[4]

What now exists as social reality is that people, regardless of chronological age, and the perceived problems facing them, are being changed radically, not from generation to generation, but from decade to decade. Therefore, that which was acceptable and appropriate educational experience ten or fifteen years ago may well be counter-productive today, and will undoubtedly be so tomorrow. The needs, therefore, of each new group of"students" is so different from one to another, that the crucial problems facing the educational institutions are always new. "What might be called system-properties

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[4] Margaret Mead, from a speech delivered in Rockland Community College, Suffern, New York, March 21, 1972.

fade into insignificance as problems in comparison with historic properties, properties of radical novelty on both sides as this tribe of teachers - 1940, 1950, 1960, or what have you - faces that tribe of students."[5]

The differences that are involved in the relationship between people of different age groups are significant. Some of these differences are: the way in which children are viewed by parents, not as miniature adults, but as persons having certain rights as children; the new inter- and intra-personal relations established within families; the degree to which parents feel free to criticize existing institutions which do not fulfill the needs or the expectations of the people whom they are supposed to serve; attitudes which are developed and publicized about the ineffectiveness found rampant in these elected and appointed officials who govern the society; the widening of the gaps between the have and the have-not groups in our nation; concepts of new norms as well as the new definitions of deviant behavior; new roles for men and for women in our society; the degree to which self-actualization is a focal point of experience; and, the degree to which change is a desirable goal.

These indicators of the differences between the generations have a greater impact on life styles and the understanding of others in our society than just to act as inhibitors of smooth communications. What we are facing is a condition in which "the twain shall never meet,"

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[5] John Seeley, "Toward a Philosophy of Education Given the Crises in Mass Education in Our Times," speech at Colloquium on the Culture of Schools, New School for Social Research, April 21, 1966.

because it is not just a matter of waiting until one matures or the other one has sufficient interactions so that a common base is established. In the maturing or in the growing of the young, or in the looking backward by the adult, there can never be a feeling of mutual understanding. It is the mind-set of the individuals, based on experiences not understood or internalized by other generations, that establishes the fact that successive ages are not early and later stages of the same continuum, but are truly discontinuities which may or may not resemble each other. "The real gap affects our entire society and individuals of every age level find themselves on either side of a rift created by their logical or emotional attachment to a set of assumptions belonging either to the old consensus or the new."[6]

Generally, members of the older generation, the group that identifies with "accepted" beliefs and traditional value hierarchy, tend to measure their lives relative to success (equated with position, salary, and possessions). A priori assumptions that all things are logical and operate according to fairly predictable principles, a strong religious definition of God and His commandments, the Puritan ethic of hard work and rewards, and the feeling that change is a threat to a security and stability appears to be the mode.

In contrast to this life style are the assumptions held by many young people:

1. The purpose of life is unclear.
2. Success is impossible to measure except on a personal basis.
3. Education is an ongoing experience of discovery.

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6 Robert R. Hansel, Like Father, Like Son - Like Hell, (New York: Seabury Press, 1969), p. 15.

4. Logic is of limited value since we do not live in an orderly world.

5. Religion is any set of values that motivates and gives one a sense of commitment.

6. Change is inevitable and desirable; it is everybody's responsibility.

VALUES IMPLIED BY AN EDUCATION SYSTEM

These differences produce a novel but exciting problem for the educator. First, many of the models presented by teachers do not fit the perceptions of the young and, therefore, have no relevance in the learning experience. The result of this lack of communication is a noticeable absence of interest on the part of the learner, which the elders perceive as a lack of respect. Second, what were once the "givens" expected of youth during the school day are now a set of attitudes brought by the student which the teacher must discern before he is able to help each student engage in appropriate learning activities which meet individual goals.

One of the greatest sources of information for the identification of values which the society wishes to transmit to the young is the listing of those values found in reading textbooks used by the majority of our public school systems. A study of five major children's textbooks found that fifty-six value themes were presented.[7] Matching these values with five prevailing educational philosophies, i.e., Perennialism, Essentialism, Progressivism, Reconstruction, and Existentialism, as reflected in the work of Van Cleve Morris[8] and

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7 H.A. Ozmon and J.C. Johnson, Value Implications in Children's Reading Material, (University of Virginia, September, 1967.)

8 Van Cleve Morris, Philosophy and the American School, (Boston, Massachusetts: Houghton-Mifflin Co., 1961.)

George F. Kneller,[9] indicated the bulk of values were assigned to the categories of Progressivism and Existentialism.

This study indicated that the kins of values found most in children's basal readers extol problem-solving, cooperation and adaptability. The next most prominent values reflected a concern with such things as individuality and freedom. Primarily, the values found in children's textbooks represent an optimistic, open and creative attitude toward the world and toward other people. It must be assumed, that if the structure of the American public school system is based on the empirical-pragmatic orientation prevalent in much of the history of American education, then the system which offers values basic to Progressivism and Existentialism, via the content of its curricula, is working antithetically to the stated goals of the system and the wishes of the people it serves.

Since the youth of our nation seem to be insisting that formal school take into consideration the individual's emotional and psychological, as well as his intellectual needs, the task of education is to help the co-emergence of oneself, society, history and culture. This co-emergence must not become the goal already "known," and toward which one is encouraged to grow, but the unknown state of being which includes the constant renewal of the person to higher and higher orders of living. This condition prescribes a type of educational experience which is based on Martin Buber's[10]

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[9] George F. Kneller, Introduction to the Philosophy of Education, (New York: John Wiley and Sons, 1964).

[10] Martin Buber, I and Thou, trans. Ronald Smith, (New York: Scribner, 1958).

theoretical construction of I-THOU, where the student is the I and all the others are THOU. In this confrontation between the student and the history which is being made by him at the very instant that he is studying the past, the best an educator can do is to help the student answer such questions as Who am I? and In what do I believe?

What is required as a structure to help students find their own value constructs is a system of education which is based on inquiry and interaction, a process of encouraging interactions of all kinds in which students find out who they are and how they are perceived by others. Activism leading to the development of deep commitment must be the flux to meld the intellectual and human experiences of learners who will be successful in meeting the challenge of tomorrow.

There is no doubt that all school systems have as a part of their statement of goals and the conditions under which they operate an honest concern for the development of each learner's values and sense of commitment. However, due to a strange but understandable twist of priority designation, it is also true that the activities being offered in the standard school curriculum are attuned less to the development of values held by the student than any other concern. Perhaps all that is needed is a restatement of the value system held by those who attend our schools and a re-evaluation of the structural and curricula design being imposed on the learners, in order that a different and more relevant living experience be offered to all those who would care to attend. To do less would be a court disaster, for "we know that when any group with a particular set of values is cut off from communication with others, or cuts itself off, it tends to become more dogmatic, sterile, and unproductive in its thinking."[11]

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[11] Robert Theobald, "Communication to Build a Future Environment," Main Currents in Modern Thought, (March - April, 1970), p. 72.

Therefore we see that societies established institutions to transmit various concepts or values for each new generation to live by and to promulgate. These values are negotiable and must be reviewed periodically. Values which no longer work in today's society are being questioned by its youth.

Major confrontations occur when the young begin to question the basis for the institutions and customs of their elders. These institutions and customs do not necessarily relate to their needs and a gap or lack of understanding exists between the generations. The rate of change in needs and goals has increased from decade to decade bringing about a tremendous challenge to educators. While youth matures and the adult tries to look back, there can never be a feeling of mutual understanding. The older generation measures their life in relation to their success where the young have not necessarily set a purpose for their life and do not have standards or values with which to measure success or failures. Learning experiences which have no relevance to today's students cause a noticeable absence of interest in the learner.

By studying the values that prevail in children's textbooks we find an emphasis on problem-solving, cooperation, adaptability, individuality and freedom. The youth of today are insisting that their schooling should be education that helps the individual with the co-emergence of oneself, society, history and culture. The value needs of the future will have to be found with the help of the student in order that a more relevant curriculum can be established.

A system of education which is based on inquiry and interaction will help with the task. This might involve only a restatement of values or a re-evaluation of structure and curriculum by those who attend our schools as well as those who supervise and organize educational structure.

The way in which the values of society have formed school curriculum can be seen through a study of education in the past.

CHAPTER III

THE HISTORY OF EDUCATION (UNITED STATES)

In order to trace the roots of current educational issues and to find why and how today's education systems look and operate as they do, we must examine the writings and the theory expounded by such acknowledged giants of educational thought as Plato and Aristotle. Their conceptions and writings concerned themselves with the meaning of human existence and the relationships between men as well as the relationships between man and his environment.

One of the most basic issues facing us today is the difference held in two major camps of educational thought; the concept that education must result in the development of salable skills which are production oriented (services as well as tangible items) versus the philosophy that education is a process which helps each person find his own way through the maze encountered as one goes through life. On the one hand, a career oriented system is suggested which would help each person locate himself on continua responsive to social, economic and political needs of the community; in the case of the humanistic oriented system the education process would be designed and evaluated on philosophical and psychological bases, establishing standards relative to individual responses and evaluating progress by means of individual achievement rather than group levels.

Plato[1] saw man as being enslaved by his own imperfect senses which did not even allow him to comprehend the idea that most human existences take place out of touch with reality, actually within a

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[1] Plato, The Republic, Book V, trans. B. Jowett, rev. ed., (New York: Wiley Book Co., 1901).

cave of his own making. In this situation, man is entombed by his own ignorance, his faulty senses, his emotional response mechanisms and traditions, rituals and customs which he never thinks enough about to make those necessary changes which would enable him to step into the light of knowledge. This step would bring to mankind the concepts of pure reason, allowing him to contemplate the purer forms of reality and enabling him to live the better life. What was then needed to make all this possible, was the creation of a set of leaders who could function as the facilitators in this mission, while others who did not have the capacity to reach the highest level of abstract thinking would be employed as the operative leadership of the society or would become the producers of goods and services.

According to Plato,[2] what was needed was an educational system which allowed for a screening to take place which would help identify the appropriate individuals for each one of the three levels. The emerging "man of gold," i.e., the teacher of his society, would be the one who knew the real standards of truth, beauty and goodness, and who would help shape the society of the future. All other persons - municipal employees, artisans, slaves, and military men would then act in support of this new society. All would be given the same recognition and status as the educational leaders except the slaves.

Plato was able to design an hierarchical taxonomy of curriculum offerings based upon the value he gave to the eternal truths and capacity for reason which he felt were the ultimate universals of his world. The lowest levels dealt with the material world, those things which he

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[2] Ibid.

decried as highly subjective and subject to wide interpretation by individuals. Among those were the images, reflections and representations usually associated with the arts and with communication skills. Since these areas were aimed at the emotional and therefore baser responses of mankind, Plato assigned them a very low level of value.

A step further up the ladder, but in no way suggested for inclusion in the education of the true intellectual, were those studies which required a response based on sensory or perceptual awareness. In this category we find Plato referring to the natural and physical objects which produce knowledge but which require little reasoning power. In both cases, it was felt that one could still exist in the "cave" and yet become aware of that which was to be learned on these two levels.

The higher level studies addressed themselves to generalizations about the natural world, which produced pure knowledge after being subjected to the test of pure reason. This highest level of all is the level of abstract conceptualization, the finding of first principles and pure ideas. Here we find certainty and permanence, the realm of complete understanding and wisdom.

In his Utopian society, Plato[3] saw the individual, no matter what his level of intellectual achievement, subordinate to the needs of the state which he is required to serve. In such a case, creativity and curiosity were considered relatively unimportant while the discovery of "truth, beauty and wisdom" are the most highly rewarded searches.

Education for Aristotle[4] was an individual effort which culminated

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[3] Ibid., VI.

[4] Aristotle, Politico, Book VIII, trans. H. Rackbam, (Cambridge, Massachusetts: Harvard University Press, 1908).

in the actualization of the individual somewhat in the terms of Maslow. Here we see man starting in an animal-like state reaching for the stimuli offered by his environment to meet his intellectual needs while at the same time interacting with those environmental factors which satisfy his social needs. Considering that man is both a rational being as well as a political being, Aristotle conceived of an education system established on human bases as well as judged by its ability to produce useful and practical citizens.

During the rise and peak of the Roman Empire, other philosophers extended the ideas developed by Plato and Aristotle, adding new dimensions to the type of education system which would maintain their political and economic life support systems. The emphasis in Roman education was training for the military and for intellectual and moral training to further the emerging religious concepts developed during this time. Cicero, Quintilian, and Plutarch were prime examples of those concerned with the development of a system which would meet the needs of the society in which they lived.[5]

With the writings of St. Augustine[6] and St. Thomas Aquinas,[7] we find a return to a "worldliness" construct as the basis of an

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[5] Cicero, On Oratory and Orators; Quintilian, Institutio Oratoria, I; and Plutarch, Moralia, I.

[6] St. Sugustine, Basic Writings, I & II, ed. Whitney Oates, (New York: Random House, 1948).

[7] St. Thomas Aquinas, Basic Writings, ed Anton Pegis, (New York: Random House, 1945).

educational design. These church-related writers, however, even among themselves, took different points of departure, St. Augustine beginning with the concepts of Plato and St. Thomas Aquinas seizing upon the views of Aristotle and his theory of rational and political man. In both cases the writers added one dimension that both earlier philosophers failed to include in their discourses, namely, a spiritual dimension for the actualization of the individual.

In the period of 1600 through 1800 A.D. the writings and the leadership of the Moravian clergyman John Amos Comenius and the French philosopher Jean Jacques Rosseau provided the new direction as well as the continuity from the past that forms the foundation of the current American public education system.[8] In his primary work, The Great Didactic, Comenius addressed himself to the education of the young of his day, giving due consideration to the needs of the learner - his intellect, his social and emotional development, and his moral and spiritual development. For the first time, readiness factors, positive reinforcement, inquiry methodology and concentration on learners' interests and needs were explicated throughout the treatise. These ideas are just as valid today as they were in the nineteenth century.

Rousseau identified the individual as a learner who should be allowed to flower and develop inherent goodness within his humanness rather than to be a product of the environment and the baser instincts of adults who made up the experiences afforded the young. Education

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8 John Amos Comenius, The Great Didactic, trans. M. Keatinge, (London: A.C. Black, 1907).

was an effort to help one grow naturally, enjoying creative and spontaneous experiences which would help a learner develop his own personality. Rousseau was insistent that formalized, educational, abstract experiences be rigorously excluded from the experiences of children until there was a definite need for such, this supposedly becoming evident about the age of twelve years or the dawning of reason. Sterile and unrelated learning experiences were to be shunned at all costs.[9]

Although Rousseau's romantic notions of education could not become institutionalized, they did help others, who addressed themselves to a more practical system of education during the eighteenth and nineteenth centuries, combine the realities of practical needs with the concerns for the growth of individual personalities. In Europe, men such as John Milton and John Locke of England, Giambattista Vico of Italy and Emmanuel Kant of Germany preceded but influenced mightily the writings of the educationally minded American leaders Benjamin Franklin and Thomas Jefferson.

The European writers and philosophers began to consider the design of education systems that would not only be useful to the individuals as members of their social orders, but would also expand their thinking towards the newly emerging democratic and republican forms of society. For the first time, there are references to new types of educational

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9 Jean Jacques Rousseau, Emile; Or, Education, trans. B. Foxley, (New York: Dutton & Co., Inc., 1911).

experiences that remove themselves from the meaningless scholastic approach to study and which are introduced by a careful analysis and increased attention given to the specifics of subject matter, teacher role and technology.

In 1749 Benjamin Franklin authored a work entitled Proposals Relating to the Education of Youth in Pennsylvania in which:

> It is proposed that some persons of Leisure and publick Spirit apply for a CHARTER, by which they may be incorporated, with Power to erect an ACADEMY for the Education of Youth, to govern the same, provide Masters, make Rules, receive Donations, purchase Lands, etc., and to add to their number, from Time to Time such other Persons as they shall judge suitable.[10]

In this proposal, Franklin suggested that students "learn those things that are likely to be most useful and most ornamental. Regard being had to the several professions for which they (the students) are intended."[11] Here we find a very practical curriculum suggested, established to support the growth of individuals within the newly emerging American social order. This was in great opposition to the developing Latin grammar schools whose function it was to support the needs of the growing American economic system. Thirty years later, in 1779, Thomas Jefferson offered the Virginia State Legislature a state plan for public education which expounded on the need for universal public education in the United States to form the foundations of an enlightened citizenry which would have to exercise its wisdom

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[10] The Writings of Benjamin Franklin, ed. A. Smith, II, (New York: The Macmillan Co., 1907), p. 388-89.

[11] Ibid., p. 333.

in electing competent officials to administer the country.[12]

Developing from this period in American History, we find some of the emerging characteristics of American public education. First, there was the concept of education being utilized to help train the populace to support the democratic, republican form of government instituted in the colonies and extended through the Articles of Confederation and the United States Constitution. Second, we find the articulation of the roles to be played by the local educational agencies responding to the needs of rural and urban areas; the state role defined as the agency legally invested with the authority and the responsibility to establish the direction for the development of universal educational experiences, and the role to be played by the federal government shown as early as the passing of the Northwest Ordinances of 1785. Third, we find the references which address themselves to issues even today being considered by the highest court in the land; i.e., the separation between Church and State.

As the years moved forward from the eighteenth to the nineteenth century, the focus of educational thought seemed to advance from the philosophical bases initially considered to the implications associated with individual learner responses. The impetus for this shift was the intrusion of the work of scientists, medical doctors, and the men of letters and of law into the realm of issues that impinged directly on the goals and methodology of the educator. Johann Pestalozzi[13] and his

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[12] The Works of Thomas Jefferson, ed. P. Ford, II, (New York: G. Putnam's Sons, 1904).

[13] J.H. Pestalozzi, How Gertrude Teaches Her Children, ed. E. Cooke, (Syracuse, New York: C.W. Bardeen, 1898).

disciple Friedrich Froebel[14] began to envision a focus of education which had to do with the development of the "whole child," a design which was to become the basis for a latter day movement called Gestalt. In this case, early in the nineteenth century, we find education leaving the emphasis of the verbal facile world and entering into the structure which emphasized direct learning experiences, attention to self-directed activity, and work associated with ability performance levels. This led to the development of experimental schools with new materials with which to work and to the establishment of the first kindergarten in 1839.

Others interested in the educational systems being suggested at this time extended both the concepts devised by Pestallozi and the methods suggested by Froebel. In Europe, Johann Herbart[15] looked at the design of the system from the vantage point of the teacher, making numerous suggestions about the process of teaching and the training of teachers. In the United States, Ralph Waldo Emerson[16] proclaimed the nobility of the individual and wrote about the kind of educational experiences that would allow each person to unfold and experience his own potential.

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[14] F. Froebel, The Education of Man, trans. W. Hailmann, (New York: D. Appleton & Co., 1887).

[15] J.F. Herbart, Outline of Educational Doctrine, trans. A.F. Lange, (New York: The Macmillan Co., 1901).

[16] R.W. Emerson, The Complete Works of Ralph Waldo Emerson, X, (Boston: Houghton Mifflin & Co., 1904).

The optimum mix of process and content in curricula offerings was addressed in this country by the eminent pragmatist John Dewey, who had as his counterpart some years earlier in England the British social philosopher Herbert Spencer. Spencer's goals of education, self-preservation, self-support and child-rearing proficiency suggested strong non-elective subject offerings that were based mainly in the physical and social sciences. On the other hand, it was Dewey who was able to use the idea of education for total living and show that in the main, it was the method or process of learning that supplied the tools to help one reach his potential and that the content of the curriculum was, at best, a secondary or tertiary consideration. Dewey viewed the school as the social institution wherein learners could grow as individuals with different personality patterns, while at the same time, acquiring the skills and the attitudes which would help the learners act in the best interests of the society. In this way, Dewey built upon the groundswell of interest generated by two other persons in the United States some fifty years earlier, Horace Mann of Massachusetts and Henry Barnard of Connecticut.

During the latter half of the nineteenth century, we find many issues being discussed which are of great importance even today. Among these were the compulsory attendance law of 1852 (see Acts and Resolves Passed by the General Court of Massachusetts in the Year 1852), the inclusion of a high school education as part of the free public school program in the U.S. (see Michigan State Supreme Court Decision of 1874), the role of public state colleges and universities (see The Morrill Act

of 1862 in the Statutes at Large of the United States), and the founding of a federal bureau which was to become the United States Office of Education on March 2, 1867 (see Congressional Glove Vol. 147, p. 199 of Appendix).

> The development of education in the twentieth century in America has been shaped by three primary forces: (1) a philosophical debate which has prompted a continuing examination of the purposes to be served by the schools and the methodologies to be used to meet those purposes; (2) psychological findings which have led to better definitions of appropriate relationships between teacher and student and between student and learning materials; and (3) a sociological climate which has attempted clarifications of the problems of public school secularization, desegregation of educational facilities, the control of education, and the role of the federal government in promoting educational opportunities.[17]

In the first case, the question has been debated by persons who are usually referred to as traditionalists. That is, for some, education is a broadening of the mind, a set of principles studied which will picture the universal truths, and a process which will motivate one working to reach the "good life." For others, often referred to as the "pragmatists," the "realists" or the "anti-traditionalists," education should be concerned with developing in people the tools and the skills which will best fit the kind of society in which they will have to operate as adults. It is important, therefore, to have a strong subject orientation in this case and to measure effectiveness in terms of cognitive skills, social behaviors and manpower availability.

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[17] S. W. Noll and S. P. Kelly, Foundations of Education in America, (New York: Harper & Row, 1970), p. 284.

The second set of issues which are represented in this century are those which address themselves to the development of learning theory, per se. These issues deal with the elements of educational experiences and the human being. In addition, there has recently developed a concern for the organizational aspects of these experiences as defined by the gestaltists Kurt Koffka and Martin Buber. Finally, there are those scientists working at the cutting edge of educational theory such as B.F. Skinner, Jerome Bruner, Jean Piaget, R. Gagne, G. D. Ofiesh, S. M. Markle, et al., who are concerned with the relationships between educational practices and materials and equipment used to bring about the greatest learning possible.

The third set of issues are concerned with the relationships which have as their manifestations the causes of many of the major social problems facing this country today. In over a dozen Supreme Court decisions during the last fifty years, cases have been heard which have a direct bearing on the relationships between the federal government and private schools as well as between procedures and practices intimated in the Constitution's sections referring to the separation of Church and State. On the question of educational desegregation of facilities, the momentous 1954 decision in the Brown vs. Board of Education of Topeka, we find that

> separate educational facilities are inherently unequal. Therefore, we hold that the plaintiffs and others similarly situated for whom the actions have been brought are, by reason of the segregation complained of, deprived of the equal protection of the laws guaranteed by the Fourteenth Amendment.[18]

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[18] United States Constitution, 347, 483.

Since the decades of the 1950's and the 1960's, we have experienced a quantum rise in federal involvement in education. The two enactments during the 1950's were the forming of the National Science Foundation and the 1959 National Defense Education Act. Coming quickly on the heels of these initial steps were the Economic Opportunity Act of 1964, the Elementary and Secondary Education Act of 1965, the National Arts and Humanities Foundation Act, the Higher Education Act and the Education Professions Development Act. In addition, other acts have been suggested, some passed into legislation, which have a great impact on spending for education on all levels, but which have not as yet been evaluated as to their impact on the education scene. Among these can be considered Public Law 90-575, "An Act To Amend the Higher Education Act of 1965, the National Defense Education Act of 1958, the National Vocational Student Loan Insurance Act of 1965, the Higher Educational Facilities Act of 1963, and related Acts" and Public Law 90-576, "An Act to Amend the Vocational Education Act of 1963, and for other purposes." Considering that expenditures for public education in the United States are climbing from fifty billion dollars a year and will soon reach sixty-five billion dollars per year, a substantial amount of which comes to the educational institutions from the federal government via direct grants, research grants, categorical aid, facility growth, professional growth, and in a myriad of indirect interactions, then we must conclude that the federal government is, indeed, inextricably involved in current public education.

Today we see a rise of a new form of formal education... the alternative public school. Generally, these schools are "non-authoritarian, unstructured in the sense of imposing minimal formal

requirements, concerned with a unity of life experience, and politically radical in the context of the dominant culture."[19] Although it would seem that this type of educational experience, which is obviously antithetical to the majority of public school systems now in operation in the United States, has little relation to the aims of the American way of life, the opposite is closer to the truth.

The concept of educational alternatives is consistent with our democratic heritage and political philosophy. Democratic living implies the freedom of individual choice. The monolithic structure of the American public schools has tended to deny communities the right of significant choice, and has thus been not only authoritarian and undemocratic, but also un-American. In a democratic society options should be available in education as in all other aspects of society. Not that diversity is automatically good, but that its opposite, uniformity, is bad.

The concept of educational alternatives is consistent with the pluralistic nature of the American culture. Since America is composed of a cultural mosaic of widely diverse people and groups, the attempt to funnel all children into a single "melting pot" system has culminated in tragic results for the culturally and racially different. A pluralistic culture would seem to demand a pluralistic structure for education.

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[19] David Morse, "The Alternative," Media and Methods, (May, 1971), p. 30.

The concept of educational alternatives is consistent with the need for the institutional self-renewal of public education. Rather than continuing to expend energies and resources for reforming the existing systems of education that have proven so resistant to change, educational alternatives provide a strategy through the creation of new, parallel structures that are outside traditional restraints, yet inside public education.

The concept of educational alternatives is consistent with the pressing need for financial austerity in public education. Since many alternatives use differentiated staffing, para-professionals and community layment, a built-in saving is accomplished. Also, since alternative learning experiences are often community based, existing community buildings are used rather than separated educational facilities. This enables schools to save the cost of constructing and maintaining new buildings.

The concept of educational alternatives is consistent with the need for community involvement in public education. Rather than following the pattern of externally imposing new educational concepts on unprepared schools and communities, the development of educational alternatives has occurred as a grass-roots movement that for some time has even escaped the attention of the mainstream of professional educators. Inevitably, the pressure for learning options has come from the students, parents and teachers at the local level.[20]

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[20] National Consortium of Alternative Schools, The Age of Alternatives: A Developing Trend in Educational Reform, (Indiana University, 1970), p. 2-3.

As one can see:

> No clear definition of alternative schooling can be made except that all seem to be born of frustration with the standard educational system - public and private. Some of these schools serve primarily middle class children, some serve the black community, while others are mixed. Some place emphasis on freedom from the usual constraints of curriculum and teacher directed learning, others emphasize relationships to the community - education within it and control by it. All seem to share two basic attributes: respect for the individual student and a concentrated effort to break down the mind-dulling traditional patterns of education.[21]

There are many different kinds of schools that have been established in the United States which are "alternatives" to the majority of public school systems. Among these are "free" schools, mini-schools, Summerhill-type schools, Montessori schools, storefront learning centers, street academies, schools-without-walls, commune schools, integrated day schools, community-controlled schools, "free enterprise" schools, folk schools, etc. Generally, we will focus our attention on the development of the "free" school movement as an illustration of the direction in which many of today's public school systems seem to be going.

The causes underlying the phenomenal growth of alternative education systems are complex, but suffice it to say that generally it has been the changing value system of a large number of Americans, the changing mission of education as perceived by most Americans, and the willingness of a great many citizens to get involved in the process of education that supplied the impetus and the manpower to initiate this movement.

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[21] Alternative Schools: A Practical Manual, Center for Law and Education, third printing, (Cambridge, Massachusetts: Harvard University, 1972), p. 9.

A historical look at the growth of the "Free School Movement" began as late as 1961.[22] Prior to that time, the best guess available indicated approximately twenty-five to thirty such schools in the United States. Since then, the growth rate has been ever increasing, until today, when between 1,400 and 3,000 such schools can be counted, depending on the criteria one uses to identify a school as a "free school." The projected growth of the "Free School Movement" indicates that it is conceivable in 1981 there shall exist from 30,000 to 300,000 such schools in the country.[23] (see figure 1)

> The following are main features of many of these schools: learning through self-motivation and self-regulation; equal status to all pursuits; evaluation through self-criticism; spontaneous formation of learning groups, centered on common interests; all can learn and all can teach; parents are directly involved in the education of their children; all members of the school community participate in regulating the school activities; and the school is an integral part of the community...
>
> Most of these schools are small (ninety-five percent have less than 100 students) and, interestingly, a fourth of them are boarding schools. Also, a fourth of them have a mixed age-range of students, 3 to 19 and older. The tuition ranges from $0 to a high of $2,700 with the average about $500.[24]

The question is still to be answered as to whether this movement or any other kind of alternative school system will survive and help shape the future growth of most of the public school systems in the United States or whether this movement toward alternative designs will

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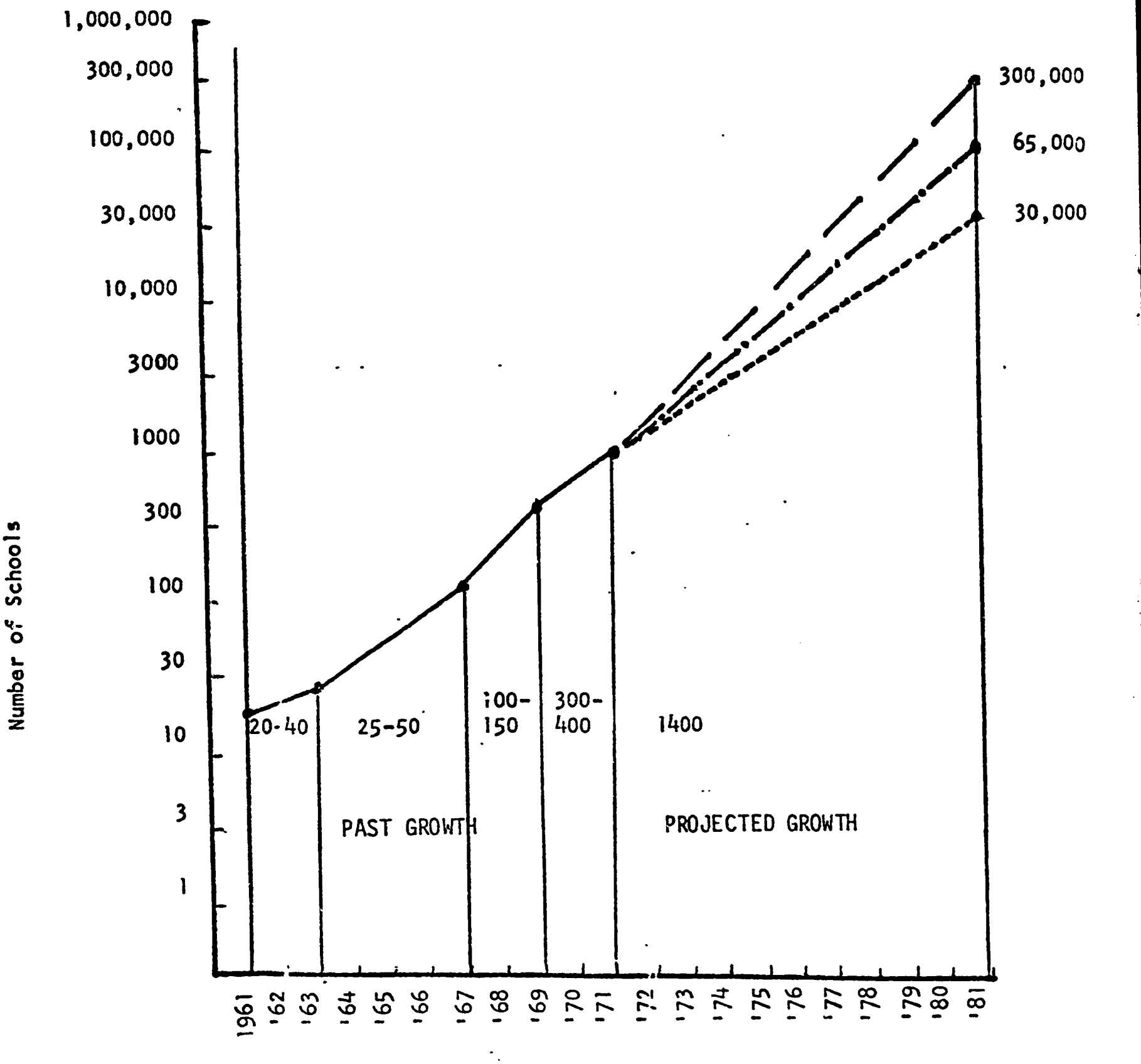
22 Leonard Solo, History of the Alternative School Movement, (unpublished doctoral dissertation, University of Massachusetts, 1971).

23 Mike Rossman, "Projections on the New School Movement," New Schools Exchange, Issue 52, (1969), p. 9.

24 Solo, op. cit., p. 46 - 48.



GROWTH PATTERN OF THE FREE SCHOOL MOVEMENT

* Theoretical limit of all children in free schools

** Limiting value considering one school per 4,000 pupils or 6 - 8% of all students

*** Lower limit drawn from the present resovoir of pre-disposed parents and students

be fated to join the other fads of recent years, such as team teaching, instructional television, decentralization of authority, educational parks, etc. It is interesting to note that in 1972, over fifty public school systems in the country have begun offering at least one alternative to the general school curriculum found in all the other school buildings in their system. At present, there is no indication that this trend will reverse itself. As a matter of fact, there have arisen a multitude of agencies which support the concept of alternative school (see Appendix A.)

We are not saying, however, that the alternative school movement is not without serious problems with which it must contend. Small free schools last only a few weeks; most last no more than eighteen months. Inevitably, the problems that terminate the schools are the same. They close because of disputes over leadership and educational theory, because of insufficient planning, or often because the "free-spirits" working in the school choose to "move-on." Some developers of free schools are frank to admit that they operate the schools more for their own "social needs" than those of the children. Inevitably, however, most of the schools close because of financial problems. With no "tap" into tax funds and too few students to operate on tuitions, the lack of resources is usually the telling factor that "does them in." But while their death-rate is high and the number of students they work with is relatively small, they have helped to legitimize the idea of educational alternatives, so that, increasingly, educators are now recognizing the importance of alternatives within the structure of public education.

The development of alternative schools could well be the last best chance for reforming public education and making it truly meaningful to all its constituency. For that reason, alternative schools should be carefully supported and rigorously treated. To do less, would be to turn our backs on the pressing needs of contemporary youth and retreat again to the security of the unproductive practices of the past.[25]

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25 R.D. Barr, "Reflections on Education Reform," Changing Schools, Indiana University, 1971, p. 43.

CHAPTER IV

FUTURES

No one really knows what the future will be like. There are as many ideas about the specifics which will describe the future as there are people willing to offer their opinions on the matter. And anyone who tries to tell you he knows what the future will hold is either a liar, a drunk, or a mystic.

People have been writing about the future for as long as writing has been in existence. Currently, one can turn to any bookstore and find articles and books by Paul Ehrlich,[1] Peter Drucker,[2] Charles Reich,[3] Robert Theobald,[4] Harold Taylor,[5] Buckminster Fuller,[6] Alvin Toffler,[7]

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[1] Paul Ehrlick, The Population Bomb, (New York: Ballentine Books, 1968).

[2] Peter Drucker, Technology, Management and Society, (New York: Harper and Row, 1970).

[3] Charles Reich, The Greening of America, (New York: Random House, 1971).

[4] Robert Theobald, An Alternative Future for America II, (Chicago, Ill.: Swallow Press, 1968).

[5] Harold Taylor, Students Without Teachers, (New York: McGraw-Hill,1969).

[6] Buckminister Fuller, Operating Manual for Spaceship Earth, (S.I.U. Press, 1969).

[7] Alvin Toffler, Future Shock, (New York: Random House, 1970).

Charles Silberman,[8] Willis Harmon,[9] Richard Williams,[10] and hundreds of others who address themselves to the needs of the future and who offer alternative courses of action.

What is most interesting, however, is that there are several groups of diverse people in the United States who have articulated their view of the future, and who, unknowingly and unaware about the others, have all painted the same picture of the future which they would choose had they the power to act today so that they could influence the design of the future.

The key ideas expressed are the following:

1. Many different types of people are interested in futures orientations.
2. Most people will participate in the exercise of designing the future only if they, and not the "outsider," supply the majority of descriptors.
3. The persons involved must have a feeling of power over their actions.
4. The results of this exercise leads to an action which has been deemed beneficial to the participants.

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8 Charles Silberman, Crisis in the Classroom, (New York: Random House, 1970).

9 Willis Harmon, "Contemporary Social Forces and Alternative Futures," Journal of Research and Development in Education, Vol. 2, No. 4 (April, 1969), pp 67-89.

10 Richard Williams, Lives Through the Years; Styles of Life and Successful Aging, (New York: Aldine, 1965).

The concept of helping groups utilize a futures construct to establish direction for change has been described in detail by Benne and Chin[11] in their book on change strategies. The idea is to get a consensus from the group which will help orient the direction of suggested changes and which will act as an evaluation tool after the changes take place.

The idea of establishing the picture of the future has been tried on such diverse groups as members of state education departments, black community lay members, church-affiliated groups, members of parent-teacher associations, groups of students on all levels, members of boards of education, groups of school administrators, groups of teachers, and many others. Geographically, we find this program being used and documented in more than twenty states of the United States, including North Dakota, Massachusetts, Minnesota, MIssissippi, Illinois, New York, California, Georgia, Oregon, New Jersey, Connecticut, and Virginia.

The data which has been generated throughout the country is represented by the following characteristics of the year 2000 A.D. chosen by a group of black parents in the ghetto of Hartford, Connecticut recently.[12] These are: access to global resources; cure for all disease; less hectic life styles; no pressures; no crime; no racism, totality of the thinking process; instant education; living with less; less materialism; peace on earth; people who think of others; everyone with economic skills; self-sufficient people; mass transit; good mental health; and international understanding.

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[11] Kenneth Benne and Robert Chin ed., The Planning of Change, 2nd ed., (New York: Holt, Rinehart and Winston, 1969).

[12] Center for the Environment and Man, meeting sponsored by the City of Hartford, Conn., June 1967.

These parents and community members went even further in their quest to design a school for their own children by listing the characteristics they would like their children to display after having the advantages offered through a relevant educational experience. Among these characteristics were the following: self-respecting; happy; respectful of others; concerned; adaptable; loving; non-hostile; considerate; feeling; flexible; sensitive; self-directed; honest, contented; committed; tolerant; and open.

The list compiled by the Hartford mothers is in every way representative of the hundreds of earlier lists established all over the United States. Everyone is now willing to involve himself in this simulation if only we can help him do something to insure that the future will have the characteristics articulated.

Today we can offer more assurance than ever that there are some reasons to expect that actions taken in the next few years can have a great impact on the design of the future. Today, for the first time in the history of mankind, we have the tools and the knowledge to shape the year 2000 A.D.

Dr. W. Timothy Weaver,[13] from the Educational Policy Research Center in Syracuse, has pioneered a future's orientation technique called Delphi. The purpose of this program is to forecast the future in terms of educational needs. Similar work has been going on in Middletown, Connecticut, where the Institute for the Future has developed Forecasts of Some Technological and Scientific Developments and Their Societal Consequences. These scientists have been able to discern the possibilities of certain changes taking place

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[13] W. Timothy Weaver, Future Cognition: Contiquity in Studies of Human Thought and the Future, (Syracuse, New York: Educational Policy Center, April, 1970).

that would have a direct effect on the educational scene, and in addition, have been able to speculate on the likelihood of the results of the new developments.[14]

Other types of tools ar now being used to help the scientist forecast the future with a great deal of accuracy. The use of computers in simulations and gaming has given us the opportunity to project out into the future the consequences of current alternative behaviors. This effort permits less guess work and more knowledge about acceptable courses of action than we have ever known before.

One of the interesting sidelights to the use of simulating activities is that the general populace has been made much more aware of the possible dire consequence facing us in the future if no interventions are planned within a relatively short period. Pollution, greater racial tension, overpopulation and the lack of many types of physical resources and facilities are only a few of the problems with which each of us is now coming to grips.

What this has done, possibly, is to help convince many people that something must be done about the problems facing us. If anything would militate against trying to solve the problems of the future, it would be people's indifference and lack of cimmitment to share in the work needed to solve those problems.

It is believed by many that for the first time we may now finally have both the will and the way to make the necessary changes.

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[14] T. Gordon and R. Ament, Forecasts of Some Technological and Scientific Developments and Their Societal Consequences, (Middletown, Connecticut: Institute for the Future, September, 1969).

CHAPTER V

ONE ALTERNATIVE

THE DEVELOPMENT OF A COMMUNITY CONSORTIUM

Educational policy of the future must place the role of education within the broad context of societal goals. This demands a structure which encourages a unified approach that utilized the expertise and the commitment of all people living in the society. To this end, a process has been established to aid a community design and implement a system of education which will be responsive to their ideals and their desires. The first step is to have the neighborhood, the city, the county or whatever group is being involved in the project, to fully analyze their problems. They must then develop a set of approaches, priorities and goals that constitute their responses to local conditions. Finally, the concerned citizens must create an administrative structure that will pull together the various elements in the society to attack problems in their full breadth. Naturally, cooperation among all of the society's institutions is needed to solve basic problems. The schools must learn to work not only with other elements of local government, but also with the larger community in order to enhance their key role.[1]

Generally, there have been a variety of approaches to designing a systematic sequence of activities that address themselves to solving needs of sections of our society. In military system development, a process described as system engineering and system management has been utilized to achieve outcomes during the last quarter century. D. L. Cook,[2]

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[1] R.F. Campbell, ed., Education and Urban Renaissance, (New York: John Wiley and Son, 1971), p. 64.

[2] D.L. Cook, A Generalized Project Management System Model, (Columbus, Ohio: Educational Program Management Center, Ohio State University, 1968).

USAF System Command,[3] U.S. Department of Defense,[4] and the U.S. Government generally have been using this method to meet goals set by the political and military personnel directing the fortunes of this country. Some other scientists who tried to evolve a systems approach for increasing the efficiency of problem-solving process are the communication and information specialists who developed models, games and the new mathematic constructs to measure the relationships between information input-output notions. Shannon and Weaver's Information Theory (1949) is a prime example of this effort.[5] Similarly, people engaged in computer orientation, human factors engineering, scientific management learning sciences, cost-benefit analysis and general system theory have all developed indigenous "systems" approaches to solve problems facing their unique disciplines.

It wasn't until the late 1950's and the early 1960's that a systems approach was investigated in terms of the needs of education. In 1954, W. W. Charters wrote about a possible role for systems design in education.[6] Coming soon on the heels of this important first step

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[3] U.S. Air Force, System Command, System Engineering, Manual (1965), pp. 375-5.

[4] U.S. Department of Defense, Performance Measurement for Selected Acquisitions, DOD Instruction 7000, 2/, (December 12, 1967).

[5] C. Shannon and W. Weaver, The Mathematic Theory of Communication, (Urbana, Illinois: University of Illinois Press, 1949).

[6] W.W. Charters, "Is There a Field of Educational Engineering?" Educational Bulletin, (Ohio State University, 1954).

were educational systems approaches suggested by Finn in 1960, VanderMeer in 1964, Barson and Heinich in 1966, Kaufman in 1968, as well as continuing writings in this field of L. Silvern, R. Mager and R. Kaufman.[7]

There are several major assumptions of a system approach as outlined by Roger A. Kaufman in his article, "System Approaches to Education: Discussion and Attempted Integration."

1. Needs can be identified and ultimately stated in measurable terms.
2. Human beings learn, and the type of learning opportunities and stimuli provided them can determine, at least, the direction of this learning.
3. A systematic approach to educational problem solving will result in measurably greater effectiveness and efficiency than will any other approach presently available.
4. Attitudes and behaviors can be specified in measurable terms, at least by indicating the type of behavior required.
5. It is better to try to state the existence of something and attempt to quantify it than it is to proclaim that it is nonmeasurable and to leave its existence and accomplishment still in question.
6. There is often a difference between hope and reality.
7. Teaching does not necessarily equal learning. The teaching act and the learning act are different.
8. Areas of education that seem to defy quantification in system design are prime areas for research.
9. A self-correcting System Approach has greater utility than an open-loop process for achieving responsive education.
10. No system or procedure is ever the ultimate system. A System Approach, like any other tool, should constantly be challenged and evaluated relative to other alternatives, and should be revised or rejected when other tools are more responsive and offer greater utility.[8]

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[7] Complete reference to these many authors and works are listed in the bibliography.

[8] R. Kaufman, "System Approaches to Education: Discussion and Attempted Integration," Social and Technological Change, Implications for Education, ed. P. Piele, T. Eidell and S. Smith, (Eugene, Oregon: University of Oregon Press, 1970), pp. 141-42.

In order to implement any changes that affect the total social order in which we live, there are certain specific characteristics which we must take into consideration. Forrester suggested three such characteristics:

> First, social systems are inherently insensitive to most policy changes that people select in an effort to alter the behavior of the system. In fact, a social system tends to draw our attention to the very points at which an attempt to intervene will fail... For example, we see human suffering in the cities; we observe that it is accompanied by inadequate housing. We increase the housing and the population rises to compensate for the effort. More people are drawn into and trapped in the depressed social system. . .
>
> A second characteristic of social systems is that all of them seem to have a few sensitive influence points through which the behavior of the system can be changed. These influence points are not in the locations where most people expect. Furthermore, if one identifies in a model of a social system a sensitive point where influence can be exerted, the chances are still that a person guided by intuition and judgment will alter the system in the wrong direction. For example, housing is a sensitive control point, but if one wishes to revive the economy of a city and make it a better place for low-income as well as other people, it appears that the amount of low-income housing must be reduced rather than increased.
>
> As a third characteristic of social systems, there is usually a fundamental conflict between the short term and long-term consequences of a policy change. A policy which produces improvement in the short run, within five to ten years, is usually one which degrades the system in the long run, beyond ten years. Likewise, those policies and programs which produce long-run improvement may initially depress the behavior of the system. This is especially dangerous. The short run is more visible and more compelling. It speaks loudly for immediate attention. But a series of actions all aimed at short-run improvement can eventually burden a system with long-run depressants so severe that even heroic short-run measures no longer suffice. Many of the problems which we face today are the eventual result of short-run measures taken as long as two or three decades ago.[9]

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[9] J. W. Forrester, "Counter-intuitive Behavior of Social Systems," Technological Forecasting and Social Change, 3, 1, (New York: American Elsevier Publishing Company, Inc., 1971), pp. 8-9.

In regard to education, Hirsh has pointed out some major inhibitions to educational change. Educational innovations are often blocked because they represent new values, new styles, and uncomfortable uncertainties. Forces acting on innovations include parents, teachers, administrators, unions, special interest groups, and political and legal limitations. An examination of the attitudes of each of these factors will emphasize the difficulty involved in the adaptation of innovation.

However, Hirsh has suggested six elements to develop a positive strategy for facing an uncertain future:

1. Identify the new developments bearing on society in the future, and forecast important parameters
2. Estimate the effects of societal changes on the future demand for education
3. Estimate future imbalances and strains on education and appraise their general order of magnitude
4. Identify promising solutions
5. Forecast probable differential effects of alternative solutions
6. Evaluate the net consequences of alternative solutions

[10]

These six elements have been altered and adopted by the educational and social leadership found in the Rockland County area of New York State. In January, 1964 Dr. Norman Kurland - then Director of the Center for Planning and Innovation of the State Education Department - participated in a regular monthly meeting of the Rockland County school executives. The purpose of the meeting was a joint exploration of an idea for a community educational center. The educational needs identified at that meeting by Dr. Kurland and Dr. Seymour Eskow, President of Rockland Community College, became the agenda items and the issues raised at subsequent meetings held almost monthly during 1964 and then intermittently during 1965-1971.

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[10] W. Hirsh, "Education and the Future," Mankind 2000, eds. K. Jung and J. Galtung. (London, England: Allen and Unwin, 1969), p. 218.

Since the 1966-1967 school year, the Advisory Council for the Rockland Regional Education Center has met periodically to assess County educational needs and to plan and discuss the impact of Center planning efforts upon the various education, community and cultural agencies of the County. Their principal concerns were the identification of existing programs that might be strengthened and new services that might be made possible - if the several levels of education and the voluntary agencies of the community concerned with related educational and cultural activities could devise ways of pooling resources and energies.[11]

In August, 1971, Dr. Ewald Nyquist, President of the University of the State of New York and Commissioner of Education, spoke before the Executive Committee of the Association of Colleges and Universities of the State of New York concerning the goals and operating procedures of the University of New York.[12] At that time it was agreed that the decade of the seventies would require the use of al. available resources, not in the loose and sometimes laissez-faire fashion of the past, but in a structured and coordinated way. (It was) agreed in principle to seek "entangling alliances" between and among institutions in order to enrich opportunity and produce economy of operation. The concept of regionalism was suggested and described as the developing of a pattern of relationships among institutions...both of higher education and eventually of other types,

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[11] ESEA application (Title III), Board of Cooperative Educational Services Planning Office, 25th and 27th Congressional District, The Development of a Community Consortium, (February, 1972), p. 6.

[12] E. G. Nyquist, "Regionalism: A Modern Metaphor of Collective Excellence," Keynote address at a conference on the Future of Higher Education in New York State, February 14, 1972.

that would seek to utilize the public and private resources in an integrated manner to meet individual and societal needs.

There is no question that most of the people living in Rockland County will be taught in the schools currently in operation today as well as in the near future. However, it is also true that many people are being "turned off" in these institutions and that we must find new alternatives for many of the learners who cannot or will not find success in the institution as we now know it. The educational, social and business leadership of this County has come to the conclusion that we can only succeed if we learn to use all of the educative resources that are to be found in our counties. We cannot succeed unless we find ways to use our cities, as well as our rural and suburban areas as classrooms.

Dr. Stephen Bailey, Chairman of the Policy Institute at the Syracuse University Research Corporation, spoke quite eloquently about this concern when he addressed his remarks to the Service Bureau for Connecticut Organizations in January 1971. In his speech, Dr. Bailey observed that the city is the focal point for the creation and reproduction and display of almost everything that is beautiful and ennobling and memorable in our civilization. It is in the great cities that theaters and symphonies and museums and libraries are located. In and around cities are the centers of the vast enterprises of commerce and industry, of medicine and social service, of transportation and communications that hold such enormous promise for the future of the human race. Cities are the tool of modern guilds and labor unions whose apprenticeships are such an important part of our total educative system. In the cities, professional and aesthetic talent of exquisite

quality abounds.

> Cities are ecological laboratories. They are places where the sheer numbers of interacting people provide a marvelous observatory for human behavior and for behavioral consequences. Cities are masses of unsolved problems--a sufficient number of problems to keep the lives of untold generations seeking solutions filled with adventure.
>
> There are many great teachers hidden in the homes and places of employment of our great cities. These must be sought out and used with increasing frequency and effectiveness. But most of our teachers are, and will continue to be, inside the schools. It is their capacity for educational purpose that will determine the future of the collective enterprise in which we are engaged. All many of them need is your leadership and your inspiration.[13]

The leadership of Rockland County has entered into a process of educational change that will manifest itself in the formation of a consortium of interested County resources to help raise the quality of education within the existing school structures while providing a viable, accountable and rational alternative structure to help those who can learn best outside the existing structure. As a basic tenet, this process holds that only through the meaningful interaction of all concerned parties living and working in Rockland County will there emerge a consortium which will honestly represent the various interest groups, professional personnel, learners and parents. A strategy of "community control of the system" is being envisioned, an attempt to increase the efficiency and effectiveness on the part of the system by utilizing every opportunity to increase the possibility that the system will become part of the community.

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[13] S. K. Bailey, "The City As Classroom," Speech given to Service Bureau for Connecticut Organizations, (Hartford, Connecticut: January 22, 1971).

> The schools will be viewed as a focal point for community (County) planning, not just as an educational center in the narrow sense. This will include processes for decision-making authority on the part of the community/educators and reflects a change in structure, in effect, in content, in frequency and intensity of contact between community and educators.[14]

For the first time, the entire Rockland County, including educators, will examine the total impact of the County on the educational systems, and together will determine what role the schools will play in the education of all County citizens. Similarly, new roles and responsibilities will be identified and outlined for the other resources in the area which can contribute greatly to this effort.

The process which is being utilized in this new approach to educational change and the design of educational alternatives has been reviewed by many persons within and outside of the United States Office of Education. Among these persons are community specialists, education evaluation experts, child-care professionals, and change specialists.[15] It is their consensus that the process which will be outlined in the next several pages is of value in the design of alternative educational programs and that the implementation of such a program will provide a relevant, accountable and responsive alternative to the present education systems now operating in most parts of Rockland County.

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[14] H. B. Higood, Community Control of the Schools: A New Alternative, (Washington, D.C.: Office of Education, June, 1969).

[15] Those authorities referred to are:
Ruth Devlin, Office of Field Management, H.E.W., Washington, D.C.
Richard Fanley, Office of Education (Title I), Washington, D.C.
Jennifer Johnston, Office of Educational Evaluation and Research, U.S.O.E., Washington, D.C.
J. P. Lukens, Dept. of Children and Youth Services, Hartford, Connecticut
Oscar Mims, Office of Planning Development, H.U.D., Washington, D.C.
Connie Reider, Office of Planning and Evaluation, H.E.W., Washington, D.C.

The steps in the process to develop a consortium in Rockland County began with a continuing series of training and orientation programs designed to help each group of interested persons identify their part in the creation of such an arrangement. The training aspect was approached on two levels which will lead to an understanding of the entire process to be followed for the next several years as well as to give participants an understanding of the management system that is envisioned to create the consortium. Early County-wide surveys will lead to a detailed description of each community which is involved in the consortium concept. This description will attest both to the community's readiness for change and to personal, individual attitudes and values in relation to supporting the consortium. The surveys will also, through personal interviews, give community members a chance to state what they consider to be major community problems as they might affect the educational environment. One of the most important outcomes of the surveys will be the identification of community leaders whose support is vital if major change is to be possible.

During the first year, several groups will be created for one or more specific tasks and will cease to exist either when their tasks are completed or when they merge into another group. They include the identification of a temporary consortium planning group, the community survey group and the key leaders' group.

Other groups of a permanent nature will be created during the first year of the consortium. They are the consortium staff, the steering council and the technical planning group. The consortium staff will be created to serve the temporary consortium planning group and will be

continued, when that group is phased out, to carry out the plans of its successor, the Steering Council. Members of the present education systems will be the main staff of the technical planning group.

In addition to the staffs described above, several inquiry task forces will be established by the Steering Council. Their task will be to obtain and use the most recent information available in each field affecting educational programs. To assist in making the educational programs a comprehensive, County-wide effort, the following support centers will be in operation by the end of the first year's work: a consortium management center, an information center, a training center and an evaluation center.

A major emphasis during the second year will be the initiation and operation of new programs within the existing school systems. Consortium members will be responsible for identifying, locating, evaluating and initiating new programs whose goals will be decided upon by each community. These programs may be an expansion and extension of what already exists in the present education systems within the County or may be new programs which are in operation in other communities and which can be easily adapted for use. Important parts of this effort will be an evaluation system for analyzing programs and the use of community resources.

Application of transition procedures and strategies to get from the present systems to the revised system of education suggested by the consortium membership will be an important part of the third year activities. This will include consideration of increased financial requirements, redefinition of the rights and sanctions of consortium

members, overcoming opposition of emerging non-sympathetic groups or individuals in the County and the further coordination of all resources.

Generally speaking, then, the following eight phases will be the plan to develop the consortium:

1. Identify and train County personnel to learn to work together and to specify steps in consortium design.
2. Develop work groups to research and study County resource availability and educational needs.
3. Produce program developed by consortium membership.
4. Initiate program.
5. Obtain resources for consortium - internal as well as external needs.
6. Train consortium staff as well as consortium members.
7. Develcp and operationalize a management information system.
8. Develop evaluation systems to check on operation of the consortium as well as on the educational services offered by the program.

The following is a scenario that might take place as the people in Rockland County enter the first year of the consortium design. Although the steps to be followed are sequential in nature, and the process outlined accurate in terms of chronology, the actual outcomes of the activities and the time frame might be changed drastically depending on the personnel involved, the needs of the County, the traditions of the area, the attitudes of the people entering into the consortium and many other factors indigenous to the area.

Step 1. Meeting of the educational, social and community leaders already involved in the development of the consortium concept

This activity will culminate in this group's identifying the raison d'etre for the development of a consortium in Rockland County and the identification of other key persons in the County to participate in a subsequent training program.

Step 2. Training program for participants identified in Step 1

At the conclusion of this program, the participants will have:

- a good understanding of the consortium concept as outlined by the educational, social and community leaders
- a working knowledge of the process to be followed during the ensuing several years;
- practice in skills related to working with others;
- and, developed guidelines to invite greater numbers of community people to join the consortium.

Step 3. Meeting of educational chief executive officers

The result of this meeting will be the establishment of a consortium center which will act as the focus for the development of the concept. A second outcome of this meeting will be charged with the responsibility of defining the goals of the consortium members into measurable educational objectives and programs. Out of this activity will come an evaluation instrument which will be applied to the process as well as to the results of the consortium concept.

Step 4. Establishment of a field coordinating consortium center

The consortium center staff, with the addition of interested and capable community members, will establish three basic service modules: an information center, a training center and an evaluation center. This hub of consortium activity will act as a resource to coordinate information about consortium plans and activities, respond to questions concerning the consortium, train community members who volunteer to work with the consortium and administer evaluation tools suggested by the temporary consortium planning group.

Step 5. Meeting of the temporary consortium planning group

These educators will establish themselves or suggest others who will become full time permanent consortium staff. Their initial effort will be to develop a procedure and to locate appropriate instruments to survey the several municipal communities in the County, identifying community attitudes relative to the education program, identifying resources that could aid the education program, identifying key leaders in each community, and identifying base line data concerning each community's educational program.

Step 6. Meeting of the consortium staff

The staff will utilize the results of the community surveys to establish priority activities for the information center, the training center and the evaluation center. A plan of operation and a budget proposal will be the outcome of this meeting.

Step 7. Implementation of the consortium information center will take place

The consortium staff will begin functioning via an information service vehicle. Initially, they will establish an information response system to answer questions concerning the consortium, provide materials for consortium programs, plan public relations programs, and develop an information feedback network which will provide correct, immediate information about the consortium effort to prevent the development of inaccurate and damaging rumors.

Step 8. Meeting key County leaders

The key County leadership, having been identified by the consortium staff in Step 5, will meet to be informed about the consortium concept, the development to date, the steps to be taken in the future and will be invited to establish themselves or their representatives as a steering council for the consortium. Their function would be to act as a board of directors for the technical planning group.

Step 9. Meeting of the technical planning group

At the conclusion of this meeting, the technical planning group (representatives of each school district plus a liaison member of each consortium social, business and/or community agency) will have established its role relative to the areas of investigation determined by the Steering Committee. The technical planning group will act as advisor to the Steering Committee when decisions

are to be made concerning consortium actions and will also act as resources to inquiring task forces.

Step 10. Meeting of steering committee

This group will meet to establish a network of Inquiry Task Forces. This network will be made up of citizens of the County who will use the assistance of the technical planning group to identify possible consortium activities in fields such as County resource integration, methods of equalizing County educational programs, County educational programs, County teacher training programs, educational evaluation procedures and alternative educational formats. The Steering Committee will become the recipient of the work of the Inquiring Task Forces and will make decisions concerning activities based on the analysis of their work.

Step 11. Meeting of technical planning group

The technical planning group will meet to analyze educational needs of the County and to identify on-going problem areas. The group will establish contact with the State Education Department in an effort to enlist their support for the consortium concept. The technical planning group will seek funds from outside sources to support the consortium effort.

For those relatively few students who will be taking advantage of this alternative system of education, at least initially, there will have to be developed a new concept of keeping track of the experiences enjoyed by the learner and the support which is needed to produce

these experiences. An Educational Management Information System, designed to be responsive to the needs of learners in a system which might be established by the Rockland County Educational Consortium, has already been conceptualized and developed.[16] The total Education Management Information System is composed of four subsystems: a student monitoring subsystem, a resource monitoring subsystem, an administrative support monitoring subsystem and a fiscal monitoring subsystem. (See figure 1)

The student monitoring subsystem will control or monitor data related to functions that deal directly with the educational experiences of each student. For example, this subsystem will concern itself with educational goals, learning activities, student records, and learning pattern analyses. The resource monitoring subsystem will effectively catalogue,for taped retrieval, resources available to and required by the educational organization and the consortium. These resources include not just the resources of the educational system itself and those of its commonly recognized extensions (libraries, parks, museums) but the resources inherent in the total spectrum of community activity into which the student will eventually fit. (See figure 2)

The administrative support monitoring subsystem will encompass much of what is, at present, generally considered to be "the information system." For example, facility use and maintenance, transportation scheduling, staff recruitment, state report preparation, school census and

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[16] R. H. Ellis, A Study to Develop a Learner-Responsive Education Management System, (Hartford, Connecticut: Center for the Environment and Man, Inc., April, 1969).

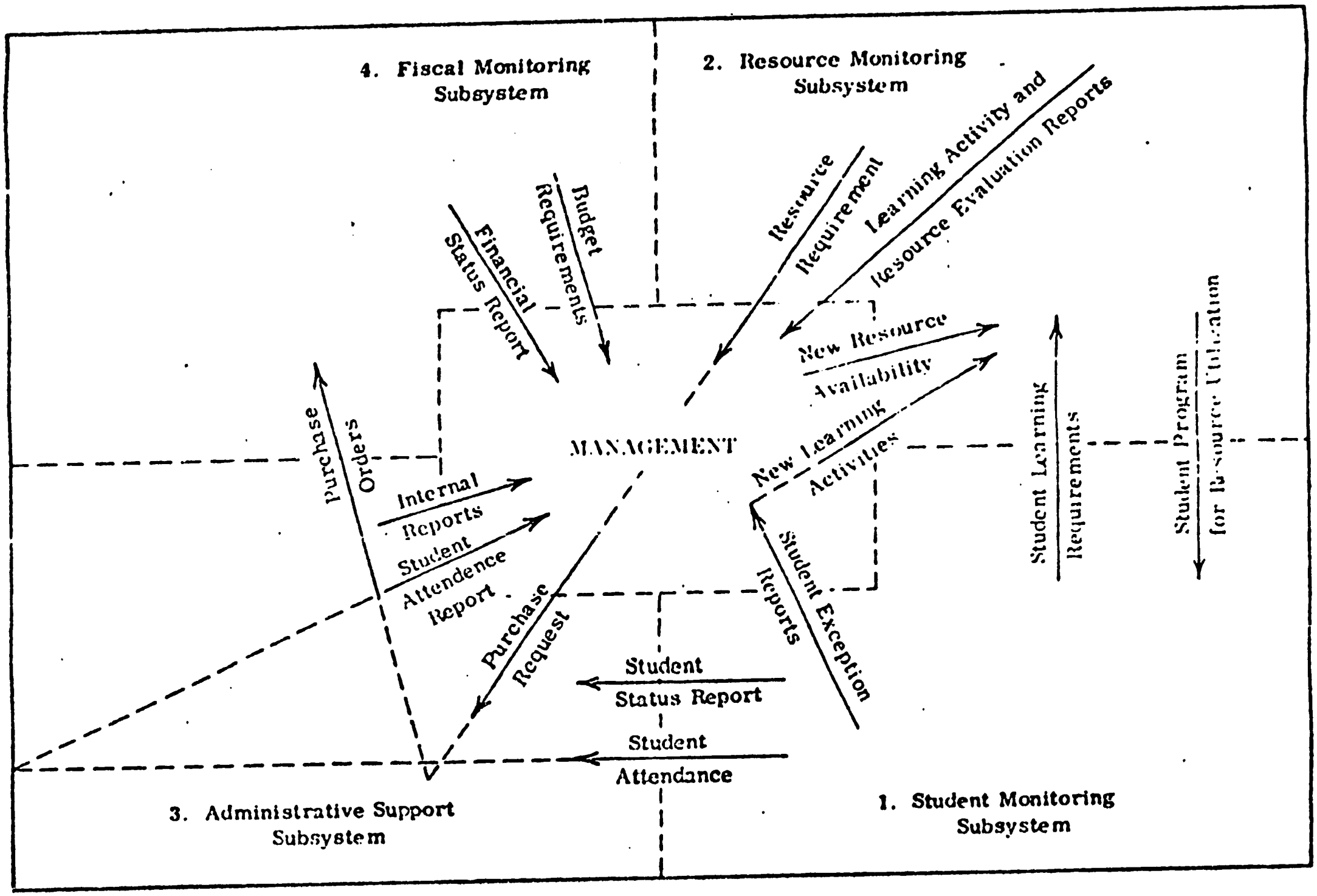

Fig. 1 Education management information system

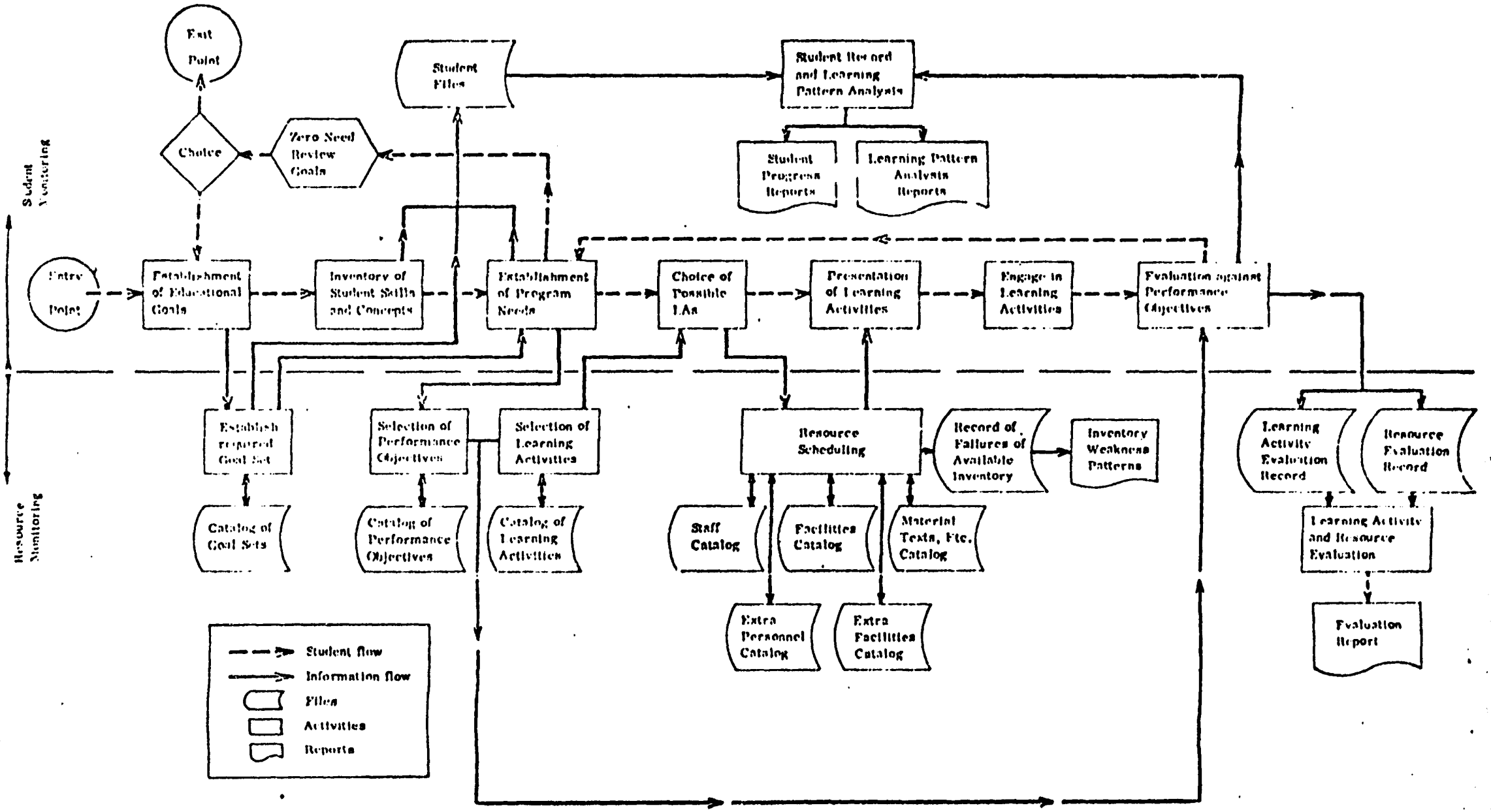

Fig. 2 Student and Information Flow in a Learner-based, Open Education System.

pupil accounting are activities of this function. The activities may be viewed as directed toward facilitating a smoothly running operation.

The fiscal monitoring system will be very much like its antecedent, a well designed municipal information budgeting program. In this function area we will find such services as fiscal planning, programming and budgeting; accounting; payroll, personnel and pension accounting; and revenue accounting. This subsystem is, of course, largely directed toward the maintenance of fiscal integrity. However, when properly designed and utilized it provides a powerful planning tool for the staff and community to use in the allocation of resources, capital improvement planning, cost analysis, trending, etc.

One of the questions continuing to plague educators as well as lay persons is whether a consortium is a viable vehicle to promote educational opportunity for the people of America in general and for the citizens of Rockland County in particular. In a speech to a national conference, then U.S. Commissioner of Education Harold Howe II gave several positive reasons for the establishment of consortia.[17] Some of these are as follows:

1. Consortia, such as are developing on the college level, might be developed for junior and senior high schools - perhaps even for elementary schools. All schools could have open enrollment, and students would attend several in a given day or week. The advantages might include a stronger curriculum, the elimination of duplication, and instant desegregation.

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[17] Harold Howe, "The Strength of a Sparrow," Speech before the Urban Schools Conference, Washington-Hilton Hotel, Washington, D.C., September 22, 1967.

2. Students might be offered a new set of choices, so that no student is confronted with the rigid alternatives of either being in school full time or out of school altogether. It seems to be a strange affair to require every boy or girl to be full time matriculated students without regard to individual needs and interests and problems - and to offer part time programs to youngsters only when they have encountered such social disasters as pregnancy or jail or drop out. Perhaps we need to develop a range of options, both in attendance requirements and in the kinds of programs that lead to a diploma. The combinations of work and study which can be offered to high school students are infinitely variable, and most of these remain unexplored by many high schools.

3. We might subsidize local craftsmen - for example, potters, silversmiths, painter or printers - by providing rent free space in the schools with the proviso that they conduct a class or two in their specialty each day.

4. We vitally need a new approach to involving the parent in his child's life as a student and in the school itself. Too often school is a hostile fortress of white authority to the ghetto resident. Too often the parent has little faith in either the school or the learning process. And too often the parent does not understand his necessary role as a counselor, as a reader of stories, or simply as a person interested in his child's school life. We need to give parents a part in school planning, school decisions, and school operations with

the view of involving those parents in their child's progress in the classroom. For school boards, principals, and teachers, such involvement must go far beyond a PTA tea party on the once-a-year school open house. It means permanently established programs in which parents become a part of the formal school structure, as aids and as participants in the decision-making process.

There is no question, in this day and age, that the citizens of our country are looking forward to, and in some cases demanding, the challenge to a greater say in the operation of the public school systems, from pre-kindergarten through higher education. In the past, a citizen "advisory board" was the best that the lay-person could hope to create and upon which they could participate. Today, citizen control is the cry. Many people are now willing to turn from other endeavors and address the problems of an institution which is spending almost seven percent of the entire gross national product of the United States, somewhere between fifty and sixty billion dollars. In addition, and even more important, individuals have decided that the influence which the schools have over the present and future lives of their children is too great to be left just to the educators, and that it is imperative that they, the parents, be involved in designing appropriate educational experiences. Finally, a large and growing number of parents of minority children are demanding that the schools become more responsive to the needs of their children, and they are willing to help in this effort.

The great stumbling block to the establishment of the consortium concept in Rockland County is the need to redefine the goal and the

implementation of the system of governance which is imposed on educational environments. The key to a revised system of educational governance, as proposed by Dr. Frank Keppel,[18] calls for a new relationship between political and educational forces and a more equitable partnership among local, state, and federal educational authorities. As a consequence of the envisioned system, the power to establish educational policy would not be concentrated in the hands of any single authority, and the governing of education would include the checks and balances needed to insure the protection of individual rights, the establishment and maintenance of meaningful educational standards, and the inclusion of a broader viewpoint in the formation of educational policy.

Several points made by Dr. Keppel indicate a revised, but not revolutionary style of governance. For example:

- Education, as a service of government, cannot stand alone in contemporary society.
- Modern society demands a more effective partnership between educators and political leaders.
- Protection against the danger of isolation of the school lies in the nonpartisan lay board.
- Our present method of governance (local school board or college board of trustees) needs allies and partners if they are to resist dangers of improper and partisan control over the effect on schools of social and economic forces.
- Power of local school boards should be subject to rigorous

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[18] Francis Keppel, "Turmoil in the Schools: The Partners," Papers presented at the Annual Meeting of the Education Commission of the States, (Denver, Colorado, July, 1969).

review by authorities with broader vision and greater detachment from local circumstances

- Distinction should be made between operating tasks, the maintenance of standards and the setting of goals and school policy
- An authority should be responsible to assure minimum schooling standards. This will require new legislation.
- Teacher and academic groups are acquiring too much control on both policy and practice in the schools
- Community or student groups must have an actual, not a decorative role to play. Citizen, alumni, faculty and student representatives must make decisions on staff and curriculum.

The idea for a Rockland County consortium and the possible redesign of educational governance structure may well be a pie-in-the-sky dream if the local school districts and the other contributing agencies do not opt to join in this partnership. As is usual in cases where change is the key word, a great deal of uncertainty will naturally result in a feeling of threat to the governing boards and chief executives of these potential participants. However, the data does indicate several positive reactions have already taken place in various parts of the U.S. which have become involved in the development of consortium-like partnerships.[19]

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[19] Two noted authorities are:
L. Cunningham, Is Decentralization of Control a Partial Answer to Big City Districts? (Ohio State University, February, 1969).

R. Dakin, The Social Aspects of Urbanization, (Kansas State University, April, 1967).

In the early 1960's, it was proposed that three or four communities integrate in order that they might survive as viable units. Each would become specialized; each would develop a special complex of closely interrelated facilities which the others would not duplicate. A mechanism was proposed to achieve this integration - an area board composed of representatives from each community in the complex. Each community might be guaranteed a certain minimum representation on the board and each be limited to a certain maximum representation. A survey was made in each community to secure responses to the idea of a regional complex proposal, and, more specifically, to select which facilities and service they thought were best suited to integration. Two thirds of the community leaders were optimistic and felt that such a complex would result in a more efficient use of resources and that better facilities and services would be achieved. Such a structure as the "Regional Complex Board" may be the answer to the problem of the impossible autonomy of communities at the one extreme and the total capitulation of local authority at the other extreme.

A similar experience resulted in Louisville and Jefferson Counties of Kentucky where the problems were almost opposite to the previously mentioned groups. Here, some of the following problems were in evidence:

1. The inability of the state to perfect systems of school finance capable of taking care of inequalities in supporting education.

2. The vast variations in ability to finance schooling that exists within metropolitan areas.
3. The lack of political access for individuals and groups in large cities.

New patterns of educational governance need be effected in the area. The design called for a district-wide council as well as the establishment of local community, semi-independent districts with their own boards of education. The district would be governed by a nine member commission to be elected from the metropolitan area. The commission would have strong fiscal powers, whereas the local school board districts would be responsible for operating the schools of the region. The indication is that this suggestions was positively received.

One great problem is the resistance of the educational establishment to relocate funds necessary to produce a consortium concept of equalized educational opportunity throughout the County. Whether the consortium in Rockland County provides particular educative services, or whether local school districts provide the service to their townspeople and/or other county citizens, the need to equalize finances and financial support is paramount. Perhaps a unique approach can be adapted from the New Brunswick Experience.[20] Under the plan the province assumed the full cost of financing education with the goal of providing a single standard of education to all communities. Each

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[20] S. Canning, "The New Brunswick Experience," Saturday Review, (November 20, 1971), p. 88.

district worked out its budgeting details which were then submitted to the legislature for approval. In addition, local school boards may undertake supplementary programs following voter approval. New Brunswich enacted a uniform real estate tax of one and one-half per cent of market value as determined by provincial, rather than local, assessors. Sales taxes increased from six to eight per cent, and a ten per cent surtax on income was levied. Teachers are paid under a uniform salary scale and each district hires its own teachers. Today, salaries are determined through collective bargaining between the province and the teacher's union. Reaction to the program is generally favorable. It has resulted in more equal provision of services, fixing political responsibility for school support, and upgrading of the educational program.

There is no way to know what the result of the attempt to create an Educational Consortium in Rockland County will be. In some ways, that is the least of the present concerns. What is most important is that the effort generate a maximum of support from the community and from the County leaders, for if they but once begin to exert pressure for educational change in this part of New York State, tomorrow's educational experiences for a quarter million students will be more relevant, more viable and more exciting than at any other time.

APPENDIX A

The following is a list of alternative education agencies:

Alternative Education Assistance Agencies

1. Alternative Schools: A Practical Manual, Center for Law and Education, Harvard U., Cambridge, Third printing, 1972, pp. 96-98.

Afram Associates, Inc.
6872 East 131 Street
New York, New York 10037

Big Rock Candy Mountain
1115 Merrill Street
Menlo Park, California 94025

Educational Warehouse
698 Massachusetts Avenue
Cambridge, Massachusetts

Education Development Corp.
55 Chapel Street
Newton, Massachusetts

Learning Center
90 West Brookline Street
Boston, Massachusetts

Massachusetts State OEO Office
Boston, Massachusetts

National Association of Community Schools
1707 N Street, N.W.
Washington, D.C. -0036

New Nation Seek Fund
Box 4026
Philadelphia, Pa. 19118

New School Exchange
309 East Canon Perdido
Santa Barbara, California

Teacher Drop Out Center
Box 521
Amherst, Massachusetts 01002

2. Susan Tejada, ed., "On the Fringe: The Unschools," Transition, Vol. 1, No. 1, October 1971, p. 9.

Bay Area Radical Teachers' Organizing Collective
1445 Stockton Street
San Francisco, California 94133

Consortium for Humanizing Education
New College
Oakland University
Rochester, Michigan 48063

Foundations for Change
1619 Broadway
New York, New York 10019

New School Movement
117 Madrone Place East
Seattle, Washington 98102

Teacher Organizing Project
852 Belmont
Room 2
Chicago, Illinois 60657

The New School of Education
4304 Tolman Hall
University of California
Berkeley, California 94720

3. David Morse, "The Alternative," Media and Methods, May, 1971, p. 33.

Alternatives Foundation
1526 Gravenstein Highway
Sebastopol, California 97452

Center for Educational Reform
2115 S Street, N.W.
Washington, D. C. 20008

New Directions Community School
445 Tenth Street
Richmond, California 94801

4. Bonnie B. Stretch, "The Rise of the 'Free School,'" Saturday Review, June 20, 1970, p. 78.

The Free Learner
4615 Canyon Road
El Sobrante, California 94803

Summerhill Society
339 Lafayette Street
New York, New York 10012

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