

Report of the Working Group on
STRATEGIES FOR ORGANIZATIONAL AND ADMINISTRATIVE CHANGE

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I. Introduction

Given the magnitude and immediacy of the problem of designing effective programs for the difficult 30 percent it will be necessary to shape new programs without the benefit of massive before-after experiments which might provide a more adequate basis for decision-making. We have had numerous small-scale experiments but we have not had adequate, large-scale experiments in school systems. In fact, one of the basic issues in the strategy of change is to introduce effective small scale experiments into the mainstream of educational organization. These small-scale experiments offer useful knowledge about the structure of education and the processes of innovation. We shall have to rely on our extrapolations of these, and on available theory and knowledge about education and about organizational change in mental hospitals, correctional institutions, and other organizations.

This working paper has two major parts. In the first we shall present a series of concrete proposals for organizational and administrative change directed at dealing with the problems of the difficult 30 percent. In the second part we shall present the guiding ideas which we have developed about change in the educational establishment.

Our concrete proposals will emphasize federal action. Over the past several decades federal assistance for health, welfare, and many other programs has been extensive. It is now apparent that these programs are not sufficient to provide the necessary conditions for a healthy and productive population. An improved educational program for the nation appears to be

another requisite if people are to have contact with the dominant culture and function without it. The federal government can and should give substantial stimulation to the improvement of educational programs, particularly in our urban areas, where slum schools, de facto segregation, and other major problems exist.

We would emphasize that this is a national problem, that local resources are not adequate to the task, and that state legislatures with their rural domination have not provided special state support for urban school districts. While it is desirable that states and school districts make great effort to meet their problems and, for the most part, to continue to operate the new programs, the nature and extent of the problem demand federal stimulation and assistance.

The problem of our working group, as we have defined it, is how to produce changes in the structure of education--how to use existing institutions better and how to create new ones. To guide our discussion of this problem, we selected a series of program objectives which the changes proposed would be designed to maximize. The program objectives which we chose are as follows:

- A. Development of early or pre-school education.
- B. Development of a flexible and appropriate educational program.
- C. Development of vocational and avocational programs.
- D. Development of viable organizational structures and increased professional competence.
- E. Development of relationships with and education of parents and the community, or "urban educational extension."
- F. Mobilization of supplementary staff of non-professional personnel to help in the educational task.

II. Structural Devices and Specific Programs

To achieve these objectives, the educational establishment must be transformed by taking new steps in institution-building. We shall consider the ways in which this transformation can take place in two stages. First, we will indicate a number of different steps, or structural devices, which appear promising. Secondly, we will describe specific programs for the implementation of these devices.

Structural Devices

The structural devices which we propose can be slotted into three general categories: those to be used inside the school system, those to be used in a mixed relationship between the school and outside agencies, and those to be utilized by outside agencies in a cooperative relationship with the school.

Within-School System Devices

1. Restructuring work loads and re-deploying of staff, in terms of time, size of classes, division of labor, and use of professional and non-professional staff.
2. Increasing teacher incentives.
3. Developing in-service training devices.
4. Developing planning mechanisms to promote innovation on a continuing basis.
5. Developing flexible, continuous curricula and appropriate organizational structures and materials.
6. Altering authority and sanction systems in the schools, enhancing the teacher's classroom autonomy, and re-defining relations between the school system and professional groups.

Mixed School-Outside Agency Devices

7. Development of pre-school programs.
8. Utilization of flexible attendance areas to reduce the amount of student mobility from school to school.
9. Developing programs using school-community agents.
10. Developing vocational and specialized programs.

Devices Used by Outside Agencies, in Cooperation with the Schools

11. Cooperating with law enforcement agencies.
12. Cooperating with federal work training agencies
(National Youth Corps.)

Specific Programs for Implementation

Programs will be described which involve each of the structural devices indicated above. For most of the programs, rough cost estimates will be provided. The figures are estimates of the operational cost per year by the third year, when the program has built up into full-scale operation.

Within-School Programs

1. Restructuring work loads and re-deploying staff.
 - a. Additional personnel, to reduce class size and to provide specialized skills (along with materials) should be provided to schools on the basis of need. Money for these personnel should be given to school systems within major urban areas which meet a certain level of need. Within these systems, money would be allocated to those particular schools which, as determined by computer operations, meet criteria of district and pupil need on the basis

of parents' income, rent, and level of education. This subsidy might run $\$ \frac{1}{2}$ billion a year. In addition, federal funds at \$100 million per year should be provided to rehabilitate old buildings and to alleviate restrictions now set on the numbers of staff, use of specialists, and types of school programs. Finally, funds, perhaps \$10 million per year, should be made available to initiate or extend programs of running demonstration summer schools in areas where there are large numbers of the difficult 30 percent.

- b. A major program should be developed in the use of non-professional staff. These staff members would be both volunteers, in such roles as teachers' aides, and salaried personnel, who also would handle teacher's aides jobs along with supervising lunch rooms, acting as audio-visual helpers, etc. This latter category of personnel would include adults, drop-outs, jobless high school graduates, and high school students participating in a work-study arrangement. Federal money should be given for salaries of the training and supervisory personnel, and the teachers of the trainers, and on a demonstration basis, the salaries of paid personnel. The cost is estimated at \$30 million a year.
- c. Federal programs to help restructure work loads in the schools should include monies for developing

specialized personnel, at the district superintendent level and as assistants to the principal, who would work at developing specialized curricula for the difficult 30 percent. These people would be involved in developing flexibility and continuity in school programs and in assessing and creating new curricula. The cost is estimated at \$10 million per year. Also, federal funds should be given for equipment and personnel to duplicate curricular materials at the district level and also in the schools. This cost would be \$2 million a year.

d. There should be a federal program of demonstration grants for experiments with team teaching and other devices for reorganization of teaching in the schools of the difficult 30 percent. This program would cost \$1 million a year.

e. Federal funds also should be available to implement such programs in vocational education as may be developed on the basis of the report of the working group dealing with this problem.

2. Increasing Teacher incentives. We question the feasibility of the idea that there should be flat differentials in pay for teachers in schools where there are high concentrations of the difficult 30 percent. Instead, we recommend the following:

a. By altering the workload of teachers and increasing the number of specialists in these schools, as

discussed under number 1 above, the proportions of positions with relatively high salaries would be increased in the schools of the difficult 30 percent.

- b. A federal program should be developed to provide additional fringe benefits, such as a place to park one's car and teacher resource rooms (see number 6 below). Parking lots might be obtained through amending the mass transportation bill at a cost of \$25 million per year.

3. Developing in-service training devices. A nation-wide program of in-service training for both teachers and administrators should be instituted. Such a program would aim to stimulate, enable, and support full-time, regular, and continuous programs of in-service training in schools for the difficult 30 percent.

- a. A federal program should be started in which money is given to big city school systems to release teachers from classrooms for in-service training and to finance the training itself. Five to seven systems with enrollments of over 100,000 and about ten systems in the enrollment class of 50,000 to 100,000 would be given grants to develop in-service training. The cost of this would be about \$25 million a year.
- b. Federal funds should be given to about ten universities to develop five year programs for educating specialists in in-service training. Costs are

estimated at about \$5 million per year.

- c. A program of federal grants also should be devised to underwrite in-service training programs for middle management--principals, assistant superintendents, and other functionaries--at \$5 million per year.
- d. In connection with programs of in-service training run in schools for the difficult 30 percent, internships should also be established for teacher trainees from cooperating teacher education institutions. The estimated cost for this program is estimated at \$4 million a year.

In all four preceding programs relating to in-service training, the grants should be flexible, allowing varying cooperative arrangements to be developed among schools of education, school systems, professional groups, and state education systems.

- e. In addition, a small in-service program should be developed to explore the potential for training teachers in the management of students with behavioral problems. One purpose of the program would be to discover ways to reduce the teacher's fear of the disturbed child. (For example, films might be developed showing successful techniques for handling these children.) Cost would be \$1 million per year.

- 4. Developing planning mechanisms. In close cooperation with in-service training programs which seek to raise the skill of the teacher and administrator, special planning should be developed to alter the day-to-day practices of the school. This task also

requires specialized personnel. A program should be designed which will stimulate the development of planning structures in the school systems, at the system-wide level (for example, through provision of an assistant superintendent for planning) at the more localized level (for example, through having an in-service training-planning man in each district of a big city school system), and in the individual school (for example, by freeing teachers a half day a week for planning activities.) Specifically, such changes in school systems should be stimulated by:

- a. Including the development of planning functions and structures as a part of programs of in-service education (see Number 3 above) or any other experimental programs supported by federal money.
 - b. Developing a federally supported research program giving five-year grants to school systems and universities to develop concepts, skills, and techniques (including knowledge of computer capabilities) necessary to sound administration and planning. This program would include a provision for giving five-year grants to school systems, which, as demonstration sites, would develop experimental research and development structures. In designing these structures the schools would be required to make use of experts from business, the military, and other outside organizations. Cost would be \$2 million per year.
5. Developing flexible, continuous curricula and appropriate organizational structures and materials. Federal funds should be

provided to develop organizational structures and curricular materials which enhance the flexibility and continuity of the educational program.

6. Altering authority and sanction systems, enhancing autonomy, and re-defining relations with professional groups.

- a. A federal program costing \$25 million a year should be started to provide each school with teacher resource rooms and to give the teachers time to utilize these resources.
- b. Federal funds should be available to ten universities to develop independent laboratory schools in urban teaching as demonstration centers, and also to cooperate with school systems in devising cooperative experimental schools within the systems themselves. Estimate of cost is \$10 million per year.
- c. Demonstration schools should be provided in the District of Columbia, by special federal appropriation for the difficult 30 percent. It is expected that the cost for two or three schools would approximate \$3 million a year.
- d. Because of the importance of testing and other procedures in the schools, the federal government, through the Office of Education, should establish a research and development program to make a fundamental examination of techniques for evaluating pupil progress. This investigation should include a critical assessment not only of evaluation procedures used in schools, but also of those used in industry and the military. This whole program would cost \$ $\frac{1}{2}$ million a year.

Mixed School-Outside Agency Programs

7. Development of pre-school programs. Pre-school education appears to have a major role in the education of the difficult 30 percent, but it should not be developed at the cost of failing to do whatever is possible to improve the regular K-12 school system.

Federally supported pre-school programs should be developed, mixed in schools, public housing, and other agencies—including churches, boy's clubs, and settlement houses. The program should be flexible not only in locus, but also in hours; it might be during the school day or after school. Education should be provided not only for the children but for their mothers. Dropouts and jobless high school graduates should be included among the personnel used in the program. We assume that the desired content of the program will be defined by another working group in this conference. Cost would be \$15 million annually.

8. Utilization of flexible attendance areas. Since much residential movement in lower-class areas is mere churning about in the same neighborhood, one way to contribute to the stability of the child's relationship with the school is to allow the student to retain his enrollment in a given school although he has moved a distance outside of its normal attendance area. Experience seems to indicate that flexible areas by themselves may not greatly reduce transiency because parents often do not know or realize the importance of such procedures (and because principals often are less than eager to retain some of the children who most need stability.)

Therefore, in cities where flexible boundary arrangements

are introduced, efforts of the school-community agent (described immediately below) should be directed at informing and persuading the parents of the importance of keeping their children in the same school after they have moved.

9. Developing programs using school-community agents. Following the successful model of the agricultural extension worker, federal support should be given to develop a program involving school-community agents as follows:
 - a. Grants should be given to provide a school-community agent, plus supporting staff and resources, for each of the schools of the difficult 30 percent. Ultimately, there should be about 10,000 of these agents. These persons would take over the school building in after-school hours, from 3 to 11 p.m., and would operate a comprehensive program. Agents would be provided on the basis of need in the school attendance area. They would concern themselves with recreation programs, vocational education, the extended day programs, classes for adults, and, perhaps, the supervision of attendance officers. School-community agents could have a variety of backgrounds, and should operate on an equal level of authority and in a cooperative relationship with the principal, in a separate structure reporting to a district superintendent. This program would cost \$20 million per year.
 - b. Grants should be given for the purposes of keeping the schools open these extended periods, at a cost of \$10 million a year.
 - c. Federal grants also would be necessary for training the

school-community agents. About 2,000 agents could be trained per year in 20 centers across the nation, for about \$2.5 million each year.

- d. Federal funds also should be available for programs of cooperation between school systems and public libraries as part of the after-school program. This program would cost \$1 million annually.
- e. Federal funds of \$5 million per year for a study center program under the sponsorship of the school-community agent. These study centers would be located both on and off school property after school hours. Funds are required for a personnel to supervise volunteer and paid reading assistants, materials, and physical facilities, etc.
- f. As part of the school-community program, the agents and others involved would attempt to explore ways of mobilizing health and welfare agencies throughout the community to provide assistance for the difficult 30 percent.

10. Developing vocational and specialized programs.

- a. On the basis of the report on the working group dealing with vocational education, programs of mixed control between schools, businesses, and labor should be developed to give training for work.
- b. A program comparable to the National Youth Corps (described in Number 12) should be developed at the local level and supported with federal funds. The corps would be dedicated to group cohesion, learning, and community service. Its members would be paid. The program would include athletics,

education, and work experiences (with groups of six or more involved in such tasks as traffic regulation, patrolling the parks, establishing vacant-lot recreational facilities, giving clerical assistance to community groups, and helping with public sanitation duties.) Members would live in their own homes, but would eat their noon meal together and wear some identifying insignia. The schools would provide the formal educational program in whatever setting it was given. This program would be staffed by persons who have had military, scout, youth work, or comparable experience. It would operate under civilian control, of course. Cost would be \$50 million per year.

- c. Federal money should be provided on an administrative basis for treatment centers for the most disturbed children in the schools of the difficult 30 percent. In part, these might be outside the school system, but, like the "600" schools in New York City, in the main, they would be inside. Federal funds might also be given to make special work with combatting narcotics addiction as a part of the school-community program. Annual cost might be \$5 million.

Programs of Outside Agencies, in Cooperation with the Schools

- 11. Cooperation with law enforcement agencies. Existing relationships between the schools and the agencies of law enforcement are not adequately designed to produce an affirmative impact upon young people who experience some form of marginal status. Effective means must be provided to replace the aggravation of marginal and delinquent tendencies through excessive reliance on

formal and negative measures of arrest, adjudication and detention.

This end will require a broad program of education of those personnel in agencies of criminal justice who deal with young people and the school, with a view to increasing their understanding, changing and redirecting their philosophies, and providing them with skills and techniques which will permit the discharge of their responsibilities in an affirmative and constructive manner. In short, the program would attempt to provide a machinery which would be designed to limit the re-defining of educational and cultural difficulties as problems in crime and delinquency. Since the police are the official agents of the community in receiving and investigating complaints, or of directly arresting, holding for court, or disposing of as "station adjustments" the youngsters who are in violation of law, it is important that police action be turned from a punitive and restraining procedure to a case-finding and referral function. This involves a program of pre-professional and in-service education so that the police-school role can be defined as activating resources, services and institutions of the community in behalf of the needs of marginal and problem young people. In short, it would increase the capacity of the community school to serve the needs of its problem children by enlarging the capacity of the police to draw upon the totality of the resources of the school and the community. Cost might be \$5 million per year.

12. Cooperation with federal work training agencies (a "National Youth Corps" or, in congressional terminology, a "Domestic Peace Corps."

As indicated under Number 10b., there is a need for a national service corps, developed as a federal work training program.

This program would recognize the pressing problems caused by the anticipated pile-up of 7 million young unemployed. The program would be like that already described at the local level, but would be more appropriate for those for whom it is best to leave home, and more involved in the CCC-like activities of public works. This program would require \$200 million a year.

13. Cooperation with the military. A way should be found to stimulate and enable the military to take in greater numbers of volunteer students from the difficult 30 percent. At present they are excluded on the basis of I.Q. test results (for example, an I.Q. of at least 105 may be required) and reading test scores. The army should take in those students who volunteer unless they are really seriously deficient, giving them the same opportunity for educational and occupational change as other enlistees.

We propose that, as a start, the Office of Education make available special funds for trial six-month training periods for enlistees from the difficult 30 percent. They would be provided with remedial training while in uniform and thus be given a second chance at learning in a new setting. The program would require special interpretative efforts with school counsellors, who in turn would provide information to potential recruits. The cost might be \$10 million per year.

Tentative Budget Summary

Here we will present an itemization and total of the tentative costs of the various programs. Figures are presented for the cost per year by the third year of operation, by which time it is assumed that programs have been able to build up into full-scale operation after less costly efforts in the first years insure quality of performance. Projected cost figures do not cover planning and budget work needed for planning and implementation at the federal administrative level. It is assumed that departmental staff, aided by a citizens advisory committee, will coordinate the programs. The budget estimates are as follows:

<u>Program</u>	<u>Expected Minimum Expenditure per year by third year (in millions)</u>
1. <u>Restructuring work loads and re-deploying staff</u>	
a. Additional personnel	\$500
Building rehabilitation	100
Summer demonstration schools	10
b. Use of non-professionals	30
c. Curriculum specialists	10
Curriculum materials	2
d. Team teaching, etc.	1
e. Vocational education	(no recommendation in this report)
2. <u>Increasing teacher incentives</u>	
a. Salaries	(covered under No. 1)
b. Teacher parking lots (for resource rooms, see No. 6A)	25
3. <u>Developing in-service training devices</u>	
a. In public school systems	25
b. University programs	5

c. For middle management	5
d. Internships	4
e. For management of disturbed children	1
4. <u>Development of planning mechanisms</u>	
a. Inclusion in in-service training	(covered under No. 3)
b. Research on planning	2
5. <u>Developing flexible, continuous curricula and appropriate organizational structures and materials</u>	3
6. <u>Altering authority and sanction systems, enhancing autonomy, and re-defining relations with professional groups</u>	
a. Teacher resource rooms	25
b. New types of laboratory schools	10
c. Federal demonstration schools	3
d. Evaluation procedures	.5
7. <u>Development of pre-school programs</u>	15
8. <u>Utilization of flexible attendance areas</u>	(covered under No. 9)
9. <u>Developing programs using school-community agents</u>	
a. Personnel funds	20
b. Funds for buildings and operations	10
c. Training of agents	2.5
d. Cooperation with libraries	1
e. Study center program	5
f. Mobilizing agencies	(covered under points above)
10. <u>Developing vocational and specialized programs</u>	
a. Work-study programs	(no recommendation in this report)
b. Local youth corps	50
c. Treatment centers for disturbed children	5

11. <u>Cooperation with law enforcement agencies</u>	5
12. <u>Cooperation with federal work training agencies</u>	200
13. <u>Cooperation with the military</u>	10
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TOTAL	\$1.085 billion

III. Ideas about Educational Change

In this report we have suggested a number of programs involving the expenditure of federal money. Given the present political and fiscal scene, we believe that the national emergency in education must be dealt with by the federal government. But this viewpoint should not be taken to suggest that federal action or federal money (or, for that matter, any amount of money) can do the job alone. We reject the simple additive model of change, in which it is assumed that simply adding more teachers, classrooms, or texts will produce real change. Instead, we seek to develop a conception of change in which certain types of inputs give rise to structural changes—and these structural changes themselves induce further changes in behavior. Thus, we generally have recommended measures which we see as having a multiplier effect throughout the educational establishment. In addition to increased federal money, additional resources must come wherever possible at state, university, local, and other levels. Most importantly, these new resources must be used in ways that free and stimulate the creative thoughts, energies, and talents of persons and organizations at all levels throughout the country. The schools must have increased capacity for self-induced change.

We must not underestimate the capacity of the educational establishment to resist change or to destroy it through incorporation. This is an age of tremendous experimentation, innovation, and show-case programs, but little real change. Within a mile radius of the exciting experimental school may be ten traditional schools which are unaffected by it. Experimental programs, new materials, demonstrations of teaching prodigiousness, the Hawthorne effect, and new ideas excite but often do not diffuse. What diffusion occurs

is often subject to severe degradation in the process.

There are several reasons for this inertia and frictional drag, among them being:

1. The high decentralization of the educational establishment, which is split into thousands of schools and districts, state organizations, etc. This means that new practices must be communicated to and adopted separately by thousands of different units.

2. The relatively weak political position of the schools and the schools' dependence upon social and economic processes in the larger society-- integration, unemployment, etc.

3. The relative weakness of professional groups and collegial contacts and stimulation in education, and the corollary weakness of professional commitment. In contrast to those in most other professions, the teacher is a "solo" practitioner, teaching in her own classroom apart from colleagues. She operates without few structured situations for passing on innovative concepts and commitments.

4. In the void of objective knowledge about what really is the best educational practice in the situation of low consensus on the goals of education, there is a strong reliance on the traditional educational technology. This means a reliance on grade organization, textbooks, the teacher in her classroom, certification, and the standard curriculum. These are the "normal" techniques that have seemed to work successfully in the past with "normal" children.

5. The existence of patterns of centralized and bureaucratic administration in the school system.

6. The general weakness of in-service training in the schools.

In the face of such barriers to change and of the desperate need for

change, we must not limit ourselves to picturing what would be best or to providing ideal but small-scale experiments under the assumption that they somehow will diffuse. Instead, we must ask how change can be made exponential: How can we mobilize the decentralized school establishment? How can we energize political, social and economic resources outside the schools? How can we further professional contacts and commitments? How can we stimulate greater flexibility in administration? And how can we help the schools cross the threshold from the traditional structure of teaching "normal" children to a re-defined structure in which they use many techniques to teach many kinds of children? To produce changes, we must understand the structure of education and the ways in which change has been and can be successful within it, and we must grasp the possibilities of a break-through toward more dramatic change in the future.

Elements of Change

The acceptance and diffusion of innovation is a function of several elements--concepts, personnel, allocation of time and work, administrative style, energy, and funds. Most of these elements must be present for change to take place. The initiator of change needs concepts to stimulate the need for change and to define the operation of the innovation, personnel to plan and carry out the new function, a reallocation of time and work, an effective administrative style in his relationships with others, and personal energy, funds, and other resources to accomplish the task.

Models of Change

We can identify three general categories of models--internal, external, and national--of the ways change does and can occur in the educational establishment.

1. Internal models.--Change can be viewed as occurring at three major

levels within the educational system: at the top level, at the school level, and at the classroom teacher (collegial) level. Most recent changes in the educational system have occurred at the school level, but a major future objective is to increase and improve activities at both the top and collegial levels.

Administrators at the top level can promote change in several ways. They can reallocate funds, personnel, time, and work. They can seek funds, concepts or ideas, and personnel from professional, governmental, or other institutional agencies. Freedom to innovate may be enlarged consciously, and successful innovators may be given promotions and other rewards both to increase organizational effectiveness (in terms of how well the organization educates children) and efficiency (personal satisfactions which raise morale.) An administrator's capacity to produce change is limited by such conditions as the number of old-liners in the organization. Change within the school system often is initiated at the top and reaches the school level by command through the line and staff organization. The key figure is usually not the superintendent, overwhelmed with political worries and public duties, but someone on the deputy, associate or assistant superintendent level. Change also can take place by means of a collegial approach involving personnel at both the top and school levels and even resource people from outside of education. Although change from the top occurs largely by commands passed down to the school level, techniques which involve colleagues in the implementation of the change are more likely to insure understanding and support at the school level. Innovations at the school level do not diffuse either horizontally or vertically throughout the organization without central office support in the form of additional inputs and mechanisms.

At the school level, change typically takes place under the leadership

of the principal. Here, too, change generally is most effectively instituted if those who must carry it out work as a group to understand the program and its operation. In order to use techniques involving a sensitivity to processes in innovation, the principal must reallocate staff work and time, obtain resource people, and stimulate the expenditure of additional energy of many staff members. At this point, the usefulness of the innovation can be increased if the central office supplies additional materials, funds, teaching personnel and resource people to the school. If the central office considers the innovation worth using in other schools, it can create a structure through which trained personnel can work with principals and key teachers in other schools to spread the idea and new practices. A major structural condition which facilitates or limits the degree of innovation at the level of the school administrator is the actual criteria used in deciding on promotions, which often go to those who conform rather than those who innovate.

The third major source of change is at the level of the classroom teacher, or collegial level. Because teachers are solo practitioners, there is relatively inadequate communication of the many new ideas developed by teachers to other teachers. They may get neither time nor rewards for innovation, and usually find few situations for telling others about them. A potential source of increased innovation is to use more fully or develop new collegial organizations for support and diffusion of new teaching practices. A forthcoming study by Ronald Lippitt of the University of Michigan may supply relatively detailed models for such institutions.

2. External Models.--External models may be categorized as competitive and cooperative.

The competitive model is well illustrated by the laboratory school of

a university. Ordinarily, in comparison to the public schools, there is one school rather than many, the hierarchical structure is relatively flat and the total staff is small enough to permit much face-to-face communication. Also, an expectation for change may be built into the mission of the school.

In terms of the elements noted above, the laboratory school may have a number of unique characteristics. Being part of a university, it enjoys a plenitude of concepts. Members of the university faculty may be available for discussion, suggestion, or even work. School staff members may have been selected because they are interested in educational innovation, and they see their own work situation as the setting for such innovation. The laboratory school typically does not have local tax funds available, but often it is supported by the state and can attract funds from foundations and national governmental agencies. The remote source of these funds contributes to the independence of the organization. Less dependent on an immediate clientele and separate from the large school system, the laboratory school can reallocate the time of teachers and pupils with relative ease. The top administrator of the laboratory school has greater authority than a principal but is in direct contact with his staff and can encourage a collegial relationship. This model may be especially appropriate in experimenting with innovations for the difficult 30 percent.

Another competitive model is illustrated in a remedial reading program begun with volunteer workers in a settlement house. Two programs were developed: a tutorial program for retarded readers and a reading club for those who liked to come and make use of the books available. The program was small enough so that the professional teacher could work face-to-face with the volunteer workers who needed training in teaching techniques, but

the number of volunteers was large enough to give each student a tutor. Since staff members were volunteer and pupils attended in non-school hours, time allocation required only that the teacher and pupil be scheduled at a time convenient to both.

The schools responded to the competitive tutorial program in two ways—first, by referring students to the tutorial program, and secondly, by establishing their own remedial programs in reading. In this instance a competing agency demonstrated need and public support for a program which the school no longer could afford to ignore. Normally, the competitive model represents, quite deliberately, a threat to existing structures, and succeeds through forcing the educational system in new directions. The competition operates not only directly, by showing the conventional schools new and promising ways, but also by communicating to the public and mobilizing outside pressures on the schools by the Parent-Teachers Association, and other community groups.

The cooperative model is demonstrated in a relationship established between a school and a nearby university. The two institutions join in the common interest of trying out and evaluating new practices. Most frequently, this relationship seems to include a single school, not a school system, and a few university staff members who have some access to the broader university community. It may be initiated by a school principal in a strong political situation, or by the university.

In terms of the elements of change, the cooperative model does not lack for concepts. In addition to the school and university people immediately involved, the ideas of many other people can be tapped readily. Some of these people may actually be involved directly in work with the staff of the school and thus may add to the personnel resources. Since the work

presumably is experimental, a case may be made for adding teachers and non-teaching personnel. The same justification may be made for additional budget for the school. In addition, the partnership may seem sufficiently promising to attract money from foundations and national governmental programs. The experimental nature of the program can provide justification for reallocating the work load and time expectations of teachers. Limiting the project to one school permits the entire work group--principal, teachers, and university personnel--to act largely in collegial rather than hierarchical relationships.

Practices developed in the cooperative setting may be diffused in several ways. The school as an actual operating agency may become a model to other schools, like the laboratory school or the school cooperating in a program of curriculum reform in the competitive model. Staff members in the school may become resource people in working with other schools and school systems. The university personnel may use their experience in the cooperative project as a basis for enriching their classes and their consultant relationships.

A National Model.--The gigantic national model stands erect, casting a lengthening shadow in the history of direct national intervention from both public and private agencies. In the public arena this intervention is illustrated in educational benefits for veterans, the establishment of the National Science Foundation, federal aid for impacted areas, the cooperative research program, the educational activities of the Executive Office of the President, the National Defense Education Act, and, be it not forgotten, the now obsolescent Smith-Hughes Act. In the private arena, national interest in education is illustrated in the organization and growth of the Educational Testing Service, the rapid expansion of the College Entrance Examination Board, the National Merit Scholarship Program, university sponsorship of curricular

reforms, and the money grants of the great foundations (beginning at the turn of the century with Rockefeller's General Education Board, which established in many Southern counties the first high schools Negroes could attend.)

These programs, both public and private, provide a number of important elements of educational change. Many of the programs have money. This money is available if the ideas of the proposed user of funds are compatible with those of the potential giver of funds. To procure such money ordinarily adds to the prestige of the individual who initiated the request and to the institution with which he is affiliated. With money, ideas, and prestige, these programs have an impact upon the conduct of education everywhere.

These programs present a gigantic national complex in our society, bringing together in a varying mix representatives of the federal government, of foundations, and of universities. To some extent, the relationship has been formalized in the existing Panel on Educational Research and Development, which has as its three principals the Commissioner of Education, the director of the National Science Foundation and the President's Science Adviser, and as its 20 members a mixed bag of individuals chosen in some cases for hierarchical position and in some cases for reasons of personal taste in people, with a happy few who combine both qualifications. The effectiveness of this group has yet to be proved, one way or the other. Three Congressmen--Lindsay of New York, Green of Oregon, and Morse of Massachusetts--have introduced bills to establish a more formal advisory committee, which would report directly to the President and would presumably assist, as the current panel does not to any significant degree, in arousing public support for educational projects. The danger of such a formal committee is that it will be

dominated by the beneficiaries of the existing structure, and will act to retard rather than promote change; the danger in the existing Panel is that its eccentricity lessens its potential power. Some compromise between the two devices should be sought.

More important than any formal structure is the informal relationship of the three agencies in the national complex. This complex is probably both representative of the culture and creator of the culture. In any case, powerful forces in America see improved education as indispensable to our general welfare and these forces and the programs over which they exert some control affect all models of organizational change.

The curriculum content and institute programs of the National Science Foundation illustrate the impact of national movements on change in the schools. University scholars and high school teachers of science and mathematics worked together to develop the new courses. The next year many of the high school teachers who had participated in the initial experiences gave instruction to other teachers in year-long and summer institutes. This multiplier effect has continued with the result that in a few years a major part of the high school students of the nation were using the new physics and the new mathematics. This impact has been most pronounced in suburban schools, less in large cities, and least in rural schools. But almost none of these schools have been untouched by these national, independent, cooperative movements to bring about change in the school program.

Until recently the programs represented by this complex have dealt with the academically talented. The curriculum reformers, for instance, have reinforced the National Merit Scholarship Program and the College Entrance Examination Boards. All have dealt with the college-bound youngster. It remains to be seen whether or not the complex can deal as effectively with the

difficult 30 percent. As the proposals developed in this working paper suggest, national intervention is imperative if education for these groups is to be upgraded. Effective formats for inducing massive change at the national level must be devised.

DRAFT REPORT

OF

WORKING GROUP ON YOUTH WORK AND YOUTH EDUCATION

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I. INTRODUCTION

The Working Group on Youth Work and Education has devoted its attention to (1) a recognition of the changing nature of the American and world society, and to the need for a reallocation of human resources in a changing world of work; (2) a reformation for our times of the concept of work and an exploration of its relation to education; (3) outlining a compatible system of education which is both sufficiently flexible and comprehensive to stimulate and instruct people for both personally and socially rewarding employment in a dynamic world.

The solution of employment for the unskilled out-of-school youth, a large number of whom are among the difficult 30%, can not be divorced from the larger problem of training for all youth and from the problem of finding employment for all youth of whatever capacity. The total answer to full employment opportunities lies within the economic framework of the nation, and within the economic policies and existing economic institutions of the nation. Such questions as the matter of tax incentives to encourage enterprisers to expand employment, or the national policies to encourage investment in the United States as compared to investment in foreign nations are of vital import to the degree of employment enjoyed by the people of the nation. Obviously they are beyond the scope of this paper to discuss.

However, within any given economic climate, there are certain national state and local policies which can be followed

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to reduce the amount of joblessness among the youth of the nation, and to make them more employable at any given time. The suggestions made in this paper address themselves to this objective.

The working group on youth work and education is of the opinion that the American society has matured to the extent that it is able to ask the following question of its citizens - and particularly of its young. "Tell us what you like to do and we can and will pay for it." The programs we have suggested recognize this as a general principle, but it also recognizes the need for reasonable and meaningful answers to this question on the part of the youth of the society. This we view as the task of the school and those other institutional elements in the United States which presently educate, inform and guide the young. Nevertheless, whatever assumptions the reader begins with, the recommendations which we have made are sound and should be implemented to alleviate the growing crisis in the American society.

To implement the ideas and programs we have outlined, it will be necessary to remove rigidities in current "vocational educational programs," in state, municipal and professional licensing laws where they hinder the public interests, and indeed, in the political organization of society itself where it tends to

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inhibit the growth of adequate education for useful human tasks. Equally important, a new philosophy of educational research and development must be incorporated in our educational system so that the necessary changes in the current system can be adequately defined, and in sufficient time to permit education to keep pace with the anticipated rapid change in society itself. These topics will be treated in greater detail in the sections that follow.

A. Education and work in the Changing Society.

Modern technology has brought, and will bring even greater opportunities for freeing the creative capacities of individuals to attempt tasks which until now might have appeared utopian. Beyond this, technology has brought with it tasks which must be performed if the society and the individuals within it are to maintain a certain modicum of happiness and stability. These tasks are related to each other. They concern the possibilities of two areas of purposive activity: that of human enterprise, in which an individual himself may conceive of that which he wants to do and within the limits of certain rather flexible social constraints may fulfill them; and the recognition of the organized institutions of the society to undertake certain social educational and industrial tasks, which, if not undertaken, will add further to dislocation, stratification, alienation, and

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anomie in the society. This activity concerns work which we may call "Repair of Individuals." It includes such work as improved child care, social work, psychiatric work, education, etc. In this sense, education becomes the way whereby individuals repair themselves and society. Work, then, must encompass both of these activities, and should no longer be conceived of narrowly as employment for pay without awareness of the content of that employment. Hence, vocational training must have as integral to it the concept of dignity to insure that the individual youngster will attach to his job and hence to his life meaning, importance and utility. Just as we have come to realize that being in school may not be enough because the quality of education received is poor, we believe also that jobs per se are not enough. Hence, there may be many "jobs" which should not be performed in the first place in our society, and which, although they are performed, do not have any kind of meaning or importance to them and may further degrade or alienate the individual. Drudgery which formerly was almost consonant with work no longer has to exist, and we are thankful, in this regard, that technology has provided the opportunity which does not make necessary certain tedious tasks. Conversely, there are many jobs which need doing, but either do not get done or because people are not skilled in ways which would make them capable of filling them. Further some of the jobs may not now be defined as work and are considered ancillary to the

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needs of the society. This must be corrected. Beyond this it is misguided and dangerous for educational institutions on a secondary school level to prepare students for narrow tasks. Labor saving devices, automation and other changes in technology are making a mockery out of many of the traditional vocational courses.

Americans must in part now turn their attention to basic forms of creativity. For example, art in America generally has been thought of as outside the concerns of most people. This is a mistaken view. We urge strongly the expansion of art programs, Art Centers, and aid to the young who wish to pursue art as a vocation. Americans must devote much greater attention to assisting the less fortunate in underdeveloped nations and in underdeveloped parts of the United States, in rebuilding their cities, in discovering themselves and the physical universe. These will become the important and necessary humanizing tasks in a highly impersonal technologically oriented society. The society must regard such tasks as work and reward their accomplishment accordingly. Further, our educational institutions must supply the techniques and attitudes which are the necessary foundations for proceeding in this crisis ridden age.

B. Institutional Rigidity in the U.S. Society.

Administrative regulations, laws and bureaucratic requirements have multiplied over the last several decades as the society has become more complex. In many cases, these laws have an effect quite different from their original intention. They operate as a

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restraint on the individual, limit his capacities and indeed his social usefulness. For these reasons we recommend that entry requirements into schools, jobs, professions, and trades, be reevaluated to assure that the standards which do exist are not road-blocks to individual enterprise or, more generally, hinder the public interest. It is important that major institutions of the society re-think their roles and the assumptions on which they operate so that the imprisonment and calcification endemic to mature social systems may be avoided in the American society.

Another form of social stratification must also be investigated. Too often we have pursued the notion that certain people are able to do only certain kinds of jobs which themselves are very limited. This has worked great hardship on both individuals and the society since it circumscribes the meaning of work and what the society should consider that it must do. By the same token we should not allow a priori judgements of people which would tend to limit the kinds of work which should be available to them. In this sense, tests which are used to grant admission to perform particular jobs must now be reevaluated utilizing different schemes and operative principles. This necessity demands flexibility and experimentation within the educational system and within the society as a whole. It is only in this way that one can hope to obtain at least a partial solution to the difficult problems which we presently face. Our report, then, should be judged in terms of a series of specific recommendations and programs which have as their

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their end not only aiding the so-called "Difficult 30%" but also aiding the American society in continually renewing itself and in achieving the ideals toward^{which}/it strives.

Although, for conceptual reasons, it may be of use to divide the society between the middle and the upper class 70% and lower class 30% -- both in terms of socio-economic scale and educational attainment, we must be aware of the fact that the next few decades will bring changes which will make clear that the education and particular jobs that are considered permanent and useful will not be true. We are brought to the realization that what is true for the difficult 30% is true for the rest of society, although for the deprived group it is even more important since their alienation from what is going on will be that much greater. Since education must now be a continuous process consonant with the entire life of an individual, we favor the initiation of educational institutions which will cater to individuals' educational and life needs throughout their lives. Once it is realized that education is a continuous process, it follows that greater flexibility must exist about the question of when individuals should take their training. Social and educational institutions must now come to reflect this kind of flexibility.

We must expand those institutions which recognize that "dropping out" will become an important element in American education. Such institutions would rationalize the system of

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returning to school when the educational drop-out needed further training or retraining. In this sense wholly new educational institutions which cater to "drop outs" will have to come into existence. Much concentrated research and development will have to be initiated for this and related projects.

C. Research and Development in the Educational System.

We believe that the future educational system must be "self-correcting" i.e., it must contain adequate mechanisms for automatically adjusting to changing conditions. This implies greater scope to and flexibility in educational resource and development. Two of the very important road-blocks to be removed in the development of a "self-correcting" program of education for productive activity are the current attitudes towards educational experimentation and the current concept of its role in an evolving educational system. There has been a reluctance to experiment with large segments of a school system, and hence, with the community it serves, in order to develop new curricula, new social organizations, and new methods of transforming educational systems to meet future needs. This has been particularly noticeable in the field of so-called "vocational education" in which many current curricula emphasize skills and trades whose utility has greatly diminished, and the demand for which is constantly decreasing (e.g., sheet metal working, printing, food trade skills.) and in which educational experimentation has yet to play a significant

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role. Education in general has been a slowly evolving system in which the energy devoted to self-improvement has been only gradually increased, and in some areas not at all. On the other hand, science and technology is increasing man's knowledge exponentially with time and the resulting changes in industrial techniques, in the composition of industry, in manufacturing techniques and in the techniques of providing basic services of all types. The result is that the demands for skills change with such rapidity that many workers must undergo repeated re-training in order to be able to contribute productively on a continuous basis. We believe that the latter trend is certain to continue and that the current slow-moving evolutionary process through which educational programs are adjusted cannot possibly cope with these changes; the answer appears to lie in an improved system involving greater experimentation, innovation, and equally rapid change.

We must now try to predict the future changes in science and technology in economic conditions, in production techniques, in skill demands, in social changes, etc., that will take place if current trends are allowed to continue, and begin the development of compatible social and educational institutions and programs in sufficient time to be prepared to meet the foreseen conditions, or where appropriate, to undertake actions to modify predicted results. Only in this way can we hope to reduce the current time-lag

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between social changes (caused by science and technology as well as by social and political factors) and educational reaction, and diminish the discrepancy between occupational demands and available skills and the consequent misery and dislocation on our youth. This clearly cannot be done without a greater amount of educational research and development involving experimentation on a much larger scale heretofore even considered. Can this be done?

We believe that it can, and it must. There is a growing awareness that the U.S. educational system is not meeting the needs of the current society and that there are too many people whose educational development will not permit them to participate fully and creatively in U.S. life. This fact, and the fact that this group -- the group which includes the dropouts, the illiterate, the unskilled, the poorly educated and culturally deprived child not being able to contribute or enjoy the fruits of American life leads us to conclude that immediate, effective and creative action is called for from the Federal government.

Judging from experiments which have now been initiated by various cities and local groups there is recognition on the part of people that educational experimentation must proceed; and that although large-scale educational experiments that are well-conceived and well-executed could possibly produce results that were not as

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good as predicted, they in themselves could hardly develop an educational product inferior to that being produced in most schools today. Even these experiments would point the way not only towards other more optimal experiments, but also towards the changes needed in current systems so that they will in fact meet the needs of the future. It is within the framework of this philosophy of experimentation, and in the light of the desirable changes in the concept of work or desirable productive effort in our future society that we have developed the projects that follow -- projects which we believe can be undertaken - now.

II. OLD AND NEW WORK WITH EDUCATIONAL CONTENT

Work-Education Programs

Work-education programs should be put into operation as soon as possible, in depressed areas throughout the country, particularly urban slum areas, using Federal funds, since local educational systems are unable to provide for such programs. Funds under the revised Vocational Education bill and other relevant loans could be used for the programs outlined herein.

These programs would be aimed at preventing the large numbers of currently unemployed and unemployable young people from becoming chronically unemployable and, in consequence, permanently disabled -- socially, psychologically and physically --

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with the very real danger that their children will suffer the same or even worse disabilities.

The basic components of any work-study program are:

1. Part-time work for which wages are paid; and
2. Part-time formal education, be it academic, "vocational or a combination.

The purpose of such programs is to provide participants with stimuli for learning in the form of concrete immediate financial reward, career exploration opportunities, specific training, and job-placement. Success in the work area tends to increase motivation and capacity for effort in the academic area, and also leads to the development of habits and attitudes relevant to the functions and requirements of different kinds of work. Learning thus becomes conceptually articulated with material reward and with a sense of mastery and participation.

The effectiveness of a work-education program will depend very much on assisting students in the classroom to see the personal and social implications of their jobs. An important way of making work meaningful for students is to have them work on tasks which are useful to their community.

To absorb larger numbers of unemployed youth, whether skilled or unskilled, there must currently be an expansion of public and community works to relieve some of the pressure for employment immediately. The expansion of such public works falls into two categories. The first of these categories is physical

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in nature in the traditional public works sense. The second type of public works is a type involving human conservation and social development.

In the first category of public works, a larger program of needed construction in blight clearance, housing, central business district redevelopment, water and sewer facilities, public school expansion, public buildings, soil conservation, forestry development, public recreation facilities, and resource preservation and development, could absorb young workers while improving the capital value of the nation. This work should include young artists who would improve the physical and humane aspects of the society.

There are numerous functions which could be executed by youth to great benefit to themselves and to the community and society as in the following examples:

1. Junior and senior high school students may be used as teaching assistants for elementary schools.

2. Research grants to secondary school teachers in the physical and social sciences and humanities could allow them to use students as research assistants. This would have the added advantage of sharpening teacher interest in the educational process, boosting their morale, and adding to the storehouse of knowledge, and new subject matter curriculum in below college courses.

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3. Using students in a variety of community services; for example, as recreation leaders, assistants in libraries, hospitals, social work and slum planning and clearing.

4. Organizing students in cooperative work organizations through which they perform important tasks such as maintenance work, work in public parks, and the like. Retired persons could play an important part in such enterprises as supervisory personnel and consultants.

5. Girls who leave school because of early pregnancy could work at cooperative Day Nurseries where they could learn child care and also continue in school. (The program would not be limited to pregnant students.)

It is desirable to build a high degree of flexibility into the work-education programs for maximum effectiveness. For instance, scheduling could involve the alternation of periods of study with periods of work covering any lengths of time that would seem desirable for specific individuals and work situations.

The educational part of the program should be both general (basic) and specific. Language and calculating skills required for industrial employment should be taught. Training should be, whenever possible, related to the work part of the program. Skills learned should have general rather than narrow applicability, and if there is training for a particular kind of job, it should be certain that such jobs will be available to the student on completion of the course. Training should be given

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in appropriate self-presentation, application techniques and other basic requirements for employment. Whether this is done in group sessions, counseling or didactically will depend on the local situation.

Very important in enabling participants to "stay with" such a program is the inclusion as an integral part of the program the provisions for personal and social development, (group and individual guidance programs.) This is particularly essential to a program designed for young people handicapped by having to grow up ~~to~~ under disadvantageous social, economic and educational conditions and further burdened by the realities of the current employment situation and outlook.

Lastly, these programs should be related to the community in such a way that program and community are mutually benefitted, and can therefore be mutually supportive. This implies that systems of smooth transition from school to employment be devised through the development, training and coordination of education specialists, work and specialists, specialists in social service, community leaders, and employment specialists.

In allocating administrative and professional responsibility for the development and implementing of plans and programs, consideration should be given to the social and institutional barriers to changes which exist to differential degrees in different communities. In one community, the structure and traditions of

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the public school system may constitute such a barrier. Here it may be wise to provide a program which has its base in the university. In another community the social attitudes (prejudice and discrimination) may require the use of industry's profit motivation to circumvent social institutions in providing a program. In some communities the local political organization may wish to establish and administer the program, using knowledge and skills available in a regional university. In any and all of these arrangements, however, representatives of the community whose youth is most to be served must participate in the planning, so that unrealistic programming may be avoided with attendant disillusionment and antagonism, which can defeat even the valuable aspects of the program. In situations in which the program, or part of it, appears to threaten local or strong vested interests, such as that of unions in job security, part of the program must include efforts directed at obtaining with the program's goals, or, failing this, at insulating the program from the effect of organized opposition to it.

Similarly, those who administer the program must acquaint themselves with institutionalized barriers to the ultimate success of the program, such as the effects of various policies on individuals in the program. Study with a view to changing these requirements should be made within Federal advice. Examples of these include:

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1. A policy which prohibits qualification of an individual for High School Equivalency Certification (and thus excludes him from higher education) until he has reached age 21.
2. Policies of the welfare organization which deprive the family of a working minor of welfare benefits equivalent to his income in a work-study program, for instance.
3. A policy of excluding pregnant girls from school, though obviously they cannot be included in regular classes.

III. WORK EDUCATION IN NEW AND OLD CITIES.

The Federal government, through the Department of Agriculture, Department of Interior and other government agencies, owns vast sections of the United States, much of which is useful as recreative areas, parks, etc. It is suggested that a panel of the President's Science Advisory Committee undertake a technical study of a national urban renewal program which would be concerned with renovating old cities in new ways and fashioning new cities. The latter should be based on the concept of the homesteading notion which proved so successful in developing the United States.

Because of the ecological density of the city, we propose initiating the building of new cities of 75,000 to 100,000. The cities would be built by people under the tutelage of Master Workmen (regular construction workers), architects and engineers. Many of

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those recruited would be young and from the so-called difficult 30%. They would be paid an hourly wage for building their own home, putting in streets, and so on. Further, they would be given title to the house once it was built. Plans for the city would be drawn by young architects, artists, and others with the advice of those who would come to live and work in the city.

The Federal, local and state governments, in order to make the city viable, would encourage small industry to locate in these new cities. A school system would be undertaken, with Federal aid, which would be established in part by the State University. As part of the educational system, a skill center would be established which would teach those skills necessary to work in the industries and service establishments that would settle in the new city. In this way those who took part in the enterprise would learn a construction skill as well as other industrial, aesthetic or commercial skills.

It is now time to be aware of the decaying ecological structure of a city, to alleviate slum conditions, and to allow individuals breathing space so that less services of a dependency kind will be needed. Disbursement of our cities is required for emotional, economic and social reasons. Such cities could become communities in the true sense of the word.

Apprenticeship Training

Apprenticeship must no longer be conceived solely in

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the terms of traditional crafts, but must be extended to include many new types of employment. It is apparent that there could be a substantial increase in youth employment if the apprenticeship program in the existing trade areas could be expanded to meet the future needs of employment with skilled craftsmen. Trades and professions, which are not now apprenticeable might be made so. Apprenticeship programs could be spread to employment in government agencies, social agencies, service industries, and many other kinds of employment categories. Pre-apprenticeship programs can also be established in the existing trades and crafts with the agreement of both management and labor representatives. These programs would have particular advantage in making the lower 30% more employable for full apprenticeship.

As an inducement to employers to assume the task of apprentice training the various units of government through contracts for government work can provide a requirement for the hiring of apprentices based on standards and criteria to be followed, such as a specific number of apprentices for a given dollar value of contract.

The Federal government should incorporate clauses in its contracts with private industry which would require the training of non-high school graduates in technical and office skills through training programs. The Department of Labor should study, with a view to early implementation such a clause.

Jobs Without Basic Reading Skills

Education for job skills may be possible apart from the traditional skills of reading and writing. More exploration is needed into the possibilities of making useful workers out of people who have difficulty with academic knowledge or verbal mechanical skills. Educators and industrialists should put themselves the following question: is it possible to take people with the capacity they have to give them skill at a job without the traditional reading skills normally required for employment? Jobs should be studied carefully by employers to ascertain whether reading is in fact necessary to do the job. In most cases reading and writing by the employee is needed only for personnel record-keeping - something which might now be changed either as a result of automation or because the records kept are unnecessary. The Office of Education and the National Science Foundation should sponsor studies which would examine what audio-visual aids could be used to teach jobs which did not depend on reading or writing.

Small Business Loans for Youth.

In another effort at gaining more job opportunities for youth, special effort must be made to encourage the creation of new small business enterprises and to aid small business enterprisers to learn management skills so that they can meet competition. A thorough study should be made by the Department of Commerce of the feasibility of small business loans at low interest

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rates similar to Federal low interest education loans which would be made available for a variety of small business (e.g. handmen, Landscape gardeners, electronic parts, T.V. repair, day care nurseries, domestic services, etc.) The purpose of these loans would be to involve young men and women (16-28) in human enterprise activities which are entrepreneurial and outside of the highly organized, presently rigid organizational job structure. Loans would be between 2000 and 8000 dollars and would be made available through the Federal government (SBA and Department of Commerce) as well as state and minicipal governments. Cooperation would be sought from the local chambers of commerce, junior achievement, etc. The loans would not be limited to high school graduates although they would be limited to a particular age group whose parents' income was no more than six thousand dollars a year.

Those who would apply for such loans would receive counsel from retired businessmen who would aid the applicant in the formulation of the enterprise.

Information Registries on Unemployed Youth and Jobs.

Any successful program of youth employment, including employment of the unskilled, out-of-school youth must be based on more certain knowledge of the numbers, character and aspirations of this group than is now possessed. The Federal Government, through the Department of Labor and the Office of Education should make

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available to state and local communities specialists who would help in setting up youth registries. Such registries would enable states to enumerate more specifically the kinds and descriptions of jobs and employment possibilities which may be available at some future time. Effort should then be made to match job training with existing or future job opportunities, and to create new skills among youth which can be ultimately used to create new types of employment. It is recommended that the Swedish and other European systems be studied in this regard.

III. SCHOOLS IN NEW ROLES

Skill Centers

Because of the rapidity of educational and technical changes in modern society, it is important that technical and vocational training be upgraded from the present level of offerings to the new level of the formation of "skill centers."

1. There should be increased opportunities for people in all ranges from youth to adults to learn vocational and technical skills.
2. There should be an increased flexibility in offerings and opportunities to learn.
3. There should be a concentration of resources and facilities for technical education.

These skills centers should be the recipients of Federal grants in aid for research in technological and vocational

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training methods and programs.

The skill center recognize the democratic principle of having all ranges of skills taught under its auspices. The concept of vocational education must be upgraded to the concept of "skill centers" to avoid popular views of vocational education as being for persons essentially unfitted to other pursuits.

Models for a beginning of these skill centers can be found in the Denver Opportunity School and in Milwaukee Vocational and adult schools, but these should be regarded only as beginning models on which to build.

Sources of funds for pilot skill centers and for research in vocational and technical training methods and programs can be provided for in the Federal Vocational Training Act or in the Manpower Defense and Training Act, and in the Area Development Act, and from state and local sources.

The skill centers should be part of public school systems with boards of control determined by state law under either existing systems or new systems.

It is important to recognize that skill centers would be designed to accomodate under-achieving youths as well as the more competent ones. This is a principal reason for their formation.

Such centers, providing free instruction in skills, would be in a position to operate day and night at high capacity.

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Its facilities could be varied enough and its training programs varied enough to give pre-employment training to dropouts and high school graduates, as well as providing training in the higher skills. It is especially important that such centers be developed into institutions of a high level, and should not be allowed to simply become vocational schools.

Skill centers could be used by persons of all ages, whether in schools, about to leave school, and regardless of academic achievement. The centers could be used by Junior and Senior high Schools for a short time during the year for either exploratory shop experiences or for learning a skill.

The centers would offer in addition to technical skills, other courses found in academic schools to enhance technical skills. The pace of instruction would be fitted to the students individual need.

The governing body of such institutions should be broadly representative of the community and include management and labor representatives as well as community leaders of various categories.

University Model Schools.

The education of youths who live in urban and rural slums is ineffective and inadequate. Indeed, in many cases it is shameful. To counter this situation we need educational innovations which will halt the wastage and destruction of our young. Such

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innovations may be carried forward by those institutions of our society which have obvious responsibility for alleviating the present serious educational crisis. For some institutions it will appear that by undertaking this activity their very nature might have to change. We believe, however, that the kinds of educational experiments which we suggest are a natural out-growth of experiments that have proved successful for the past 50 years, and which have been performed by colleges, universities, and other social institutions. In this sense they are not a radical departure.

We propose therefore, the establishment of model schools in urban and rural slums which would be administered and staffed by universities or associations of universities as experimental and demonstration schools. In all of our major cities there are great universities - Harvard, MIT, Boston University, Columbia University, Northwestern University, University of Chicago, NYU, etc. These universities should ask for and be given responsibility to administer public schools. These public schools would be on a nursery, elementary, and secondary level with voluntary admission for all youths from the surrounding neighborhood or school district, but with flexibility to admit children from other areas for the purpose of ensuring integrated student bodies.

The City School Board would contract with area universities to staff and operate a number of their schools. Programs

in these schools would involve newer and more individual teaching methods, broader curricula, the use of graduate students, professors and others as counselors and teachers. Teacher-training and utilization of multiple community services would be included in the university system.

Further, it is recommended that the Federal government aid communities in the development of public schools with sleep-in facilities in which students from the area would live. Each such school would receive aid, either through the city or through a university school system to establish a tutorial system with teachers quarters being part of the school. As one member of the panel said: "If its all right for Oyster Bay kids to attend first class boarding schools, it is all right for Harlem kids." There is one danger with this notion which can be averted by giving responsibility for administration to an organization antithetical to the danger. In the case of the slum school the danger is that it will be thought of and it hence easily will become a penal colony. For this reason it is of paramount importance that the University be involved in the staffing and administration of the school. (There is no reason why, for example, students at Columbia would not live with and act as counsellors to kids in Harlem for pay.) In this way, the values of different groups in the society can better be brought into harmony. Schools in slum areas are psychotherapeutic operations which means critical examination of one's experience. This

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operation will occur best within the dormitory school. The Commissioner of Education should work with the HHFA in integrating present urban renewal lands for this purpose since boarding schools would fit well in area redevelopment.

Rural areas also become a good place where this activity could be tried. For example, West Virginia, Northern Kentucky and other places where the economic and social conditions are such that kids by staying where they are will sink deeper and deeper into misery. Here amendment of pertinent Agriculture Extension Service Laws, the Manpower Retraining Act, and the Vocational Education Act may be required.

CURRICULA

Model schools should have broad curricula as they relate to the academic and vocational preparation of the student. They should include a road for every type of student -- those preparing to enter college, to enter a trade, and to enter post-high school technical institutes. Curricula should be designed to capture the imagination and interest of different types of students, thus calling for drastic revision of all curricula, particularly the "general" course. Students not going into liberal arts colleges should have curricula build around their post-high school goals. This should apply especially to students

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who could enter two-year technical institutes at the junior college level.

Since the emphasis is on meeting the needs of specific children who may have numerous educational, personal and social problems, it is necessary to establish diversified types of schools and teaching methods for all ages and levels:

- a. Day schools.
- b. All-day neighborhood schools operating ten to twelve hours a day.
- c. Boarding schools in the community.

It is recommended that the Federal government put up flat amounts for the operation of the schools averaging 50% of the operating cost of the school over a 15 year period calculated on an inverted sliding scale for the community. Other funds would come from foundation grants, local and education budgets. (N.B. It is our belief that the University's inventiveness and ingenuity will be tested in this curriculum building and school administrative task. We view this as an important learning experience for the University's growth and understanding.)

School Guidance Programs in Personal and Social Development.

Schools in slums must include measures designed specifically to develop the potential and motivation of students required both for learning and for work at the individual student's highest level of functioning.

These measures can be subsumed under the general heading of "Support" and will include:

1. The establishment through specific preliminary and in-service training programs of attitudes in all staff members which can be relied on at the very least to avoid reproducing the injurious and inhibiting social and emotional climate in which many of these young people have lived most of their lives. This training would be provided by specialists in human and social development and in group dynamics.

2. Since it has been learned that young people, particularly adolescents, are more accessible to reparative and rehabilitative efforts in a group, such programs should provide, as part of the school curriculum, opportunities for personal development. Methods of group dynamics should be utilized to help students discover the most constructive and satisfying ways of solving life problems which provide alternatives to antisocial and self-destructive reactions to deprivation. This would be done under the leadership of an individual specifically trained, usually outside the educational system, to use the group as a supporting agent in the achievement of various types of goals. Group meetings should be held

regularly, preferably daily, and could be addressed to any of the variety of types of life problems faced by the students -- personal, vocational, educational, cultural, or medical -- either by formal agenda or by decision of the leader with the group, based on immediate needs. Personnel for this program would be recruited from the fields of medicine, psychology and social work.

3. Guidance - Individual guidance must be made available to students according to need as perceived by staff and/or student. This could be vocational guidance, oriented to the exploration of various work situations and tentative matching of motivation, capacity and potential, and should include exploratory shop experiences from an early age. It could be individual guidance conducted in keeping with principles of social casework. It is imperative that guidance, whether individual or vocational, include aid to parents in helping them better guide their children with personal problems and with vocational choices.

4. Community - Use of community facilities, and cooperation with agents of the community, such as department of welfare representatives, probation and parole officers, should be facilitated by the employment of trained social workers, both casework and community organization

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specialists, assigned to the school program. Guidance and social programs must be buttressed by positive actions of other agencies in the community to provide a proper home and neighborhood environment for the child and his family.

5. The program should be formulated in such a way as to make possible work and training for those student participants who are interested in pursuing further training at either sub-professional or professional levels. They would then become part of the helping disciplines, e.g. youth workers, social casework aide, psychiatric aide, nurse, social worker, physician. New methods of training - and kinds of jobs - would flow naturally from this program.

6. Planning and support for this program should be the responsibility of the National Science Foundation in conjunction with the National Institutes of Mental Health, the Office of Education and local school authorities. Funds should go directly to the project.

COMPENSATION AND SUPPORT ALLOWANCES FOR RETURNING TO SCHOOL.

Should support payment for living allowances be provided to those over 18 who wish to return to academic or vocational school? The largest percentage of unemployed in our society, and the largest percentage of people on unemployment compensation are people from the ages 16-26. Rather than pay young people for

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being unemployed and setting themselves on an impossible treadmill in which they work for six months to a year and then collect UC for six months in alternating fashion, unemployment compensation for those who want to go to school (here read college, technical school, or skill center) could be collected by the individual in advance. Thus, a high school student who was impecunious would be given a sum for his continued education training, which might be roughly equal to 30 weeks of unemployment compensation. A person, no matter how poor, would be able to make a "down payment" for his beyond high school education through this program. A formulation connected to this one but more difficult to compute would be paying a talented student a percentage of the average of the amount his peers made while he was in school.

We urge that the OE and Department of Labor study this question with a view to formulating legislation which recognized the principle that programs which are preventive are much less expensive than those which are aimed at helping people after they have fallen into a dependency syndrome.

The School Extension Agent

The complexity of modern life and the problem of constant changes in it has necessitated new kinds of brokers who would serve as a buffer and guide to the young in the transition from school-to-work, and perhaps back to school again.

The U.S. Office of Education in conjunction with the Department of Labor, the Department of Commerce and other relevant agencies should create a new and necessary job: that of the School Extension Agent whose task would be to act as broker for young people with the world of work and career. Specifically, his mission would be that of knowing where the jobs were in the community, obtaining jobs for young people, helping people retrain, encouraging continued education and organizing with community organizers the means to keep track of young people for the purpose of relating them to jobs. He would help in bringing the unorganized young into the labor market. Further, he would suggest tasks to the local government for the improvement of the city and countryside for which young people could undertake and be paid. The school extension agent would not necessarily be a college graduate and would be paid by the local government through grants by the Federal government. He would, however, be an adjunct to the local school system.

Technical Schools in the South

The South, with its generally low level of educational standards and achievement contributes a significant number of the difficult 30% problems in Northern and border state areas. It is important to attack these problems at their source, not only in the geographic sense, but also in the sense of alleviating or solving fundamental problems of economic development and dese-

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gragation.

An increasingly important element in such a program, we believe, is the need to improve technical and vocational education for all people, and especially for the Southern Negro population whose skills are well below norms even within their own low achieving area. As a part of a long range program, we propose that a series of integrated regional technical centers at the secondary level be established that will achieve the highest levels of excellence in both technical and vocational education.

1. Technical Schools in the Context of Change in the South.

Underlying the current pressing racial and other social problems in the South is an urgent need for economic expansion and industrial development. The current industrial revolution brought on and sustained by the rapid pace of development in science and technology is having relatively greater effect on the low income groups in the South than on practically any group in the country of comparable size. This derives principally from the traditional preoccupation with agricultural production and the effects of automation on this and other Southern economic endeavors; this trend seems certain to continue for some time. Thus we must anticipate that the competition for low income jobs will become more acute, and unless other opportunities for employment are provided, unemployment and the attendant social tension will

continue to grow. The need for economic and industrial development is becoming increasingly acute, a fact that is well-recognized by political and other leaders in the South. However, economic development can progress only to the extent that capital, resources, and trained manpower and management are available.

There is an acute shortage of trained manpower in the South that may be traced in part to the very narrow scope of and low level of excellence in its technical and vocational educational programs at the secondary level. This situation is the result of skill demands in the economy which required few skills and conscious restriction of the Negro to areas requiring minimum skills. We believe that the South cannot progress to the extent necessary to provide adequate opportunity for all of its residents without upgrading the skills and economic productivity of all employable persons in the area.

It is particularly urgent to give attention to educating Negro youth in the context of demands for integration and full citizenship rights for Negroes in the South. The achievement of this end will be facilitated if the current transient needs of the area can be satisfied in part through integrated programs designed to set a pattern for integrated technical education in the future.

Among the needs that appear to lend themselves to satisfaction in this manner, and which in fact afford some of the levers through which such programs could be established, are the manpower

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needs of large industrial concerns operating under contract with the Federal Government that have factories and other establishments in the South, the urgent need for community projects improving the standard of living in practically all neighborhoods, the desire of regional Boards of Education to improve Negro education in particular, the desire of large industrial firms to be able to comply with non-discrimination clauses in Federal contracts, and finally in response to the current drives for equal opportunity if for no other reason, the pressing need for Southern communities to provide a fuller life for its Negro citizens, at a pace that is much more rapid than an evolutionary process will permit. Each of these needs provides in some way a lever through which the proposed projects could be initiated and sustained.

2. Internal Structure and Curriculum

These institutions are to be operated by groups not responsible to Southern school boards nor responsive to local and state political pressure: they should have integrated faculties and co-educational student bodies; they should be open to all people regardless of race, but should be so located that they will attract a large portion of difficult 30% students; they should serve primarily a continuous regional area that is at least as large as a county and accomodate roughly 2000-3000 pupils, but should permit pupils from local and non-regisnal distant areas to attend in residence; they should offer a curriculum that includes

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(a) those technical and academic subjects that are prerequisites for entry into the best technical colleges (MIT, etc.) (b) a revised program of vocational education that would prepare those students not capable or interested in that level of technical proficiency for meaningful occupations involving technical skills, and (c) content courses sufficient to satisfy regional requirements for certification of academic high school diplomas; the technical and vocational curriculum should reflect some emphasis on skills needed in current and developing industry in the area, but should not be limited to these since skills needed to provide for community improvement and local employment in small businesses should also receive emphasis; entrance into these schools should be at the beginning of the seventh grade so that students could be given remedial education where needed. Provisions for retraining adults in skills required for community projects and other employment are a possible component of the curriculum; considerable flexibility should be retained for experimenting with various forms of technical education, including methods of teaching, content and structure of curriculum (non-graded vs. graded), etc.

3. Administration and Financial Support.

In establishing the first model technical schools it is obviously necessary to establish a steering group that is broadly based in the society. It is suggested that representation be secured from industry, the Federal Government (HEW and the Departments of Labor and Commerce), Regional and State Boards of Education, Labor

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unions, Foundations, Universities, and local welfare and community services. Each of these groups is needed in various phases of the activity. However, failure to secure assistance from State Officials and local leaders need not be fatal to the project.

Federal leadership and support are required in the organization of the project and not only in the area of research and development funds, since Federal influence is probably required so that industry can be convinced that it ought to commit its support, prestige, and possible funds to the projects. Industry should also examine its needs so that it may assist in defining the curriculum, and assure that jobs for a substantial number of its graduates will be available. University participation is needed in curriculum building, teacher training and retraining, and even perhaps in the provision of special teaching support. Support of the State Superintendent of schools and the State school board would be valuable in many ways, say in the selection of appropriate locations, in the maintenance of contact with the local community, and in extending the type of school established to other areas in the same and other regions; also, it would obviously be better if at least the State and local authorities did not oppose these schools. Foundation support is needed not only for funds that they might provide, but also to provide a bridge to other parts of society and to lend balance to the powerful influence of labor and industry. Local community support is needed since

many of the pupils will not be in residence and the results of their technical education should later be found in the results of general improvement projects carried out in the communities. We believe that through the mechanism of non-profit corporations, (chartered to perform educational tasks and to receive public and private funds) support and influence can be brought to bear in spite of the rigidity that now exists in social and educational patterns in the South, and that through them, schools can be established that will serve as models for future technical education in the South. These schools should also provide a guide and impetus to desirable social and economic change in regions where such change will be difficult to achieve.

BOOK, TOOL AND INSTRUMENT AID IN URBAN AND RURAL SLUM SCHOOLS

Students of junior and senior high school age in areas which would be designated by the Commissioner on Education as an Educationally Distressed area would receive a ten dollar a year book allowance. (Note that this program is already in existence for NSF and other Federal Government Fellowship holders.) The student would receive \$10 worth of book stamps which he would use to buy paperback books broadly connected with studies in which the student was, is, or might in the future be engaged. Certificate of expenditure would be made by the teacher -- or a teacher's helper. Such allowance could be made on a graduated scale. That is, more for the individual student as he advanced in school. Even if the student dropped out of school he would still receive a book

allowance, or in the alternative, a tool or equipment allowance.

We believe that the following results would flow from the institution of such a proposal.

1. A new and valuable relationship would develop between the society and the student. The student would realize that the society places great importance in education on a continuing basis. Further, it is no secret that school textbooks are rather unexciting books and where possible should be supplemented with books of a more interesting and valuable sort.

2. Libraries themselves do not serve the objectives of this program since libraries are by nature for the few, and the youths do not end up owning the books. Thus, in the main, people are not able to make books and education an integral part of their lives as is the case if they are given book allowances.

3. The program would proceed on the basis of education stamps which would then be used either at book stores which sell paperback books or through the school system itself.

4. If a standard is necessary, (because of the pornography charge) state universities or the Library of Congress might put forward lists of books which could be read on each subject at each grade level. These would then be given to the local school boards who would list such books as guides for what books the students could buy. Another method might be allowing each individual teacher the discretion of what books would be bought by the student. A more palatable method might be to state that

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that the stamps are retrievable for books falling within the traditional categories of natural science, humanities and the social sciences. It is our belief that resistance which may exist in some homes to learning and children owning books would be changed by governmental support of programs in which students were asked to participate in getting books for themselves.

5. This program should begin as early as useful, the junior high school level, so that the tradition for learning may begin early for the student.

6. It should be noted that if book prices were on the average of 20¢ a book (paperback) a student could end at high school graduation with 300 books.

7. The instrument and tool allowance could also operate in the same manner as the book allowance. The youth would have the option.

8. It is estimated that this program would have a significant impact on the society for minimum costs.

Since the most expensive part of publishing is the cost of the original plates, the cost of running 10,000 copies of a paperback may be no less than running a million copies the price of books could be much cheaper. It should be enough to explain to the publishers that the new proposal will be a shot in the arm to publishing generally but that the program will be supported by Congress only as long as the paperback prices for students are low. Note that the expensive part of publishing is distribution

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(and administration) both of which could operate through the school system.

ART CENTERS

1. It is imperative that a democratic society break the notion that art is either unimportant or a plaything of the middle and upper classes.

2. We suggest the initiation of art centers which would set as their tasks making our cities aesthetically and spiritually livable.

3. In this regard much can be learned from the excellent work of the Neighborhood Music Settlement Schools which have held consistently high standards.

An employment agency should be integral part of the Centers. A scholarship program should be included.

The governing board should include community, management and labor leaders as well as artists in each category. The Cooperative research program should support well-devised projects which would initiate such art centers.

4. Art centers in which the perfection of techniques and the creating of artistic productions are the goals could be valuable adjuncts to either existing public schools or to the University Model School System. These would be located in slum areas or as adjuncts to technical schools in the South. Here students would explore instruction in art and the marketing of

productions in the fine arts, decorative arts, music, dance, theatre arts, architectural design, art in mass communication, and literature. The curriculum should be organized into workshops and should be ungraded.

Teachers would be artists themselves in their particular craft, who might be employed by both the school system as artists in residence in the school system and as artists employed as artists at the art center.

Provisions for residential living, affording an artistic community, Saturday, all day, evening, and part time school would accomodate the needs of a variety of students. Entrance should be available to all in the area over school age. The possibility of pilot pre-school classes should be studied by the Office of Education.

IV. LEGAL AND ORGANIZATIONAL ROADBLOCKS TO VOCATIONAL EDUCATION

Historically, there have been four major roadblocks to the improvement of vocational education in the United States.

1. Discrimination in law for vocational education.

This has expressed itself first in the way in which Federal vocational education has previously been written. The Smith-Hughes and George Barden Acts which have dominated the vocational education programs have specifically indicated that students may not be trained in areas where they will not be employed.

This calls attention to the great fallacy underlying advancement for Negroes and other deprived persons in their pursuit for "new" occupations. Since prior to the Supreme Court Decision the philosophy of "separate but equal" dominated education in the South where most Negroes lived, vocational education programs differed greatly from those provided for whites. Since that decision, no evaluation has been made by the Office of Education which administers the program to ascertain discrepancies between the way Negroes and whites are trained.

Vocational education on the collegiate level has seen similar discrimination as borne out by statistics of the Land Grant Colleges. No Negro institution received any funds for research and experimentation in the limited fields for which land grant colleges are responsible.

2. Apprenticeship training. Because of "grandfather" clauses and like methods, Negroes have not been allowed to enter many vocations and unions. Evidence collected by the Education and Labor Committee on Fair Employment hearings give evidence in this area. Further evidence available in the Judiciary Committee where Civil Rights legislation is being conducted bears out this point also.

3. Lack of Fair Employment Practices regulations in many states and the Federal Government remain roadblocks to advancement in vocational education. This, too, must be

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understood and changed when attempting new modes of education and training.

V. AN ADMINISTRATIVE RECOMMENDATION.

1. The difficult problems we have met in the drafting of this report has led us to the conclusion that the resolution, thought and planning for them could best be done in a new office of the Executive Office of the President. This office, which might be called the Office of Social Science and Social Policy would be charged with the responsibility of presenting to the President solutions to a variety of complex problems of American society which we view as quite interrelated: automation, civil rights, new modes in education, revivifying our cities human resource allocation.

2. It is also suggested that the President avail himself in a formal way of the advice of distinguished social scientists and others who would advise him on the complex social problems which beset American society and which may beset it in the near future. The role of this group would be similar to that of the President's Science Advisory Committee (PSAC). The work of such a group which might be termed the Social Science and Social Policy Committee and the suggested new Office of Social Science and Social Policy Planning should be coordinated closely with the work done by the PSAC, the Office of Science and

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Technology as well as the Bureau of the Budget.

Remarks by Senator William Benton
at the Annual Conference and Luncheon
of the United Parents Association
New York City -
Grand Ballroom, Waldorf-Astoria
Saturday, January 13, 1962 at 12:30 PM

Jack F
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Ed. W. King
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Speech material

I would be happy if I could think that my ancestors had a hand in issuing your invitation to me to be with you today. For 125 years, they worked in the field of education as missionaries, clergymen, public school teachers and university professors. As a boy I was often told how each in his own way shared a view voiced by Thomas Jefferson when he was trying to rally public support for his new university:

"What service," he asked, "can we ever render to our country equal to promoting education? What objects of our lives can be proposed so important? What interest of our own which ought not to be postponed to this? In the single life which nature has given us, on what can we better bestow our health, time and labor, than on public education? The exertions and mortifications are temporary; the benefit eternal." (underlining mine)

These views were shared by my father, a university professor, and by my mother, in her youth an elementary school teacher who became the first woman county superintendent of schools in the state of Minnesota. They were shared by my uncles and my aunts and my cousins - professors and teachers mostly. I constantly heard such views at the Thanksgiving and Christmas family reunions.

Yet I would be false to the truth if I told you that from early boyhood I agreed with what I heard. When I compared the time and devotion my parents brought to their teaching posts - when I

compared these with the material rewards they had gained - it seemed to me that "the exertions and mortifications" in the cause of education were the things that were "eternal", while the "benefit" might be classified as merely "temporary".

In choosing my own career after graduating from Yale forty years ago, I therefore resolved to stay away from the field of education. I even turned down a Rhodes scholarship because my mother insisted, if I took it, that I pursue a career in education or scholarship. I remember when she plaintively wailed, "Billie, if you won't do something respectable, won't you at least be a lawyer?" Infected as I was by the bacillus of the anti-intellectualism which suffused our eastern college campuses in the post-World War I years, I decided to try to be the first person in the history of my family who would not be underpaid. So I went into advertising. I went with the biggest advertising agency in the world. I was to work on the Palmolive account. When my widowed mother heard that I was embarked on work so alien, she expressed her dismay in a letter I still remember. "Dear son", it began, "I am sorry to hear that you are going into a business which says that Palmolive soap is a good soap."

It was not until the mid-1930's that I began to redeem myself - if ever I did. At that time, I sold my interest in the advertising firm I had founded. I became half-time Vice President of the University of Chicago. From there I went on to many another education venture. I am today a trustee of four universities and one college.

So much by way of personal prologue.

Let me now seek to grasp the subject which brought me here today.

I have asked myself what I can say about public education that would not strike this audience as a monologue it already knows by heart. Your role as leaders in the United Parents Association says in itself that you already know most of the educational facts a speaker here can cite, and already agree with most of the ideas he might ask you to support. (I am assuming, for the moment, that your speaker is not Senator Goldwater.)

Do not the ideas and the facts form a kind of 1962 litany which we can all join in singing?

Can we not unanimously agree that the minds of our school children are America's greatest potential natural resource - that the future of American democracy is bound up with the quality and quantity of the education we provide for them - and that a happy future for them will depend on how effectively they can unite learning and liberty? As President Kennedy told the Congress in his message on the State of the Union, "a child uneducated is a child lost."

Surely we also agree that no democracy can permanently survive if knowledge is a monopoly of that privileged few who can afford to pay for the right of access to that knowledge - while the majority of the people, primarily for financial reasons, are kept in comparative ignorance. This condition unhappily prevails throughout most of Latin America today.

President Kennedy quoted H. G. Wells to the Congress, "Civilization is a race between education and catastrophe."

We can agree further in a democracy, where the people are indeed the makers and rulers of their own destiny, a society devoid of knowledge and intelligence will have the characteristics of the portrait drawn by Horace Mann in the 1830's. It will resemble, said he,

"an obscene giant who has waxed strong in his youth, and grown wanton in his strength; but whose brain has been developed only in the region of the appetites and passions. Boasting of his bulk alone - such a democracy, with all its noteworthy capacity for good, will rush with the speed of a whirlwind to a sorry end."

Finally, and today most importantly from the standpoint of public policy, may we not agree that the educational and financial problems faced by our country are such that we must unite to achieve an acceptable program of federal support for education?

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I now suggest that to the great Jeffersonian postulates which have formed the foundation of our American educational structure, our times have added four lines of argument - new though subordinate lines of argument which Jefferson could not have envisioned. All of them of course add further fuel to the fire building up for more funds from the federal government for the support of education.

The first of these four, and the most important of all, was detailed by President Kennedy in his special message to the Congress last February. It is the money problem. The story the presidential message had to tell was a familiar one. It was the story of too many state and local governments which now lack the resources to

assure an adequate education for every child - of too many classrooms that are overcrowded - of too many teachers who are underpaid - of too few teachers to provide instruction to an exploding school population - of too many talented students who can not afford the benefits of higher education. Unhappily, as President Kennedy documented, without federal support there is now no chance to live up to Jefferson's dream, the American dream. This dream is the inspiration of Public Education, the strength of democracy, the theme of your conference of today.

Second, we need federal support for reasons stemming from the titanic struggle between freedom and communism. The Soviet Union is spending a far higher proportion of its national income on education than do we. Red China, on its part, poverty stricken as it is, has quintupled its college enrollment in the past decade, and in the same decade has quadrupled its primary and secondary school enrollment from 25 to 108 million. And such figures are exerting a powerful magnetic pull on the minds of the one billion people in the uncommitted countries who are searching for examples of political patterns to follow in shaping their own future.

Third, growing out of the foregoing and due to the perilous state of today's world, we need national support for education for reasons of national defense. A theme in my book, "This Is The Challenge", published in 1958, is that the struggle with the Soviet Union is likely to be won or lost in the classrooms. Which system will do the best job living up to Dr. Theobald's appeal for "equality of opportunity"?

Fourth, we need national support for education to prepare our people for the longer life expectancy and the increased leisure opening

Here
is
the
Program

before us. Can't we have education that will prepare men and women to take advantage of the thirty or even twenty hour week which some of us here may live to see?

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Yet after we sing this litany of familiar ideas in which we believe, I then hum to myself. I'm sure most of you have hummed yourselves the same song. Why did the President's program of federal aid for education fail in the last Congress? I could take an hour giving you details on the conflicts that developed. But the underlying answer, I believe, is a simple one and a humbling one. The answer is that you and I failed.

Those of us who believe in education and who know its urgent needs - it is we who failed. We failed adequately and aggressively to present our open-and-shut case to those of our fellow citizens who do not share our knowledge. And thus our fellow citizens failed to exert that pressure of opinion which our Congressmen know so well how to detect and how to measure.

I shall not attempt today to spell out a program of country-wide grass roots political action. I shall only say that such a program, adequately financed and led, would be sure to work. But I shall repeat here one proposal - a proposal for a permanent program about education and for education - a proposal I first made in 1959 as chairman of the Education Subcommittee of the Democratic Advisory Council. I would be pleased if your committees would examine this proposal and gratified if you would endorse it.

It is based on the experience developed in the past 15 years under the Employment Act of 1946. This Act gave no new powers to anyone. It provided the President with a Council of Economic Advisors to help him maintain a continuing review of basic economic trends and of the effect of federal economic policies. It required

him, on the basis of this review, to submit annually an Economic Report to Congress. Further, a so-called Congressional "Joint Committee on the Economic Report" reviews the President's Report and prepares its own recommendations.

The post-war contributions growing from this Act have helped keep the President, the federal agencies, Congress, business and labor, and the nation as a whole - better informed about the potential strengths and weaknesses of the economy, its trends and needs. Public debate about economic policy has been stimulated. The formulation of both public and private economic decisions and policies has improved.

Now I propose a similar set of procedures for education. They need not involve the grant of any new federal powers. I propose a Council of Educational Advisors, and a Joint Congressional Committee to review its annual report. This procedure would keep the Administration, the Congress, the state and local governments and the nation - far better informed about educational policies, problems and progress. Here we would have an urgently needed annual audit. It might even inform and stimulate the United Parents Association of New York! Such an annual review at such a high level would inevitably help generate public understanding. It should help foment the political action required.

Today, relative to need, the U. S. has much more adequate information about Dutch elm disease, wheat crops, fish runs, bank balances, horse racing, baseball and dogs - than it has about education.

The truth is that there is no valid justification today - except lack of public understanding - for the continued exposure of American children to inadequate and under-developed educational programs.

If we don't like to call the remedy "federal aid," let's call it government rehabilitation aimed at undoing decades of neglect and obsolescence. Yes, we have a problem in semantics.

Is it not idle to worry about whether there is a road back from federal aid? In a free society there is a road back from anything we don't like - even prohibition.

And in any case, there is no validity to the fear that federal aid to education means Washington control over what our school children are taught. Indeed, there is recent and powerful evidence to the contrary. The four years of experience under the National Defense Education Act shows that, in qualifying for federal aid, no community in the nation was forced to change its curriculum or to expose its children to any kind of government propaganda, or indeed to do any of those things which the alarmists would have us worry about.

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I have been suggesting that you and I, as parents and citizens, can help the educators and those who want to be educators. We can marshal arguments and we can develop pressures. Let me now ask what can the educators do to help us in this mutual cause?

The general task faced in most communities is to renovate the whole of our school system from the first grade on up through

higher education. The word is "renovate" - not "scrap". Renovate implies the conservation of what is good about the existing school system, while the dust, dullness and decay are swept out. And please remember what President Kennedy said this week, "Excellence in education must begin at the primary level".

This first step in the process of renovation seems self-evident. Let us ask our educators to help us sweep out the mass of superstitions, obsolete attitudes and professional cliches that have cluttered up the teaching process. Some of these are so deeply entrenched that it almost seems a sacrilege to suggest that they might be invalid. Yet the time has come for meetings such as this to re-examine the whole lot of them and to give some thought to what could happen if we replaced most of them.

I am referring to such matters as "optimum class size"... I refer to the way teachers are trained and licensed...I refer to the way we allegedly revise and up-date our curricula...and our accreditation procedures...to our attitude toward college preparation...and to many other concepts and activities that are surrounded by such fixations that many feel that change now seems almost impossible.

Yes, we must strive to clean away the debris of dogmas and cliches - the stratification and ossification of which Mayor Wagner spoke - so that we can take the big next step - so that we can seize the big opportunity which is now within our grasp. This next step calls for applying readily available knowledge about education to the practices of education.

If General Motors had paid as much for its research as the American educational system has paid, and if it had as much research

at its fingertips as education does, nobody would recognize the American automobile. It would be as near perfect as anything mechanical can be - with tires that would last a lifetime and an engine that operated off of two thimblefuls of water a year.

But the sad fact is that with incredible amounts of educational research now at their fingertips, if they would only stretch out their fingers, the American teachers colleges, school boards and school administrators have not achieved a nodding acquaintance with the knowledge explosion in education.

How many of you know that so many scholars are doing so much research about education -- and that so little is being done to use the product of this research? What other research projects have millions of captive subjects showing up every day to be exposed to tests, to new techniques and to new opportunities to explore better ways of doing the job?

If we are going to achieve success in the educational task ahead, we are going to have to find a way to do what other important areas in our society have done. We must process the findings of educational research into productive resources and put them to work. We should seek to do this promptly.

One of my associates in Encyclopaedia Britannica Films has gone so far as to recommend that we declare a moratorium on all research in education for the next five years. He suggests that this might shock some of our school boards and educational administrators into lifting their eyes from present practices and from the past in which they are enmeshed. They might then take a look at the unusual opportunities now at hand. His arm twisting prompts me to a query of my own.

Do we perhaps need a major research project to find out why so few in education seek to apply the results of current research? Why indeed, as my friend, the distinguished educational scholar Ralph Tyler has said -- why indeed should it take 50 years for 50% of the educators to take up a new idea that is manifestly good? Can't your Association devote some of its time to this question?

As things stand, we know that our children can't even learn to read properly. We know there is room for improvement and up-dating in almost every aspect of the curriculum and at all levels in our school system. Yet the "law of uniform motion" that exists in education continues to resist new developments. And to any of you here today who question this, let me give you three quick examples drawn from my own personal experience as Chairman of Encyclopaedia Britannica Films which for 32 years has been devoted to American education.

Films
Example one: More than thirty years ago, it was clearly demonstrated that the motion picture could improve learning, that it could increase retention and bring provocative and stimulating experiences to the classroom that had never been brought there before. This research is why Eastman Kodak and AT & T, the two predecessor companies of Encyclopaedia Britannica Films, decided to produce motion pictures for the classroom. Yet here in New York City, as in the majority of other school systems around the country, the film is used only to a tiny fraction of its real potential, and the rate of increased use is slow indeed. (Yet there are school systems where materials of this kind have been used with dramatic effect -- cities in which the research has been used -- and not merely "noted".)

Example two: We Americans have been viewing television in our homes for ten years now and plenty of studies have demonstrated that educational TV has been a most alluring possibility. Yet the best one can say about educational TV at this moment is that its programs have been less than mediocre, and that its future looks as dim as its past has been ineffective.

If educational TV holds even a fraction of the promise that has been attributed to it, how do you explain that throughout the last ten critical years we have not done more with it?

How can we now learn about the educational opportunities in TV except by using it, strengthening it, molding it to our needs -- and is this not better than learning about it by reading research reports?

I congratulate the backers of Channel 13.

Example three: Several years ago the experimental psychologists delivered a potentially tremendous resource to American educators in the newly developed technique of programmed learning -- sometimes called teaching machines.

Research now clearly demonstrates that in many areas of subject matter programmed learning can reduce the time it takes to learn, can increase the effectiveness of learning, and can enable our teachers effectively to deal with more students. Could anyone ask for more than that in a new technique in education? Yet it is probably safe to predict that a decade will go by before the children or grandchildren of more than one-tenth of the people in this audience will be exposed to the opportunity of learning in this helpful new way.

I suggest that no business could long survive if it were run as is our educational system. No business enterprise could long continue to exist which did not use contemporary research knowledge to deal with contemporary problems and which treated newly emerging techniques as though they never existed or as if they were designed to be playthings at the management level rather than implements in the field.

Why do our educators hold back because of the dangers in barging ahead too hastily when these are only a fraction of the danger of doing nothing at all? The dangers of "experimentation", so often pointed to with owlsh morbidity by our school officials and school boards, are really no dangers at all. The experimentation usually has been done elsewhere and the research reports tell all about it.

* * * * *

Once we have resolved to bring our teaching practices in line with the new discoveries and resources, one further step still awaits us. This step calls for an exercise in honesty about the cost entailed in making the new techniques available. Once again I make a comparison with business -- and I do not apologize for it. Education is big business, indeed, and some of its practices can be judged by business standards.

Planning
Our schools are today paying a cruel price for the way they live their year-to-year financial lives; so much so, that they may founder on the sheer inadequacies of short term financial thinking in the face of goals that can only be achieved through a planned longer period.

In a world of changing technology and techniques, a year-to-year policy of financing our school operations -- and I distinguish sharply here between operations and school construction -- can lead to the perpetuation of inadequacy. When a school system doesn't have enough books in its library, or enough films in its film library, or enough laboratory equipment in its science departments, it short-changes generation after generation of students with a policy of budgeting based largely on replacement and on only minor additions to its resources.

It is time our education leaders -- our school superintendents and budget officers -- gave the school boards and the community an honest and complete look at the cost of properly equipping our schools -- and in doing this right now, or at least over a reasonably short term.

What would it really cost to bring the library up-to-date, with enough books (and enough copies of the right books) so that important reading can be done by the students when it should be done? What would it cost to build the kinds of audio-visual resources now -- not in an unlikely and distant decade from now -- audio-visual resources that would make it easy, and not frustrating and nearly impossible for a teacher to use the priceless aids that are readily available? What is the cost of re-equipping our science labs to teach today's science today -- to all students and not just a lucky few?

With the real costs at hand, we should now seek to do the things we have to do. We may find the financial answers at the banks ... or through the federal government ... or in new approaches to taxes ... or in different kinds of school operation. However,

Budget Practices

many of the modern teaching techniques will actually cut costs in the long run, and today's higher costs can indeed come back in the form of future reductions.

Not one school system in a thousand, in planning ahead, goes much beyond its conventional needs in brick and mortar and in teachers. Not one in ten thousand has a real profile of the comprehensive task ahead in financial terms -- in budget terms that recognize how to adapt our school systems to modern developments in instructional techniques and materials. This means that almost every annual budget is a surrender to the inevitable continuation of mediocrity, a surrender to the status quo.

* * * * *

Of course this task or renovation also calls for educating state legislatures about the facts of educational life. In many states, because of laws framed to the wishes of normal schools and teacher lobbies, it would be impossible for a school board to engage the services of Herodotus to teach ancient history, of Euclid to teach his own subject of geometry, of Shakespeare to teach a class in his own plays, of James Madison, the father of the American Constitution, to teach a class in civics. In my own state, a valedictorian of his class at Yale who has majored in physics does not qualify for employment as a teacher of physics in the Hartford high schools.

The men who created the very subjects taught to our school children would be locked out of most classrooms because they do not hold a teacher's certificate from a normal school or teachers

college. Conversely, all too often those who hold the teacher's certificates know pitifully little about what they teach.

Also needed is a review of the way our state laws often discriminate against innovations in teaching techniques. Many states, as some of you know, have specific and most unhappy standards for textbooks -- even to the details as to their length, type of cover, size of the printing, and so forth.

Indeed, if it were possible to create a tranquillizing pill which bestowed "knowledge and skill" -- a pill which would endow every student taking it with all the world's knowledge -- it would not be allowed in many states. Yes -- it could not be used in the schools with the blessing of many state departments of education.

May I now ask whether we can hope that our teachers, who are both the victims and the beneficiaries of our educational system, will join in persuading the legislators to do their part in recasting it? Such is my regard for teachers that I believe most of them will, even though many have invested many a dreary semester in learning how classroom tactics in the sixth grade should differ from those of the fourth or the eighth -- rather than in seeking to master more thoroughly the subjects they teach.

* * * * *

I seem to have cast myself in this cursory and arbitrary commentary as the educator's critic. Let me conclude as the friend.

All of us agree, I am sure, that universal education is indispensable to the practice of democracy. Further, it is vital

to the progress of our economy. It is a key to our national defense, and to the conduct of our world-wide competition with communism. It promises the highest values for an affluent and leisured society.

But I shall now confess that, to me, education is more than all these. Primarily, education is an end in itself. Many divergent systems of philosophy have agreed on a definition of human happiness: happiness is the process by which each man develops himself in his highest powers. And isn't that also the definition of education? What other field of human activity can say as much? And how can happiness for the greatest number be achieved except through education? President Kennedy told the Congress this week, "The policy of this administration is to give to the individual the opportunity to realize his own highest possibilities".

And so today I salute those of you who are teachers as the tribunes and the servants of the very greatest good. And I further salute those of us who are champions of education. We are warriors of happiness - and happy warriors!

[1963?]

PROPOSED TRAINING RIGHTS PROGRAM OF 1963

This memorandum concerns itself with an organic approach to education. A separate document will deal with the politics of the bill. A third document will deal with the budget costs. No attempt has been made to integrate the various parts of disparate legislation which has been called the President's education program. Where ideas from those various bills crop up herein, it is rather out of accident than design. Needless to say, a serious effort will have to be made to interweave, in conscious form, the ideas that have appeared in past legislation of both President Kennedy and President Eisenhower--if for no other reason than bills of total unfamiliarity in well traveled legislative areas are doomed to failure. Further, it will be noted that many of the ideas outlined herein have been tried, but generally in contexts different than education legislation.

The interest of a free democratic society in education is roughly consonant with enabling the citizen to control his fate and with his fellow citizens theirs. Operatively this means that democratic societies or republican democratic government functions on the ability of the citizen to know qua know and to know to make rational political, social and moral choices for himself and his society. With this as the assumption of the democratic society, it becomes painfully obvious that education is something that should continue throughout the years of a person's life. Two other, more operative principles appear. Since our society is nothing if it is not

heterogeneous, we find varying levels of attainment, need, purpose, social difference, economic difference, group and individual distinction. Thus, aid to education by the Federal Government has been and will continue to be, at least in part, the helping of specific groups which might otherwise not be able to obtain that education which would make them functioning free citizens. By the same token, meaningful choice and freedom are in part involved with the individual as he exists within the work situation. Hence, education involves more than the operation of the free society in the political sense. While the learning process involves the conception of education (knowledge) for the function of a free society, it necessarily includes training (experience) of people for and through work.

Thus, given almost continuous technological revolution and bewildering change in the meaning of work and the way to protect a functioning democracy, education is not nor can it be limited to one period of a person's life but is something which continues throughout. The responsibility of the Federal Government is much greater because of these new conditions. However, its responsibility to provide the possibility of education through decentralized, autonomous, self-directing, organizational mechanisms must be spelled out fully so that the education program will not have a "top-down" flavor--something undesirable, unmanageable and unlegislable.

At one time education could have been defined as the induction of the maturing individual into the life and the culture of the group. Implicit in such a view is that there exists a fairly traditional society where that which is to be learned is reasonably static and unchanging, where the values of the society are well defined and relevant to problems that beset those being trained, and that the older members of the group (society)

know what should be known and what should be taught. Our own society is not a traditional one: technology and democracy are anti-traditional. The meaning of this is that education cannot be defined narrowly when it applies to our society. It cannot be limited to a building (a physical entity) or a particular time of a person's life. The sad but true state of affairs is that technology and change have resulted in people of all ages not knowing what the few know nor understanding how what is known by the few affects and changes the many. Continuing education becomes the only way to bridge the gap.

It is suggested that we undertake a new approach to education legislation and education programing which may prove more successful than our present methods. Until now, the approach has been piecemeal; separate bills each on one part of American education geared to "need." For example, there have been bills on quality, higher education, vocational education, science, teachers' aid, etc. The theory operating behind the why of these bills is problematic. That is to say, teachers need aid, therefore we should give teachers aid, vocational education needs a shot in the arm, we should give it a shot in the arm. There has been very little comprehensive planning as to what kind of general education a society should help its members obtain.

Treating education in ad hoc fashion has certain major disadvantages. In Congress those against education have been able to play off one bill against another, session after session. Second, because there has been no theory of education or general plan supported by the Federal Government on education, the Federal Government has been at the beck and call of particular

units of interest groups that have been able to cry the loudest for support of their particular interest group. The results of this have been uneven. Each educational group has been able to play off one against the other with the Government itself being caught in the middle. Third, and most important, we are always behind what is needed. Hence, the pragmatic ounce of prevention being worth a pound of cure is never followed. In this context, the problem invariably outstrips the piecemeal solution.

Certain advantages become apparent if we attempt a comprehensive approach to education. First, the dramatic impact of the President showing the way in education should not be underestimated. The introduction and explanation of a new program by the Administration would become an educational experience in its own right. Since all sectors of the society would be involved and affected--porkbarrel at its best--all would listen. Secondly, it will be less possible in the Congress for those basically opposed to aid for education to play one bill against another or one interest group supporting a particular sector of education against another interest group supporting a different sector of education. Thirdly, it will set a pattern for the kind of legislative and administrative commitment which must be given to education on the part of the Federal Government. This commitment is not in terms of taking away control from the local or State authorities for education, but rather is in terms of making possible good education to exist across the country for all groups of people throughout their lives. Fourth, while dealing with already existing problems, this approach attempts to avert others that clearly are on the horizon. Fifth, the unreasonably sharp distinctions between education, science, and social welfare which have been

made in the past will not be made. This approach is more than a conceptual one. It will aid efforts to support legislation and programs that might be thought of narrowly as "education" but in fact fall under the rubric of social welfare, urban renewal, etc.

The President's new program in education should contain certain basic ideas. First, general education should be given to heighten the level of education generally in America for all people no matter what age group. That is to say, education would now be conceived of as something that goes beyond the confines of the school. Second, aid would be given to even out irrational or accidental situations so that the idea of equality of opportunity has meaning. (For example, slums, students, the so-called difficult 30%, or any other grouping that one might want to make which would be efficient but at the same time sensible to making possible equality of opportunity and individual educational fulfillment. The conceptual matrix for the education package would be aid and programs for pre-school, school-high, school-college, graduate, postgraduate, work, work sabbatical, and old age. Certain programs might reach more than one group at a time (educational TV). As a complement there would be aid for specific purposes: slums, schools, exceptional, etc.) Included herein will also be certain conceptual ideas that are not related to particular programs but, for example, to ways of aiding students financially.

It will become painfully obvious that certain questions are not dealt with explicitly, namely, desegregation, the public versus private school issue. In the latter case, it is assumed that the public, private issue does not have to be reached or talked about within the context of the suggestions outlined below. On the other hand, if the issue does have to be faced--

which I doubt--certain arguments come to mind which might be developed further. For example, the line is not a public-private issue but rather a public, quasi-public issue. Here one would rely on the basic field of tax law. Where tax exemptions are given to organizations, the Internal Revenue Code makes it rather clear that such operations must fall within the domain of a public activity. They must comport themselves in a certain acceptable way. They must be thought of as being for and in the public good or else special treatment would not have been forthcoming from the Government. If this is the case, then the issue of public versus private has long since been resolved in our tax laws. I would suspect that other analogies can be found to buttress this point. At any rate, it is outside the scope of this paper to consider that issue since it is believed that that issue is "solved," or better stated, avoided, herein. The question of desegregation is quite another question. However, the issue of desegregation may be resolved more favorably within the context outlined than by present methods.

As a primary goal a comprehensive education program should lay the foundation for enriching elementary and secondary education. To accomplish this end three steps must be taken. All of them are interrelated and would have a cumulative positive affect if effected. (1) Upgrading of subject matter taught in elementary and secondary schools; (2) increase knowledge of below college teachers in their particular areas which they teach, in methods of teaching, in comprehending the dynamic of learning, and in understanding the meaning and problems attendant to growing up in a transforming and almost anomic world. This means that teachers will not only teach subject matter but students. (Note that this higher expectation of the teacher

means higher salaries and higher status--but for increased knowledge and service); (3) heightening the student's instinct for knowledge by showing the importance society attaches to education as an end in itself as a sine qua non for the functioning of a free society and as an aid in a more narrow work sense. This part of the education program can be accomplished through programs outlined below.

Teachers Institutes

Teachers Institutes, those started privately by universities and those sponsored in the science area, have worked well enough so that the concept of them, in somewhat revised form, should be broadened and enlarged. The success of the Teacher Institute suggests that it need no longer be tried on a project basis. Hence, all teachers below college may, within a few years, avail themselves of the opportunity to retrain while adding to their fund of knowledge. There are three programs, integral to each other, which the Federal Government should sponsor under the general heading of Teachers Institutes. Whether it should be announced or put forward in a comprehensive manner is a tactical matter.

There has been little willingness on the part of distinguished professors in particular subject matter fields to take an interest in what is taught in below college. Many of the courses taught, and hence the students, are "underdeveloped" in knowledge and understanding because of inadequate below college education. The curious phenomena is that below college education has been the whipping boy of subject matter professors although this deprecating attitude on their part is changing as they come to realize their responsibilities. This change should be encouraged further. A start in this direction has been made by the NSF and now by the Zacharias panel of the President's Science Advisory Committee. The quality bill as proposed in the President's program in 1961 provided for the enrichment and improvement of below college courses. Further, the Cooperative Education Act now provides the authorization necessary to undertake one part of the program underlined below although conservative legislative counseling in the Department of HEW will probably

insist that an amendment to that Act is necessary before implementation could occur.

Basic education research by Core professors

(1) The Federal Government, through the Office of Education and the National Science Foundation will sponsor a group of universities who would form education institutes similar to other cooperative ventures which the Government supports. For example, Brookhaven. In this case the Federal Government would sponsor four regional institutes through the four groups of universities. These regional universities would invite so-called core professors who have special competence in a particular subject matter as well as those familiar with the psychological and social aspects of teaching on a below college level. The Federal Government would encourage scholars to take time off from their own research to develop courses and materials for use by making available on a continuing basis fellowships and project money. As many as 1,000 fellowships to senior scholars should be awarded each year. The individual universities would choose the people although stipulation in the law or in the grant should be made clear that what is aimed at are subject matter people and not necessarily those concerned with education in the lower rungs of the educational ladder. The Federal Government would continue to make contract and grant awards directly as well but with the stipulation that the researcher be attached in some way to a core institute.

The materials that would be developed by the core professors would then be used and taught by those in part 2 of the program.

The purpose of this program is not to develop a unified course that would be taught throughout the country. Rather it is to increase the number of good courses available for choice by teachers and professors.

Teaching Institutes

(2) Colleges and universities would be encouraged to establish institutes of education for the purpose of retraining teachers. The cost of operating these institutes would be paid by the Federal Government through the NSF or OE. The professors in these institutes would be subject matter professors as well as educationists. The material that would be taught would be those courses developed by the core professors. The institutes would operate on a twelve-month basis. The professors in the institute would receive extra pay on an hourly basis for teaching courses. Professors at this level would have to choose which materials to teach. Their extra pay would be supplied by NSF or OE. Support and grants would be given to all interested colleges and universities but with special emphasis on attempting to cover the whole of the United States with particular emphasis on areas where the heaviest concentration of school children existed. The institutes in this category could be established after the second year of the program and after materials were sufficiently developed so there would be something to teach.

These institutes would train 200,000 teachers a year. The teachers who would attend these institutes would be those who showed uncommon ability. A majority of these would themselves become teachers in the retraining institutes for a period of a year (described in 3). Chosen by their own school systems or by the college or university, these teachers would be given fellowships to attend the Teaching Institute. Such fellowships would include stipend

allowances. Depending on the college or university, its location, etc., would decide whether the teacher would attend during the summer, for an entire semester or year. Equivalence standards in terms of time spent would be formulated. These standards would be left in the hands of the Teaching Institutes. Theoretically, any private institution of higher education would be able to receive aid under this part of the program.

Continued Training Institutes

(3) Each school board or other viable and identifiable entity having responsibility for the education of a number of children, for example, a school board, or in the alternative, State universities or local colleges, would receive Federal aid to establish Continued Training Institutes. Thus, Federal aid would be given through one of three agencies: directly to the school board or school district, to the State Educational Agency or to a university or local college which would, in conjunction with other corporate entities (cities) establish for local school boards Continued Training Institutes. It is intended that the Continued Training Institute should become a device for retraining the Nation's public school teachers. The Federal responsibility would be a continuing one. It would fund the operating expenses of the Institute on a matching basis so that over 5 years the local entity and the Federal Government would match 50-50. Sliding scale would be used.

The Continued Training Institutes would be staffed with those teachers who were trained in number 2. Specialists from nearby institutions of higher education would also participate but the bulk of the training would be given by below college teachers. The Federal Government would match, over a ten-year basis, the payment for the teachers in the Continued Training Institute.

Fellowships and stipend allowances would be given to those teachers attending the Continued Education Institutes. At the Continued Education Institute the teacher would receive instruction in the latest methods and subject matter to be taught in the natural sciences, social sciences and humanities on the level that he taught. He would use the materials developed by the core professors. Those attending the Institute would choose from several time programs, that is, summer, Saturday, or released time. A program for re-training of the teacher might proceed along the following lines:

1st year: Teacher attends locally controlled retraining institute on released time, Saturday or summer basis. The teacher learns new subject matter to be taught in his particular course as well as new teaching methods and familiarity with new materials. He would receive X fellowship plus stipend allowance. (SA) $X + SA$.

2nd year: Graduates of the Institute would go on to university for further training in Advanced Institute. They would receive $X + \frac{x}{3} SA + \frac{SA}{2}$.

3rd year: Select teachers would teach in the Retraining Institute. $Y + RS$ (regular salary).

4th year: Training would continue for the teachers but would be tied in to work in the community which was roughly related to that which the teachers taught in the school system.

5th year: Teachers would study allied courses so that they will be able to teach more than was in their immediate field of competence.

Through this method of retraining a subtle but very extensive reform of the quality of teaching in our schools would be accomplished in a relatively short period of time. And with the added attraction of raising salaries in a more rational--and politically acceptable--manner than has been pursued in the blanket teacher aid bills.

Note that as part of this program emphasis would be given to encouraging the retraining of teachers and college professors under stages two and three.

Student Book Aid - Section 2

Each student in junior and senior high school would receive a ten dollar a year book allowance. (Note that this program is already done by the Government for NSF and other Government fellowship holders.) The student would receive \$10 worth of book stamps which he would use to buy paperback books broadly connected with studies in which the student was, is, or might in the future be engaged. Certificate of expenditure would be made by the teacher--or a teacher's helper--note below. Such allowance could be made on a graduated scale. That is, more for the individual student as he advanced in school. Even if the student dropped out of school he would still receive a book allowance, or in the alternative, a tool or equipment allowance.

Two alternative methods of administration of the program might be considered.

(a) Allowing for each student in school \$10 a year for paperbacks which would be handled through the school library system. The student would have the option of keeping the books or returning them to the library. (b) Each student would match the book stamp allotment by putting up 25% of the cost of the book when bought by the student from a book store.

1. A new and valuable relationship would develop between the society and the student in the sense that the student would realize that the society attaches great importance to learning and education on a continuing basis and not necessarily within the narrow confines of the physical entity called school. Further, it is no secret that textbooks are rather unexciting books and where possible should be supplemented with books of a more interesting and valuable sort.

2. Libraries themselves do not serve the objectives of this program since libraries are by nature for the few and the people do not end up owning the books. Thus, in the main, people are not able to make books and education an integral part of their lives as is the case if they are not given book allowances.

3. The program would proceed on the basis of education stamps which would then be used either at book stores which sell paperback books or through the school system itself.

4. If a standard is necessary (because of a possible pornography charge from the Neanderthals. Note that this may be a consideration if program is handled through the commercial market.) State universities or the Library of Congress might put forward lists of books which could be read on each subject at each grade level. These would then be given to the local school boards who would list such books as guides for what books the students could buy. Another method might be allowing each individual teacher the discretion of what books would be bought by the student. A more palatable method might be to state that the stamps are retrievable for books falling within the traditional categories. Natural Science, humanities, and social sciences. It is estimated that such a program would cost no more than \$150 million and would have a major impact on our society. The resistance which may exist in some homes for children to have books would be changed by governmental support of programs in which students were asked to participate in getting books for themselves.

5. This program should begin as early as useful, the junior high school level, so that the tradition for learning may begin early for the student.

6. It should be noted that if book prices were on the average of 20¢ a book (paperback) a student could end at high school graduation with 300 books.

7. A home library program will increase the use of library facilities.

This program would complement the general enrichment notion as outlined in the teachers institute program. (Teachers as well might receive personal book allowances although this is by no means a substitute for student book allowances.)

Since, as stated above, most text books are of the most flimsy nature intellectually (especially in the social sciences and the humanities), it might be well to have special programs to aid States in the task of replacing textbooks. If, on the other hand, the Teachers Institute method works correctly, the Federal Government will be supplying many of the basic new materials which would be used in the classroom thereby making less immediate the need for new texts.

Presidential or at least Cabinet level leadership will be necessary to get publishers to reduce prices on paperback books. Since it is the case that the most expensive part of publishing is the cost of the original plates, the cost of running 10,000 copies of a paperback may be no less than running a million copies.

A consortium arrangement might be considered so that all of the publishers could get a "piece of the action." This, on the other hand should not be necessary. It should be enough to explain to the publishers that the new proposal will be a shot in the arm to publishing generally but that the program will be supported by Congress only as long as the paperback

prices for students are low. Note that the expensive part of publishing is distribution (and administration) both of which could operate through the school system.

The cost of this program would not go beyond \$150 million a year including nominal administration costs to the Federal Government.

Special schools below college - Section 2 (UNIVERSITY SCHOOLS)

University and college authorities spend much time--and perhaps correctly--bemoaning the bad training which students receive in the elementary and secondary school. Without question the university has the kind of resources which could improve quality of education offered to students of school age.

In all of our major cities there are great universities: Harvard, MIT, Boston, Chicago, Northwestern, Columbia, NYU, New York, etc. These universities should ask and be given responsibility to administer and staff public schools. It is contemplated that 150 schools on the elementary and high school level be built and staffed under university direction.

The Federal Government would pay the building cost, the city would donate the land--in some cases public parks might become sites for new schools. The city or the school board would then contract with the area universities to operate and staff the schools. The universities would utilize teaching assistants, professors, plan course curriculum for their schools for which they were responsible. The Federal Government would put up flat amounts for the operation of the schools averaging no more than 50% of the operating cost over a 10-year period. (Again the sliding scale method.)

The university group would file copies of its plans with the Federal Government, but if it met with the approval of the city fathers the Federal Government would not stand in the way and would award the money.

A university school system could also be established in rural areas. Run by the land grant colleges or State universities these schools would include dormitories as well.

There is little question that this program would create tension in both the urban and rural school system. However, it would be the right kind of tension. The university school system would hopefully become the center of excellence. The schools which the universities should undertake should not be of one kind only. In one school system, for example, administered by a university group there might be a school similar to the Bronx High School of Science with students that would succeed under any educational system. But the universities should have responsibility for educating where the ingenuity and inventiveness of the university is tested.

Special schools for those gifted in what the society (here read Congress) wants to buy

Support for science in Congress seems rather easy to obtain since science has nothing to do with education. "Things hard, abstruse but quantifiable" are sure shots for support. Education could trade on this "fact" by supporting and establishing schools similar to the Bronx High School of Science on a State-wide basis. These schools should, in any case, have a tie-in with universities. Qualified students at such schools or at any of the university schools would be able to take courses at universities before

they graduated high school. The Federal Government would pay the universities to operate these schools.

Special schools for those gifted in what the society (here read almost everybody) does not want to buy

Facts and lore point clearly to the statement that much talent is lost because of economic or social problems which may, in fact, be soluble. Slums, and their boils, slum schools fall within this category.

The Federal Government would aid communities in the development of public schools with sleep-in facilities in which students from the area would live. Each such school would receive aid, either through the city or through a University School system to establish a tutorial system with teachers' quarters being part of the school. There is one danger with this notion which can be averted by giving responsibility for administration to an organization antithetical to the danger. In the case of the slum school the danger is that it will be thought of--and hence it will easily become--a penal colony. For this reason it is of paramount importance to involve the university in its establishment and administration. (There is no reason why, for example, students at Columbia would not live with and act as counsellors to kids in Harlem for pay.) In this way, the values of different groups in the society can better be brought into harmony. Further, schools in slum areas are psychotherapeutic operations which means that each student and teacher must take part in a critical examination of their experience. This operation will occur best within the dormitory school. For this section of the Act amendment of the urban renewal law is suggested as the obvious legislative handle since such schools would fit in well in area redevelopment.

Rural areas also become a good place where this activity should be tried. For example, West Virginia, Northern Kentucky and other places where the economic and social conditions are such that kids by staying where they are will sink deeper and deeper into misery. Dormitory schools offer a way in which they may become part of a different social environment. Here amendment of the Agriculture Extension Service and the Manpower Retraining Act are the places for revision--but all within the context of a comprehensive education act.

It is to be noted that an important byproduct of the University school system is a fairly substantial increase in the number of schools for below college education. School building in this scheme does not become an end in itself. Rather it is a bonus which comes as a result of substantive improvement in educating students.

Dropout problem

There are a variety of dropout problems in our society. For this reason it may be well to pinpoint and distinguish between them as each has a separated cause and different cure.

a. In high school -- It is only recently that we have come to worry about this question at the time when it is clear that a high school diploma or some symbol of accomplishment is necessary both psychologically for the individual and socially for everyone else. Theoretically, where a person in a society always has the chance to get back on the education conveyor belt, it is not disastrous that he does not take all of his education at one time. However, it appears that many who drop out of high school greatly narrow that which they themselves think they can do. Few high school dropouts today can grow up to be Henry Ford or take the

individual, entrepreneurial route. In a highly organized society education becomes necessary for individual psychic survival even though in a theoretical sense the dropouts may be right--either because their education (that which is taught) is irrelevant or stupid to what they need or their experience with education comes down to just another form of organized manipulation.

To aid students who are in trouble and who look as if they are about to drop out of high school, the staffs of high schools should be expanded to include social workers and psychologists. The Federal Government under NIH grants should establish training institutes for dealing with problems of adolescence. More immediately, cities should be given grants to shift social workers and psychologists to become school oriented and school based. This project will be referred to as the Program for Special Services.

Women and the dropout problem

On the other end of the spectrum of the dropout problem are women. It is now clear that many women who finish college retire from "public work life" regretfully. They feel their education wasted on mundane household tasks which are without content. This is a waste of human resource and places women in a terribly paradoxical role; that is, they are encouraged to attend college ("Roberta, you are just like Robert, compete with him"), but utilize their special training in a minimal fashion once they marry and raise a family ("Roberta, you are a woman. Get back to the _____.") Radcliffe College has started a program for women Ph.D.'s who wish to get back to their studies. This program may be generalized across the country through awarding grants to women above a certain age (35) to continue their studies and to run some of the programs outlined in the comprehensive education act. Financial assistance offered to students fresh out of high school could be made available as well as to older women.

Student aid for college or technical school attendance Section 3

An important part of an education program for a society involves assurance that people be able to educate themselves in terms of their ability, not in terms of their ability to pay. This kind of statement can only be made in a rich society. The trick here is to find that formula or series of formulas which will be acceptable and plausible to a society that is incredibly rich but Calvinist oriented.

Payment for going to school and collecting unemployment compensation in advance

The largest percentage of unemployed in our society, and the largest percentage of people on unemployment compensation are people from the ages of 16-26. Rather than pay young people for being unemployed and setting themselves on an impossible treadmill in which they work for six months to a year and then collect UC for six months in alternating fashion, unemployment compensation or manpower retraining funds for those who want to go to school (here read college or technical school) could be collected by the individual in advance. Thus, a high school student who was impecunious would be given a sum for his first year of college or technical school which might be roughly equal to 30 weeks of unemployment compensation or a training grant under the Manpower and Training Act. A student no matter how poor if he could qualify for college or technical school would be able to make a "down payment" on his beyond high/school education. Note that unemployment compensation is paid under manpower retraining. A formulation connected to this one but more difficult to compute would be paying a talented student a percentage of the average of the amount his peers made while he was in school.

Work study grant

Here money would be given for actual work performed or services given to the community or university while the student was in attendance. This method might be more generally used because Congress seems to be unwilling to give "something for nothing," that is, a straight scholarship program. Further, much good work could be undertaken by students in work study programs. A refinement of the BOB higher education proposal could be used on this point.

Loans

Loans seem to be the most acceptable method to the Congress. We may sharpen up this method by having certain forgiveness-type loans with which students if they, for example, achieve above 70% on some national test after four years of college would be forgiven their loan. Perhaps the graduate record exam could be used as the testing device or some variant of it. Other forgiveness methods may be considered for this kind of program: Books published within first five years after graduation; joining Peace Corps, military service, or teaching in Adult Illiterate and Migrant Worker programs.

Scholarship

Four-year scholarship programs could be offered based on broadened criteria to include individual judgment of scholars, special gifts, examination, past grades, creative ability, etc. The amount of the scholarship should be \$1500-\$2000 a year: the student is allowed to take his study at any institution of higher learning. Two thousand of these scholarships the first year and then increase 500 a year for six years to stabilize at 5,000 new scholarships awarded each year. Note Goldwater proposal.

Technical institutes and junior colleges

One section of the organic education act should deal with the reformulation of the vocational education act and the introduction of two-year technical institutes. Those trained at institutes would be taught to handle more than one specific job. The reasons for this are obvious. In the age of continuing technological revolutions particular jobs very quickly may be "automated out."

The Federal Government would give ^{technical students} the same aid opportunities which were given to those attending college. There are two reasons for this approach: (1) technical institutes do not have any educational status in our society but they should, and (2) those who would attend them should, at least at the beginning, be at the lower end of the economic scale.

The Federal Government would grant aid to different kinds of qualified units for the establishment of technical institutes. Colleges and cities as well as industrial labor associations and corporations should be aided if they establish such institutes. Where possible technical institutes should form connections with junior colleges to give the student academic and like choices he would not otherwise have. (Some of the ideas of the Brademas bill can be used for this part of this bill.)

Programs for school board officials and education administrators

Substantive knowledge of new possibilities in education should be at the finger tips of those working in the bureaucracy of the State and local education system or those public members of school boards who have responsibility for decision-making in this area. A fellowship program should be undertaken in which interested school board members and those in the education

bureaucracy could attend summer institutes of education administration. These institutes would deal with what is--or could be taught substantively-- in the classroom as well as outline the various problems of education administration which exist in our society.

The Federal Government would give aid to universities to initiate such programs. The universities would make the awards. Part of this program would be billed as mid-career retraining where it concerned the education administrator. The program would be placed on a matching basis where local education bureaucracies were aided.

College facilities and aid

College facilities. -- A reformulated version of the college facilities bill with emphasis on undergraduate science laboratories with an adoption of the conceptual framework put forward by Bureau of the Budget staff should be made part of the bill. Note comments and redraft of that bill.

College aid. -- Facilities by themselves are less important when unrelated to education programs. The Federal Government would give grants to large universities to benefit from the collegial atmosphere at small colleges. Aid would go to establish small colleges at universities along the Oxford, Cambridge line.

Besides such aid, administered by OE upon receipt of a plan prepared by the university, small colleges would be given grants to bring distinguished professors, scholars, and intellectuals to their campuses on a lecture or semester basis. Funds for such programs would go to small colleges generally not in the front rank of institutions. Grants would be awarded on a regional

or State basis. As part of this program, so-called experiments in higher education would be encouraged. Note University of Wisconsin, ILS program, Harvard Freshman Seminar, University of Chicago College, establishment of tutorial colleges, etc.

Aid for music and art

A society is not only judged by the number of missiles it has or its economic growth. It is judged as well in terms of its art, architecture and music. Encouragement to the arts may proceed in subtle ways: through education and social welfare programs. For example, the kind of higher education aid proposed to be offered to academic students should be extended to music and art students. NDEA loans should be broadened so that music and art students might qualify.

Universities, colleges, technical institutes, adult education centers, libraries and museums should receive matching grant aid from the Federal Government to employ "artists in residence" (both musicians and artists) who would perform and teach. Such a program (for talented musicians and artists) could be extended as well to the University School system so that each respective school employed artists who performed, painted, sculptured and taught.

Note that it is contemplated that old institutions (libraries, museums) begin to take on more vigorous living functions.

Adult education

Although it is hackneyed to talk about the importance of a continuing education in fast changing times, the fact of the matter is that it is true.

Tradition has so broken down that no one can know what the world will be like 25 years from now. Suppose there is life on Mars, or suppose climate control is invented and practiced, or suppose that there is an increase in the breakdown of the family as a social unit, or suppose there is a thermo-nuclear war or suppose there is a doubling of population by 2000 in the world. These are all real not fantasy speculations. It would be naive to think that the kind of adult education as presently constituted could do anything about any of these problems although it is foolhardy to think that education stops when a person graduates high school (17) or college (22). We would have absolutely no way of coping with any of these questions.

The Federal Government should make grants available to universities or non-profit organizations for the establishment of adult education programs similar to those at the New School for Social Research, Columbia, and the UC downtown college.

The organization of the program would be in the hands of the Commissioner of Education who would work with universities that would be encouraged to "spin off" adult education programs into nonprofit corporations. These corporations would, however, be loosely connected across the Nation in some kind of nongovernmental "Federal" arrangement among themselves. They would all offer a basic curriculum besides specialized courses. Note the University of California as a model. Other organizations in the society which have an important role to play in educating could be brought into this form of education. Corporations, labor unions, museums, art galleries, social clubs, etc., could be given aid or tax credit for the establishment

of adult education programs either of a liberal arts nature or of a more specific technical nature.

Besides the responsibility for more middle class learning, adult education centers and Institutes of Social Service (note below) would establish special programs for training adult illiterates and migrants. Here, the Federal Government would pay college students and women to run classes in reading and writing. (Also learning what rights and opportunities existed for them).

Continuing Education through mid-career fellowship or aid

Individuals might receive scholarships or fellowships at mid-career for study or travel on a sabbatical basis. Most of the people who are able to receive this kind of aid now are scholars although there is no reason why such aid only should be given to this relatively small group of people. Hence, the Federal Government might provide either long-term loans or fellowships to people out of school for study or travel or anything construed as educational. For these programs ordinary prerequisites of having a white collar occupation would not apply. That is, truck drivers, housemaids, anyone, could receive such sabbatical aid.

Various ways might be conceived to fund this program. People might use part of their social security before age 62 or 65, or more funds might be paid into the Social Security System by the individual if he wished to avail himself of such a program. For example, a machinist might want to take a year when he is 50 to study or travel. He would use part of his supplemental social security funds. The individual's social security funds would be augmented through special loan or scholarship funds made available to him by the Federal Government for this purpose. Such programs might be offered to individuals on the basis of one year out of seven for retraining and rethinking his life.

The mid-career fellowship program, although at first glance may appear to be startling is little more than building on some patterns which already exist in the society. Many people in the corporate bureaucracy already have such an opportunity as do scholars.

Further the line between work and leisure continues to get fuzzier and the problem of automation will increase greatly. Rather than shorter work weeks, many people (and the society as a whole) would benefit more from travel, study and job change. These are pursuits which take more than a few hours a week to undertake. They take a chunk of time.

The Manpower Retraining Act is another attempt to offer mid-career retraining unfortunately within the context of force-majeure--although it can be used as the base from which to build.

Under the program loan or scholarship could be received at 35, 42, 50, 56 for travel, study or job change. (Note in latter case analogy to small business act where aid is given by the Government to start new operations. The recipient does not have to wait until bankruptcy first.) Voluntary program to be instituted through social security in which the individual would have the right to draw increasing amounts for particular years at, say 35, 42, 50, 56. These amounts could be supplemented through loan.

Standards to be applied

1. Must have been employed consecutively for 12 years, 20 years and 30 years. Employed excludes self-employment. Use standard definition of employment.
2. Must use money for study, work or travel. If for work, time taken to get other job will be paid for. In effect receives bonus to get other job.
3. Time allotted, 6 months to 1 year.

4. Amount received depending on number of dependents--up to \$2,500.
Payment arranged either through unemployment compensation, social security.
5. Employment rights in job if commitment given by employee to return to job.
6. Place program on a State-employer-Federal Government matching basis.
7. One possibility not discussed but perhaps useful would be to have a flexible scale as to when a person started social security. There would more than likely be a rough correlative between the number of people who would start later and the number who participated in the mid-career retraining.
8. Use of manpower retraining act should be made for this part of bill.

Educational Television

The question of ETV divides itself into two parts: (1) Specific use for the classroom; (2) use by the community. The question of ETV directly to the classroom has been considered widely. One program would be the sponsorship of good lectures and demonstrations by distinguished professors from around the country in particular subject matter to enrich what is taught. This program could be handled through the Institutes of Teaching.

Television of a higher quality beyond the classroom is deemed of more importance.

It is within this context that television can play a continuing and important part in the education of the community. Its role can be expanded and enhanced through the establishment of a network of educational television system.

Federal aid through grant or long-term loan would be made to set up a national--

at first regional--educational television network. Matching operating aid from States, universities and cities would be advanced for the regional establishment of regional network programs. It would be the intent of the Government to supply the necessary leadership and support for the establishment of something similar to a network third program but run and owned by universities, cities and States and other nonprofit-making organizations.

Institutes of study for people on Social Security or near it

People on social security are treated as cripples or as people who have to be entertained. The habit of treating them like children is a waste of their talent and also deleterious to them. The "enlightened" view seems to be that of hiring a social worker who will give them adolescent or children's games to play.

It is suggested that an alternative be put forward in which people on social security would attend special institutes or be given aid to attend schools where certain new kinds of skills could be taught. They would be trained for the performance of public service tasks--as aides to teachers in school systems (they could run the bookstamp program), aides in orphanages, giving orphans grandparents, training for library work, hospital administration, running nurseries, teachers of the adult illiterate, social work assistants in urban development projects.

Those participating in the program would receive \$30 a month while going to school. The Federal Government might pay up to \$30-\$50 a month more to the individual once he began to work in this program. This would count as parttime employment. The Federal Government would give 150 matching grants

to States and cities to operate such training institutes for the old. This program could be integrated into the technical school junior college system.

Needless to say, the competence and knowledge of the individual should determine whether this program is below him. Where that is the case, honorarium should be offered to the person for doing ~~that~~ which he is capable of doing.

August 19, 1963

Memo to Bill

cc: Eiler
John S. ✓

From the Senator

*Bill
Prog Learning*

I have been reading Eiler's report on the Programmed Learning Project. His comments about what is being done in the Air Force are most interesting. This whole subject matter offers us an opportunity to do some constructive work in promoting it and also in an article or two in some of the leading magazines telling about it. The American mentality that appreciates efficiency and the direct approach in getting things done will be very excited about this programmed learning.

The figures on the cost of the teaching and the development of a subject or course is also interesting. I bet we could get some more information out of the Britannica school, too. Be that as it may, I want to follow up on this and I hope that Eiler is keeping abreast of it. This is your responsibility, Bill, and I am sure that you will give it your personal attention. Let exploit this information. It's new and I think it has a certain amount of political and intellectual appeal. There is very little being

written about programmed learning in the current journals, such as the daily press and the weekly magazines. I think we could break into the news on this if we develop some good material. I think that's what we ought to be doing right now. We need to get interest aroused.

MEMORANDUM

TO: SENATOR - cc: Bill Connell, John Stewart, Neal Peterson, Jerry Schaller, Dr. John Darley, and Dr. Russell Burris

FROM: EILER RAVENHOLT

RE: PLANS TO ESTABLISH A PILOT PROJECT UTILIZING PROGRAMMED INSTRUCTIONAL TECHNIQUES IN THE TRAINING OF SCHOOL DROPOUTS.

File
Programmed Learning

Bill and I met with James J. Clarke, Assistant to the Secretary for Manpower Development and Training, and Phil Des Marais, Deputy Assistant Secretary for Legislation from HEW, to discuss the above project. They are most interested, and Jim Clarke had a number of suggestions including the following:

1. This type of project should involve the University people - Darley, Burris, Dinette, Bob Wilson, and others; Frank Starkey, State Department of Employment Security; Bill Wick, Director of State Department of Vocational Education; Bill Shovell, of the Governor's office; Gonsrud and Hess for Labor; and the Local Manpower Retraining Advisory Committee.

2. These people should be brought together to work out the details of a program to be presented to HEW and the Department of Labor. This project could best be financed jointly by these two.

3. The determination of employment opportunities can be handled under Title I of P.L. 87-415, MDTA. Title II provides funds for testing, counseling, and the selection of trainees and payment of allowances to those qualifying. This number would be small if the age group covered by this project is limited to those under twenty.

4. Research aspects of this project would be financed under the Cooperative Research Program ~~of~~ ^{or} New Media funds of HEW.

5. Approval for a project of this nature would come from Kelly Mudd, Regional Director of MDT for HEW in Kansas City, and Bob Shackberg, Regional Director for the Department of Labor in Chicago. These people will be informed by Clarke of interest by Washington and should be brought into discussions at a fairly early level.

6. Physical facilities for such a project must be located. If public vocational school space isn't available, it is possible we may contract with Dunwoody or other private facilities.

7. It is important that we get the support of Wick, State Director of Vocational Education. He should be brought in early. Funds for this project are not part of the automatic state quota for MDTA and he should be so informed.

We met later with Larry Harris, Project Director of the Youth Development Project in Minneapolis, which is operating under a \$150,000 two-year grant from the President's Committee on Juvenile Delinquency. He can be most helpful, particularly in the selection phase. He also indicated that Professor John Ellington of the University Law School is operating under a \$50,000 grant to design a training center for school dropouts and he should be contacted.

Further contacts with Walsh, Ganz, and Gregory, who are under Wolfbein in the Department of Labor, will also be initiated. Clarke indicated that John Walsh, who is Assistant Manpower Administrator for Youth Programs, would be particularly helpful.

Memo to: Senator

cc: Bill Connell
John Stewart ✓
John Reilly
Julius Cahn
Neal Peterson
Win Griffith

File
Programmed Learning

From: Eiler Ravnholt

Since the meeting on June 28 about the programmed learning project we have received some preliminary information about what is being done in this area in the Armed Forces.

The Air Force has done much of the work in programmed instruction that has been conducted in the Defense Department to date, and they are extremely enthusiastic about the results. Earl Wallace, who is in charge of the use of programmed materials in their training programs, said that the Air Force presently has about 300 trained programmers (as compared with 80 in the Army and 12 in the Navy). They offer a wide variety of courses, and appear to be expanding rapidly. He told us that they have found that the amount of time to complete a programmed course is generally between 30 and 40 per cent less than it would be using "conventional" means. They believe that the increase in retention of the subject matter is about 25 per cent. Although their written report will not be ready until August 15, they have already received inquiries from the Peace Corps and AID, along with a group from Sweden. The Air Force is, in short, very excited about the value of programmed instruction.

The Navy conducted experiments on a smaller scale than the Air Force, but came to the same basic conclusions. George King of the Bureau of Naval Personnel said that it is practically assured that we can save a substantial amount of time by using programmed instruction in such areas as job retraining and the teaching of basic subject matter. Even though he is quite impressed by programmed instruction, he did seem disappointed that many of the people actively involved in the field regard their method as new advances in the educational continuum. He said quite aptly that the use of programming does not preclude any use of more conventional methods. Programming is not a panacea for all educational ills, but is rather a useful tool to achieve certain ends.

Programmed instruction eliminates the frills and sidelights of a subject, and tries to teach the course as rapidly, directly, and intensively as possible. It has worked particularly well in remedial and basic training, and seems very well-suited to the aims of this project.

The only advantages of machines over programmed texts are

(1) that a machine can record the student's responses as he makes them and (2) that many machines are cheatproof. They also provide a motivational factor that probably would not be needed with most of the students that we would be training. In any case, the cost of the hardware is far out of proportion to the rather insignificant advantages that it affords. It is interesting to note that only 16 per cent of all of the programs in use in the Armed Forces use machines of any sort.

Another factor that makes machines less desirable for us is the difficulty involved in transporting and maintaining the equipment in many of the areas in which the programs would be used. Taking all of these considerations into account, we feel that we should concentrate our efforts on programmed texts rather than hardware.

Although there are divergent opinions as to who the programmers should be, it appears that the ideal writer would be a person with verbal ability, training in programming, and, above all, a real familiarity with the subject. Many of the failures of programmed courses stem from a lack of familiarity on the part of the writer with the needs of the students and the basics of the subject.

The cost of developing a program is an extremely important factor. Although we haven't yet seen any definite figures on this matter, it seems that developing a program would probably take no less than six months. There is a wide range of prices for courses, but a fairly safe average would be from \$12 to \$19 per student for a course. This average, though, can vary a great deal depending on the type of survey being conducted. Mr. King did tell us that the Navy spent between \$30,000 and \$40,000 for a thirty-hour course. This illustrates that a major part of the expense in developing a program lies in the programming itself.

However, even though the initial outlay may have to be fairly substantial, it becomes absorbed if the program is static--i.e., if it can be used a great many times without revision. The savings in time and manpower also justify the original cost.

The actual programming is generally done by a company after taking bids. In almost all of the programs in the Defense Department, the program was designed to the particular organization's specific need. The programmers were in general hired directly by the organization involved.

There is unanimous agreement that the idea of connecting this project with the University is a good one. There are sev-

eral reasons for this. Very little research that is really new has been done since that of the founders of the field--chiefly Pressey, Skinner, and Crowder. The organizations that are responsible for developing new training programs just don't seem to be willing to put forth a major research effort, even though they are rapidly expanding their practical use of the method. The time is ripe for a major advance in the field, and it appears that the ideal place for this breakthrough to come from is a university.

There is also at present no clearinghouse for the information that has been gained in programmed learning research. Many individuals who have worked with programming feel that there is a great need for such a center. If the University would become the focal point for the work done in the field, it could fill this very important role.

An important point to remember is that many people who have entered the programming "business" (and it is an industry at the present time) have become rapidly dissatisfied at being separated from a university community. Not only is it difficult to train programmers, but it is even more difficult to keep them in the profession. If the University would set up the center it could attract many of the really able people who want to do programming and remain in the academic world.

Summary: Programmed instruction is uniquely suited to the aims of the project that we are now working on. It has given its best results in the areas of instruction in which we are interested, and these results have been excellent. The field is booming now, and the time is ripe to start a major effort in it. With the resources of the University rapid advances could be made in programmed instruction, and job retraining and the teaching of basic subject matter in this country and Latin America could be upgraded very rapidly. This program could have far-reaching effects.



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