UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF THE ASSISTANT SECRETARY FOR LEGISLATION AND PUBLIC AFFAIRS

October 22, 1982

MEMORANDUM

TO : Sheila Tate
Press Secretary to the First Lady

FROM : Anne Graham WG
Assistant Secretary
Legislation and Public Affairs

SUBJECT : First Lady's Interview with American Education Magazine

In accordance with your request, I am enclosing fifteen questions for the interview with the Department of Education magazine.

Two recent editions of the magazine are enclosed for your review. The magazine sells by subscription to approximately 10,000 educators nationally. Many school libraries subscribe, providing broad readership in the field of education.

If we receive the completed interview by November 20, it will be included in the January/February edition of the magazine, which is scheduled for circulation early in the month of January. Please return the completed questions to me at Room 3153, FOB 6, Department of Education. I can be reached at 245-8233 if you have any questions.

Enclosures

400 MARYLAND AVE., S.W. WASHINGTON, D.C. 20202

You have visited several prevention projects in the US in the past 18 months

5) Your visit to ~~the Arkansas project~~ is only one of many firsthand views of the work of drug prevention efforts in the past eighteen months. From those you are familiar with, which seem to be the most effective?
Is there an approach that seems to be a workable one.

6) Have you been able to determine any common denominator in what makes a project successful in fighting drug abuse?

7) Many of our readers are educators in elementary and secondary schools. Do you have any advice for them on where to go for help in alerting parents to drug abuse and enlisting support to correct the problem?

8) The White House drug prevention strategy seeks parental involvement -- too often a missing element in past programs -- in prevention. What can concerned parents do to ensure a drug-free environment in the schools and at home? Where does a parent confronted with the problem of youth drug abuse turn for help?

(1) (9) Do you plan to continue to visit successful programs in order to encourage public awareness of effective prevention efforts?

10) Prevention, counseling, parental involvement -- and, of course, State and Federal efforts to prevent drug smuggling and prosecute pushers and suppliers -- are good, but isn't part of the problem the susceptibility of today's youth to the temptation of drugs?

(SEE QUESTION ELEVEN)

11) We can see that you have faith in America's youth. Have they simply been misled about the dangers of drug abuse during a decade in which many adult-dominated organizations constantly minimized the dangers of drug abuse? and

12) Can there be such a thing as the safe use of drugs?

13) ~~If this is the case~~, what should teachers do to counteract those who preach the pleasures and harmlessness of "recreational" drugs instead of concentrating on the personal and social cost of abuse? the prevailing view of recreational use of drugs the use of drugs in the class room and those who talk about the

14) Based on your experience, how do you think the general public -- especially parents -- react to those who want drug abuse laws liberalized? (Possible mention of Proposition 19 in California, 1972, when the President was Governor)

15) Finally, what advice would you give a young person tempted to experiment with drugs or alcohol?

Thank you.

AMERICAN EDUCATION

UNITED STATES DEPARTMENT OF EDUCATION AUGUST/SEPTEMBER 1982

The Class War We Can't Afford to Lose

Schools That Mean Business

Freedom of Choice in Education

Renewal of American Liberal Education

A Time for Re-examination and Renewal Commitment

View from the Corporate Sector

VOLUNTEERISM AND EDUCATION

Nothing better exemplifies the history of volunteerism in American life than the story of education. Across the country, whether in the form of university halls and pavilions endowed by wealthy benefactors with a sense of community pride, or in the less august but equally substantial one-room schoolhouses erected in a cabin-raising by a new community of pioneers, the strength of our education system stands in testimony to a young nation struggling to provide for future generations.

Volunteerism is not only alive today in our schools, but flourishing, encouraged by President Reagan's commitment to rekindle the cooperative spirit which made our nation great.

American Education has in several recent editions presented the practice and benefits of volunteerism in the schools. The May edition reported on Minnesota businessman William Saul's foundation to reward excellent teachers up to $4,000 for their contribution to improving the classroom. June's issue of the magazine continued the effort to bring readers the good news about volunteerism with the story of a Rockefeller Brothers Fund to award arts programs in the schools.

Last month's edition expanded the discussion to report on Florida's enormously successful statewide volunteer program, which with little more than $300,000 in state seed money involves 77,000 parents, businessmen and others in the state's schools. Florida's investment in citizen participation not only puts the public back into the public schools, but last year yielded more than $14 million worth of volunteered goods and services, a forty-fold return on the state's investment.

We will continue to report on successful volunteer programs and practices. But we want your help. Grassroots efforts go unreported despite the fact that publicizing successful programs not only increases their support, but can stimulate others facing similar problems to take the initiative in meeting the challenge.

Former president of the New York chapter of the National Society of Fundraising Executives John Mittner cites education, involvement, and awareness as fundamental to the success of volunteer initiatives in a recent letter to the Wall Street Journal. *American Education* wants to provide a forum for educators to share successful volunteer practices which have been proven to work in the schools, and to encourage the use of volunteers. If you know of programs in your area that should be brought to the attention of education leaders across the country, write to us.

Volunteerism's purpose is not merely to replace government grants with corporate grants, providing a dollar-for-dollar substitute of taxpayers' funds with private donations.

The ultimate benefit of volunteerism will be to restore the belief that we, and not big government, hold the key to solving the problems which confront our communities. It took decades for Americans to be lulled into relying on government to solve every problem. Now is the time to explore self-reliance, and the early indicators are that it will not take us nearly as long to awaken to the pride and success which comes from volunteering.

Anne M. Graham

U.S. DEPARTMENT OF EDUCATION

T. H. Bell, *Secretary*

Anne M. Graham, *Assistant Secretary for Legislation and Public Affairs*

AMERICAN EDUCATION

U.S. DEPARTMENT OF EDUCATION VOLUME 18 NUMBER 7

AUGUST/SEPTEMBER 1982

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AMERICAN EDUCATION

American Education, prepared and published by the Department of Education, is dedicated to informing the public of trends in education, the basis and purpose of federal policies affecting education, and the continuing exploration of the meaning of excellence in education and how to achieve it.

American Education is indexed in *Reader's Guide to Periodical Literature, Education Index, Current Index to Journals in Education, Index to U.S. Government Periodicals,* and *Language Behavior Abstracts.* ISSN 0002-8304.

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American Education (USPS 349-590) reflects the federal interest in education at all levels. It is published ten times a year (including January-February and August-September issues) by the U.S. Department of Education.

The Secretary of Education has determined that the publication of this periodicial is necessary in the transaction of the public business of this Department as required by law. Use of funds for printing approved by the Director of the Office of Management and Budget through September 1982.

Views expressed by authors who are not U.S. Department of Education employees do not necessarily reflect Department policy.

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Second class postage paid at Washington, D.C. Subscription: $14 a year within the United States and its territories: $17.50 in all other countries. (Subscription order form is stapled inside back cover.) Single copies $2.75 domestic; $3.45 foreign. Send check or money order (payable to Supt. of Documents) to Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

Address letters to the editor, manuscripts, and other editorial inquiries to the Editor, *American Education*, U.S. Department of Education, Washington, D.C. 20202.

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AMERICAN EDUCATION

U.S. DEPARTMENT OF EDUCATION **VOLUME 18 NUMBER 7**

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items...

NEW EDUCATIONAL EXCELLENCE NETWORK
A fresh source of expertise from knowledgeable educators nationwide has been established at the Vanderbilt Institute for Public Policy Studies, with the assistance of the John M. Olin Foundation. Codirected by Professor Chester E. Finn, Jr., of Vanderbilt University, and Professor Diane Ravitch of Teachers College, Columbia University, the network is nonpolitical. Its members share an interest in reinforcing sound educational values and in the accurate presentation and application of research findings in education. For information, contact Karen Weeks, Educational Excellence Network, Vanderbilt Institute for Public Policy Studies, 1208 18th Ave. S., Nashville, TN 37212, tel. 615/322-8505.

*

HIGH SCHOOLS TO REQUIRE COMPUTER SKILLS
An Orange County (California) school district will add computer skills to its graduation requirements next year. According to Don Ames, acting superintendent of Saddleback Valley Unified School District, a computer literacy course will be required of all 1986 graduates. The district hopes to acquire needed computer terminals through grants from major microprocessor companies and through state funds set aside for high technology mathematics and science programs.

*

BUSINESS TRAINING FOR THE DISADVANTAGED
The National Alliance of Business, an independent, nonprofit organization working in partnership with business, government, labor, education, and community groups to help find jobs for the economically disadvantaged, has released its study, "Business Impact on Training the Disadvantaged." Based on a survey of 93 private industry councils nationwide, the report is available free from Communications Division, NAB, 1015 15th St. NW, Washington, DC 20005, tel. 202/457-0040.

*

STRENGTHENING EDUCATIONAL EXCHANGE
The U.S. International Communication Agency (ICA) has announced plans for a blue ribbon panel to advise the agency on public and private programs designed to increase international understanding between the U.S. and other nations. Panel members will include university presidents, scholars, foundation executives, and representatives of the private sector. For more information, contact Leslie Lisle at ICA, Washington, DC 20547, tel. 202/724-9289.

*

TALENT SEARCH FOR ARTS STUDENTS
The National Foundation for Advancement in the Arts announces the 1982-83 Arts Recognition and Talent Search (ARTS), to identify and encourage artistically gifted young people. The Foundation distributes nearly $400,000 annually to 150 finalists and semi-finalists nationwide. Eligible applicants must be high school seniors in the 1982-83 academic year or, if out of high school, 17 or 18 years old as of December 1, 1982. Registration forms are available from most high school principals and guidance counselors, or from ARTS, Box 12878, Princeton, NJ 08541, tel. 609/734-1090.

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GREAT ANNUAL SMOKE-OUT SCHEDULED
An annual celebration to discourage young people from smoking is set

this year for Thursday, November 18. For information and Smoke-out-related materials, contact Charlotte Knabel, American Cancer Society, 4 W. 35th St., New York, NY 10001, tel. 212/736-3030.

*

WHITE HOUSE FELLOWS SOUGHT
Applications for the 1983-84 White House Fellowship year are available from the President's Commission on White House Fellowships, 712 Jackson Pl NW, Washington, DC 20503, tel. 202/395-4522. The fellowships offer young Americans of exceptional promise a unique opportunity to observe and participate in federal leadership activities. Application deadline is December 1, 1982.

*

HISPANIC CHILDREN IMPROVE READING
According to the National Assessment of Educational Progress (funded by the National Institute of Education), Hispanic nine-year-olds posted a 5.3 percentage point gain between 1975 and 1980 in average percent of reading items answered correctly, compared with a 2.6 percentage point increase for all such children. For a summary, write to to NAEP, 1860 Lincoln St., Denver, CO 80295.

Recent ED News Releases

July 13 Average awards for historically black colleges, through ED's new institutional aid programs, are $448,000, up from $397,000 in fiscal year 1981. This is the first year of grant awards under the Title III Strengthening Programs, which help eligible colleges achieve self-sufficiency through federal funding over a limited period of time. Contact Skee Smith, ED Office of Public Affairs, Washington, DC 20202, tel. 202/245-2787.

July Over a recent six-month period, more than $106 million in questionable expenditures of Federal education funds have been reported to Congress. This figure comes from ED's fourth semi-annual Inspector General's report to Congress, covering October 1, 1981 through March 31, 1982. Contact Harold Harris, ED Office of Public Affairs, Washington, DC 20202, tel. 202/245-8564.

National Center for Education Statistics

July School Enrollment of 3- and 4-Year-Olds, by Race/Ethnic Category, October 1980, based on Census Bureau data collected in the October 1980 Current Population Survey, is now available for $3.50 from the Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402. Request Stock No. 065-000-00138-1.

July The final report, Public and Private Schools, by James Coleman, Thomas Hoffer, and Sally Kilgore of the National Opinion Research Center, is now available for $10 from the Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402. Request Stock No. 065-000-00137-3

FORUM

THE CLASS WAR WE CAN'T AFFORD TO LOSE

"No single effort will pull public education out of its nosedive as surely as a bold, concerted program to upgrade the quality of the nation's teachers"

By Phil Keisling

If Marx and Engels were living in today's America, they would be writing "The Education Manifesto." Millions of our citizens are being oppressed, not by the evils of the capitalist system, but by a public school system that is bad and getting worse.

Walk into a typical urban classroom, and you're likely to find it as homogeneous as Harvard's class of 1928—only instead of being rich, most of the students are poor. There may be a handful whose parents are clinging to the middle rung of the class ladder, and there may be a few whites. If you envision American life as a foot race, these are the children beginning well behind the starting line.

More likely than not, they're getting the kind of education that guarantees they'll never catch up. The dolorous statistics should be well known by now: SAT scores have been declining for over 15 years. Hundreds of thousands of high school graduates are functionally illiterate. Two thirds of our high school seniors are so ignorant of our political system they don't know how we select a president. So few take math or science classes that a 1980 report by the National Science Foundation concluded ours is a nation fast approaching "scientific illiteracy." And though 100,000 students tested last year by the National Assessment of Educational Progress showed increases in test scores, the report noted that "hardly any of the students showed evidence of having and using a systematic approach to the analytic tasks." That's education-speak for saying students know how to take standardized tests, but they can't think.

It's What I Say, Not What I Do

Meanwhile, where are the sons and daughters of what Marx and Engels would call the ruling class, those who not only hold high government posts but are leading lawyers, doctors, businessmen, accountants, journalists, and teachers? For the most part, their children are nowhere in sight in these urban schools. They've either migrated to the suburbs or bailed out of the public school system altogether. In cities like Philadelphia the mayor and most civic leaders now send their children to private schools; of those who remain in that city's school district, over a third are on welfare. In the District of Columbia parents cajole, plead, wheedle, and pull strings, not to get their children into Harvard, Yale, or even a prep school, but into private elementary schools that cost almost $5,000 a year. Twenty years ago there were four elementary schools in the fashionable neighborhood of Georgetown;

Mr. Keisling is an editor of *The Washington Monthly*. This article appeared originally in the June, 1982, issue of *The Washington Monthly* and is reprinted with permission from *The Washington Monthly*

today there is one. Meanwhile, at the private Georgetown Day School, enrollment has nearly doubled in just the last ten years.

In public the parents of these children may express their concern for the plight of public education. They may celebrate the role of the public school as a key foundation in our democratic society, a place where the barriers of class are broken and children from every walk of life are afforded equal opportunity to develop their natural abilities. But in private—well, it's getting to be a matter of watch what I say, not what I do.

Take the case of the Reverend Jesse Jackson. For the last several years, assisted by about $3 million in federal funds, Jackson has been telling students of predominantly black urban schools that they must take school seriously if they want to "be somebody." But as a parent, Jackson isn't taking any chances with the public schools these children are stuck in. He's sending his son to St. Albans, an exclusive private school in Washington, D.C.

Jackson's not alone. The list of U.S. congressmen, senators, and sociologists who've enthusiastically endorsed manadatory busing while sending their own children to private schools could start with Senator Edward Kennedy and go on to fill several pages. Then there's the National Education Association official interviewed for this story who accused Reagan of trying to "destroy public education" with his proposal to give $500 tuition tax credits to parents of private school students. He, too, sends his son to private school.

Nationwide, private school enrollments in the last decade have remained relatively stable, at around ten percent. But while there's been no mass exodus from the public schools, these statistics mask some disturbing trends. In major cities, twice that percentage of children attend private schools. Enrollments in parochial schools—whose students have traditionally come from the middle class—has dropped in the last decade. Meanwhile, enrollment in unaffiliated private schools—where the sons and daughters of the wealthy usually go—has doubled. The young, upwardly mobile couple is rediscovering the remodeled Victorians of once-declining inner-city neighborhoods. What they're not rediscovering is the neighborhood school.

Of course, the sad truth is that children aren't safe in many of our public schools—physically *or* intellectually. Some concerned parents simply have no choice but to turn to private schools. Take the case of Ruby Bridges, who in 1960, as a child of six, braved the taunts and violent epithets of white racists to become the first black to enroll in New Orleans's segregated school system. Now 28, she recently took her three children out of the New Orleans public school system and enrolled them in a parochial school. Talking to a reporter about her young son, she explained, "I don't like to put down public schools, but he wasn't really learning the way he should have."

The conventional prescription for rescuing our schools is "more"—more money; more professional training; more course offerings ... the real problem isn't lack of money.

Now stop just a minute and think about that last phrase—"wasn't learning the way he should have." Remember, this isn't some baseball manager explaining to reporters, "I had to take Fingers out in the seventh because his slider wasn't working the way it should have." No, this is a parent, talking about the education of her son. More to the point, the education her son wasn't getting.

If nothing else, Bridges's decision to leave the same school district she'd suffered so much to integrate should drive home the desperate condition of so many of our public schools. As the schools fail, more parents leave, not just those who are wealthy or white, but middle-class parents of all races. Public education in America's cities increasingly resembles the sinking luxury liner of old. First-class ticket-holders already have gotten off safely and the second-class passengers are rushing for the remaining lifeboats. Those stuck below deck in third class are starting to tread water.

Two Major Obstacles

The conventional prescription for rescuing our schools is "more"—more money for teachers' salaries; more professional training; more course offerings. In other words, employ the same strategy that has dominated educational thinking in the last 15 years—years in which our public schools have steadily deteriorated.

The real problem isn't the lack of money. It's what is—and isn't— being taught in our classrooms. Most important, it's who's doing the teaching.

Nothing else will improve our public schools as much as putting the nation's brightest, most talented people into the classrooms as teachers. Yet today, such people are everywhere *except* the classroom. In 1979–80, for example, college students planning to become teachers scored an average of 339 on the verbal portion of the SAT—80 points below the already dismal national average. While some teachers in our schools are talented, dedicated people, far too many are like the teacher in Mobile, Alabama, who wrote a parent, "Scott want pass in his assignment at all, he had a poem to learn and he fell to do it"; or like the Washington, D.C. teacher one parent describes who interrupts class each day to watch her favorite soap opera.

Two institutions are working hard to insure that things stay this way—and they count among their traditional allies many who think of themselves as strong supporters of public schools. The first obstacle is a type of school itself—the nation's 1,300 teachers' colleges, whose existence and survival are predicated on the dubious premise that public school teachers must endure a battery of often mind-numbing "professional education courses" before they can receive their credentials.

The result is credentialed teachers who often can't teach. Indeed, this misguided insistence on professionalism is a major reason why the nation's best college graduates are either teaching in private schools—usually for longer hours at much less money—or choosing other professions altogether.

The other major obstacle to improving public education lies in the teacher's unions—specifically the National Education Association, which has 1.7 million members, and the American Federation of Teachers, with about 500,000 members. That teachers have formed these unions is perfectly understandable; during most of this century they have been shabbily treated, grossly underpaid, and subject to the often petty, arbitrary actions of school administrators. Yet as unions, these organization are dedicated to protecting *all* their members, including the mediocre and downright incompetent ones. As a result, their allegiance ultimately lies with the bad teacher rather than the students who've been victimized by what amounts to educational malpractice.

To get some perspective on the nation's 1,300 teachers' colleges, consider these comments by Benjamin Fine of The New York *Times*.

"In some institutions for training teachers, an undue proportion of the students' time is taken up with courses in 'education.' The teacher may know how to teach history but he does not know enough history to teach the subject adequately. . . .

"One college president has said, 'By and large, the country over, teachers' colleges are the weak sisters of the educational profession. The bright students will not enter teachers' colleges. . . ."

Fine happened to write these words in 1947 in a book entitled *Our Children Are Cheated*. Things have changed since then; Fine's comments are even truer today. Though the widespread sexism of Fine's era was deplorable, one happy result was that the nation's brightest and most talented women often went into teaching. They suffered through the many education courses because they had so few other career choices. Those women today are choosing professions in law, business, and medicine; unfortunately, our schools haven't found people of comparable quality to replace them. As the SAT scores show, it's the least-gifted of our students—men and women—who are attracted to teachers' colleges today.

Talk to teachers about the education courses they were forced to take and the thoughtful ones invariably will describe the various "Mickey Mouse" courses that would tax the patience of even the dullest of students. One prospective teacher's assignment was to "cut out magazine pictures that referred to child care." In 1979, Gene Lyons of *The Texas Monthly* visited the campus of Southwest Texas University, where most of the state's teachers are trained. He found students earning credits for such things as "Administering Leisure Delivery Systems" and "Administration and Supervision of Driver Education." Not surprisingly, most students were getting A's. The teachers' education program at the University of California at Berkeley has so little prestige on campus that a special commission recently recommended it be abolished altogether.

After a while it looks like there's a conspiracy to drive away the best people. J. Myron Atkin, an education professor at Stanford, has concluded, "It is doubtful if as many as two dozen of the 1,300 institutions that prepare teachers are maintaining programs that a bright youngster would find demanding."

Most of the classes taken by prospective teachers have nothing to do with what the teacher will have to teach. A typical program for a secondary school teacher involves just one quarter of his or her classes in the academic major. *Education Week's* Jim Mullen found that in one typical state 30 percent of the chemistry teachers and 63 percent of the physics teachers had less than 20 semester hours of college credit in their subjects. That's less than a semester and a half out of eight. One can become a history teacher in Maryland with only six semester hours of American history.

To test prospective teachers' knowledge of their subjects, many states recently have instituted minimum competency exams. The results have been disheartening to say the least. In the first year of its test, Louisiana flunked half its graduates. In Alabama, things have worked their way around full circle: The NAACP is suing the state, alleging that its test is discriminatory because a far higher percentage of blacks flunk than whites. Black teachers say they should be held to lower standards because they are the victims of a legacy of segregated schools. If the suit prevails, the sad truth is that such teachers will be further victimizing a new generation of children, most of them of their own race.

Teachers' colleges have opposed such competency tests, for an obvious reason: Each failure is direct proof of their ineptitude. But worry not; they've come up with a solution: require prospective teachers to take *even more education courses.* The American Association of Colleges of Teacher Education is now advocating an additional year of study to supplement the normal four-year program.

Will forcing students to pay for an extra year of education courses make teaching a more attractive profession? "That's a problem," admits David Imig, AACTE's executive director. "That brings us back to having to raise teachers' salaries."

A Closed Profession

Indeed. Welcome to one of the great circular arguments of public education. Assume we raised salaries immediately—doubled them overnight, for example. What would change? Very little, except that the incompetent and mediocre teachers already in our schools would get a lot more money. Even if the higher salary levels attracted much better students to teachers' colleges, where would they end up? Probably in another profession, since there wouldn't be any room for them in teaching.

Because of the strength of the teachers' unions, teaching is basically a closed profession. Public school teachers enjoy the same

thing most civil service employees do: perpetual job security. Like career civil servants, they can be laid off, but usually on the basis of seniority, not ability. ("Bumping," the process that allows a senior employee who loses his job to take that of a younger employee, also applies to teaching; in some districts experiencing layoffs, English teachers are replacing math teachers.) A teacher with tenure—something most of them get after just three years—can be fired, but only for "just cause." In practice, this means a school district almost has to catch a teacher selling drugs to 15-year-olds or sleeping in class all day. No need for teachers to worry about that last one, though. Union contracts often require administrators to give advance notice before evaluating a teacher's performance in the classroom.

Some protection for teachers certainly is justifiable, particularly because teachers often have been victims of arbitrary firings. Unfortunately, what started out as a necessary protection has become such a complicated and litigious process that most school districts can't even fire blatantly incompetent teachers, not to mention less-than-mediocre ones. In one suburban Virginia school district recently, it took two years and $6,000 in outside legal fees just to put a teacher on probation. To actually fire the teacher may take longer.

In the few cases where firings do take place, they usually have nothing to do with teaching ability. Last year, for example, fewer than 100 Florida teachers had charges brought against them for incompetence. Meanwhile, more than twice that number lost their jobs, according to the Florida School Boards Association, for acts of "moral turpitude."

If school districts find it difficult to jettison bad teachers, mediocre ones are impossible to get rid of. Even worse, the good teachers can't be rewarded. Both the National Education Association and the American Federation of Teachers vehemently oppose any system of merit pay for teachers. They claim it's not only impossible to determine who's a better teacher, but that merit pay would "demoralize" those who don't get any.

If current pay schedules don't reward merit or individual initiative, what do they reward? More credentials. Many districts pay several thousand dollars a year more for a master's degree, an arrangement that teachers' colleges certainly like since it brings in extra tuition revenue. While many teachers take these courses during the summer vacation, in 1976 almost half the respondents in an NEA survey reported taking advanced education courses *during* the school year.

Minnesota trained only one physics teacher last year; in New York, out of 15,000 teaching graduates in 1981, only 61 were certified to teach chemistry.

Private schools treat their teachers much differently. Though public school teachers often complain about low pay, salaries for private school teachers average several thousand dollars a year less. Tenure is much rarer. Education degrees are not required and teachers who perform well are rewarded with extra pay. As a result, private schools from the most prestigious preparatory institutions to inner-city parochial schools have little difficulty attracting excellent teachers—many of them from the nation's top colleges—who haven't taken the education courses necessary to teach in a public school. Some of them prefer teaching private school students, but others say they would teach in public school were it not for the education courses they'd be forced to take. "I just couldn't stand humiliating myself that way," observes one private school instructor.

Both the NEA and the AFT obviously downplay the problem of bad teachers. But neither denies it. The numbers—from SAT scores to failure rates on competency exams—speak for themselves. In fact, the unions will often point to the low quality of their own members in arguing for higher salaries. "We're getting what we pay for," observes one NEA official, leafing through a book that compares teachers' salaries (unfavorably) with those of accountants, lawyers, and engineers.

While the experience of the best private schools shows that on the whole you don't have to pay more money to get better teachers, there are a few instances where higher salaries could make a real difference in the education our children are getting. Science and math teachers are rapidly becoming an endangered species, both in our public schools and in our teachers' colleges. Minnesota trained only one physics teacher last year; in New York, out of 15,000 teaching graduates in 1981, only 61 were certified to teach chemistry. A recent nationwide survey of the people hired in the last two years to teach high school math and science found over half were "unqualified." The explanation for these shortages is as simple as the free marketplace. Math graduates, for example, can either start teaching for about $12,000 a year or earn $20,000 from a computer firm.

The obvious solution is to pay math and science teachers what's necessary to attract enough of them to the profession. But the NEA is dead set against this. That would foster "elitism" among teachers, the union says. Its solution, if you haven't guessed yet, is to raise salaries for all teachers.

Meanwhile, our children will no doubt continue to be among the world's most scientifically ignorant. According to a recent survey by Catherine Ailes and Francis Rushing, over half the nation's school districts require no more than one year of math and science for graduation. Consequently, just a third of the nation's high school students take chemistry; only six percent take a year of calculus. By contrast, a Japanese high school student must take four years each of math *and* science. The equivalent student in the Soviet Union will take five years of physics, four years of chemistry, and two years of calculus.

Preoccupation with salaries isn't surprising; all unions measure their success largely by higher wages, better working conditions, and increased job security. But schools are not factories where the work is routine and the main issue is how to divide the company's profits. The teachers' unions have transferred some of the worst aspects of unionism to an enterprise whose major purpose is incompatible with the time clock. Twenty years ago, the teacher who stayed after school to tutor a student needing special help probably was singled out for praise. Today, that same teacher risks being accused of "union busting" for disobeying a contract provision that requires all teachers to leave by a certain time. A retired teacher recalls the most dangerous place around his public school was the faculty parking lot at 3:15.

This mentality has its parallel in the automobile assembly line, where the worker attempting to increase his productivity is chastised by his colleagues for making them look lazy. Tens of thousands of workers are now unemployed because that attitude has helped make U.S. automakers so uncompetitive. Teachers who behave similarly don't deprive students of paychecks so much as their chance to ever earn one.

Upgrading Teacher Quality

However selfish their motives, teachers' colleges and unions are unerringly right about one thing. Teaching *is* one of the most important professions in America, worthy not only of respect but of the talents of the nation's brightest, most dedicated citizens. Where are such people today? Likely as not, they're hunched over a convoluted legal brief, checking obscure contractual references, or writing a report for a consulting firm on "bimodal transportation variables." These jobs not only contribute little or nothing to the nation's prosperity, they are stultifying to the spirit and deadening to the intellect. That's not true with teaching; talk to teachers who are good at what they do and they'll assure you they would never trade their jobs for ones that paid a lot more money.

The problem is that while everyone agrees on the need for good teachers, few want to take the steps necessary to bring them into the classroom. Most people hope instead that public education can be saved simply by adding on to what already exists—much like adding expensive options to a car that no longer runs.

Most of these additions—more inservice training and higher teacher salaries, for example—will be of marginal benefit, at best. And some will continue to be destructive. Busing, for instance, has antagonized parents, both black and white, while diverting attention from what's really wrong with the schools. Likewise, the enthusiasm for bilingual education has hurt the very people it's presumed to help by ignoring a basic reality of American life. The schools' primary function is not to keep children's cultural heritages intact but to teach the skills necessary for them to enjoy the full benefits of citizenship to which they're entitled. That means teaching them English as quickly and as thoroughly as possible.

The problem is that while everyone agrees on the need for good teachers, few want to take the steps necessary to bring them into the classroom.

What's worst about proposals for more busing and bilingual education is that they allow people to ignore the more fundamental changes required to bring excellence to the public schools. No single effort will pull public education out of its nosedive as surely as a bold, concerted program to upgrade the quality of the nation's teachers. But accomplishing that will mean the disappearance of hundreds, if not most, of the nation's 1,300 teachers' colleges, and a drastic curtailing of the power of the teachers' unions—if not their outright abolition. (For more on these and other suggestions, see "What Is to Be Done?" page 10.)

These solutions are seldom heard amidst the hand-wringing and displays of public concern that attend most discussions of the "plight of the public schools." Whether it's in casual party conversation or in respected journals of opinion, the glut of horror stories about our public schools is often matched by the paucity of remedies.

Among Democrats, who've traditionally prided themselves on their high-minded concern for education and "equal opportunity," the issue of public education seems to have dropped off the radar screen. Consider the recent spate of books urging Democrats to formulate new ideas as a response to the New Right. Paul Tsongas's *The Road from Here* doesn't list education among the "eight realities" Democrats need to reconsider. Mark Green's *Winning Back America* has nary a word about public schools. Nor has Tom Hayden's manifesto, *The American Future.* About the only recent book to mention the subject is Paul Simon's *The Once and Future Democrats,* which warns of the poor quality of our teachers but treads lightly on the subject of teachers' colleges and unions.

The conspicuous silence is explained in part by the Democrats' complicity in the decline of our public schools. An over-reliance on busing; a reduction of academic requirements in the name of "free choice"; making teachers "more professional"; the growth of teachers' unions—these are developments most Democrats have either acquiesced in or endorsed. The result has been a decade-and-a-half-long decline in educational quality, purchased at ever-escalating prices. Since 1965, spending for primary and secondary public education has almost doubled, after inflation, to $113 billion.

The silence is also understandable given the fact that improving our public schools requires taking on the same institutions Democrats have long supported and helped make powerful. Consider the case

of the National Education Association. Though it failed to re-elect Jimmy Carter in 1980 (in part because 40 percent of its own membership defected to Reagan), it remains one of the most potent lobbying forces in the nation's state legislatures, where most of the laws regulating such things as collective bargaining, tenure, and school finance are written. In many states the union's political action committee dispenses more campaign contributions than any other special interest group.

In lobbying for legislation to make itself more powerful, the NEA has been quite shrewd in portraying its members as if they were as downtrodden and oppressed as the factory workers and coal miners of another generation. These efforts to wrap themselves up in proletarian garb have proven remarkably successful among Democrats, for whom the mere mention of the word "union" often is enough to conjure up strains of "Solidarity Forever" and images of defenseless autoworkers being attacked by hired goons. Few stop to think not only that the classroom isn't an assembly line or a coal mine but that the other side in this case happens to be the taxpayers. As for the real victims, they happen to be children.

The Value of Public Schools

Were Marx analyzing the situation, he'd no doubt find an insidious conspiracy at work. While proclaiming their support for public education, members of the nation's ruling class, many of them political liberals, act to insure that the children of the masses remain in relative ignorance.

But the desintegration of our public schools hurts far more than the nation's poorest children. Nor is it "charity" or "noblesse oblige" that should motivate us to save our public schools, but self-interest. In restoring the public school lies America's best hope for overcoming the divisive class antagonisms that Marx thought so inevitable—and which our democratic tradition has always sought to destroy. If our public schools fail in this role, all of us will lose.

Perhaps I can best explain this by providing an explanation of my own educational background. I did not attend an inner-city public school but a suburban one outside of Portland, Oregon. Still, as I went through school, I knew people from many different backgrounds, whose parents included small businessmen, insurance salesmen, single mothers, doctors, bookkeepers. Most of my classmates didn't share my enthusiasm for academics; of my best friends in high school, one is now a civil engineer, one a farmer, one a wildlife ranger, one a salesman, and one a lawyer.

If my parents had had the money and believed a private school would prepare me better academically, I'm sure they still wouldn't have sent me to one. They weren't political liberals—both, in fact, are Republicans—but they believed public schools taught things private schools couldn't. More importantly, even if it meant sacrificing some academic rigor, they thought it worthwhile for me to go to school with people who might become laboratory technicians or housewives—occupations they've held for much of their own lives.

It's this belief that public school has value beyond academics that is eroding today, even among those who consider themselves supporters of public education. As Nicholas Lemann, editor of *The Texas Monthly*, has observed, this is the first generation in American history deeply anxious about downward mobility. In the heart of many a professional lurks the secret terror that a son or daughter might become an auto mechanic, a waitress, or an assembly-line worker. If their children aspire to professional careers, the parents often fear the competition might be too keen. Such fears are reinforced by cases such as that of Richard I. Cohen, the subject of a recent front-page article in The Washington *Post*. Cohen's economics degree from MIT, his master's from Princeton's Woodrow Wilson School of Public Administration, and his six years' experience in the government have been unable to land him a job despite 175 applications.

Such stories help convince parents it's not as important for their children to be well-educated (in the broadest sense of the word) as it is for them to get an education that seems impressive. Their children need an edge. Perhaps it's a master's degree. Perhaps it's entry to Yale rather than the University of Oregon. And perhaps its going to that affluent public school in the suburbs, or the private school across town. As far as many parents are concerned, it's now every child for himself.

I don't have children yet, but when I do I'll want them to have a good education. And I'd be disingenuous to suggest I would automatically choose a public school under any circumstances. In fact, if our urban schools continue their decline, chances are good that as a parent, I'd be forced to look elsewhere.

But I don't want to have to do that. If anything, I'd prefer that my children be exposed to an even wider range of people than I was in my suburban school. With the death of the democratic draft and the decline of the public school, ours is a society that's increasingly stratified, no so much by race as by social and economic class. As each of us grows more unaware of how those who are different from us live and think, our ignorance leads to both an excess of public sentimentality and private fear. The class we don't know is usually imagined to be either better or worse than it really is, simply because we don't *know* what it really is.

True, far too many of our public schools are failing in this much larger purpose. But at its best, the public school remains one of the few institutions in American life that has the capacity to force us out of our familiar orbits of job, family, and social class. In that promise lies the real urgency in making our public schools institutions that parents once more can believe in. For as our neglect allows the schools to fail, ours increasingly becomes a nation of too many citizens ignorant, not only of basic skills, but of each other as well. ★

What Is to Be Done?

Let's not kid ourselves. Public education is in mortal danger, and unless its ostensible friends act soon, its slide into oblivion will be irreversible. While there's certainly no shortage of ways to improve our public schools, here are some places to start:

• **Parents Unite!** As a first symbolic act, parents should withdraw from their local parent-teacher association chapters. Much as individual teachers may be sympathetic—and many thoughtful teachers are quite disgruntled with their unions—the teachers as a group are, to put it bluntly, the enemy. They're ultimately more interested in protecting their jobs than making sure your children get a good education.

In taking on the teachers, parents and concerned citizens need to be bold. Rather than boycott the schools they should try to take them over. Parents should visit classrooms and observe teachers. They should apply pressure to school boards and administrators to fire incompetents. They should seek ways to undermine credentialism; for example, urging school districts to hire as teachers able and exciting people who don't happen to have teaching certificates. Citizens will have to fight a lot of little battles, but once the facade begins to crack, it could crumble quickly.

• **Bring Back Requirements.** In the last decade and a half the cry of "academic freedom" has led to a wholesale elimination of secondary school requirements, not just in math and science but in English, history, and other subjects. Much as they may lament illiteracy among high school graduates, colleges have been a major culprit in this development by lowering their own admission standards to attract more students. More is needed than going "back to basics"; rote memorization of multiplication tables and verb conjugations is no substitute for teaching students how to reason with numbers or express themselves in writing. Even so, at least two years of American history and government, four years of English, and at least two years of math, science, and a foreign language should be considered an absolute minimum for any high school graduate, college-bound or not.

• **Bring Back Flunking.** In many school districts a phenomenon known as "social promotion" has made flunked students nearly obsolete. The theory's adherents say it's better to pass a slow-learning student on to the next grade because the "stigma" of failure will do far more psychological damage than any loss in achievement. The policy is a cruel hoax; students who aren't failed in school most certainly will fail in the real world. No small thanks to social promotion, an estimated 13 percent of our high school graduates can't read past a sixth-grade level.

• **Smash Credentialism.** Teachers should be required to have a bachelor's degree in the subject they wish to teach. Beyond that, performance should determine employment. A new teacher should be intensively supervised by a senior teacher the first year; useful methodology courses should be taken during the school year or over summer vacation. (A few teachers' colleges already use this technique; the graduates of Cambridge, Massachusetts's Lesley College, for example, are some of the most highly prized teachers in the profession.)

• **Abolish Existing Tenure Laws.** Most teachers now get tenure after only three years. This gives far too many of them jobs for as long as they want them, protecting those who have no business being in the classroom. A better scheme would offer contracts of increasing duration—one, three, and then five years, for example. If a school district elected not to renew a contract upon its expiration, teachers could not appeal the decision.

Abolishing tenure not only would give schools far more flexibility in upgrading their teaching staffs but would encourage people to enter the profession for short stints. Attracting the best graduates of our top colleges for two- or three-year periods—as the Peace Corps does with its overseas teaching programs—would inject some youthful energy into the profession. Many of these same people, who would make excellent teachers because of their knowledge of their subjects, are now driven away from the profession by the education course requirements. Once in the classroom some may decide to make teaching a career. Such a system would also encourage people in the middle of careers elsewhere to try teaching, thus giving students valuable insights into the workings of the outside world.

• **To Each According to His Ability. . . .** The current method of compensating teachers solely on the basis of seniority and college degrees is senseless, unfair, and one of the cruelest tricks unions play on our children. By rewarding incompetent teachers and making the good ones wonder why they even bother, this system does more to undermine excellence in the public schools than almost anything else. Teachers should be paid according to how well they perform, as measured not only by tests and administrators but by fellow teachers, parents, and students.

For teachers with badly needed skills in math and science, school districts should pay what's necessary to attract quali-

fied people. Not doing so only ensures that most of their students remain ignorant of subjects they can't afford to remain ignorant of, especially in an age of electronics and high technology.

• **Quarantine the Aggressors.** It's naive to suggest that every child in public school can be transformed into an attentive student by even the best of teachers. It takes only a few acts of violence and disruption to poison the whole learning atmosphere; as a result, many of our urban classrooms would drive away even the most dedicated of teachers. The unions have a legitimate grievance here: teachers must be given far more authority to rid themselves of troublesome students so they can focus on teaching those who have shown some willingness to learn.

The model for most of these changes, if you haven't guessed by now, is the institution liberals often denigrate in public but turn to as parents: the private schools. These parents do so in the belief that private schools, usually with less money and lower-paid teachers, do a better job of educating their children.

They're right, at least according to a massive report last year by University of Chicago sociologist James Coleman that examined 60,000 high school students in public and private schools. Fellow sociologists have severely criticized Coleman's methodology in reaching this conclusion, and some of the criticisms may be valid. But Coleman's most significant finding is indisputable: Both teachers and students in private schools work harder than their public counterparts. Twice as many private school students have more than an hour of homework a night, and almost three times as many are taking a third-year language course. Private schools not only expect more of their students, they get more—and at the behest of teachers who often lack the credentials public schools would require.

So the nation's private schools have many valuable lessons to offer. But there's one more major change that's required to rescue our public schools, and it's by far the most important:

• **Fire incompetent teachers.** Only the wholesale dismissal of incompetent teachers will give our public schools a reasonable chance for survival. Yet most people, especially liberals, reel in horror at this unpleasant prospect. They instead urge "compassion" and "understanding," as if poorly educated, uninspired teachers can be miraculously transformed into models of excellence. But just as the reluctance to rid the classroom of a few disruptive students can ruin the learning process for everyone, the refusal to make the necessary judgments about the abilities of our teachers will doom our public schools to continued deterioration, and ultimate failure.

As our public schools fail, the victims won't be just the millions of poorly educated children relegated to lives spent on the welfare rolls and in the unemployment lines. All of us will suffer. A nation of citizens ignorant of basic skills cannot hope to prosper economically in an increasingly competitive world. More importantly, we can ill afford to become a nation in which most of us lack a basic understanding of how our fellow citizens live.

Unpalatable as firings may be, we simply have no other choice. True, clearing our classrooms of bad teachers won't be easy. Many nice, likable people will have to be fired. The power of the teachers' unions to protect and reward incompetents must be broken. But to settle for anything less than the best teachers is to betray one of the fundamental tenets of our democratic society—that every child, regardless of the circumstances of birth, deserves an equal opportunity for a quality education. America certainly has never succeeded in fulfilling the promise of the public schools. But if people continue to abandon the public schools, either by taking their own children out of them or refusing to acknowledge what must be done to save them, we should stop kidding ourselves—and admit it was a promise we never really meant to keep.

—P.K.

SCHOOLS THAT MEAN BUSINESS

The Secretary's Award honors ten programs that produce graduates who know what they want to do and how to do it

By Robert Worthington

What part can educators play in helping to revitalize the economy? One way is to turn a spotlight on vocational education programs that can and do turn out productive workers for local industry.

To that end, and as a way to provide leadership for excellence in the schools, last year Secretary Bell established "Awards for Outstanding Vocational Education Programs," funded at least in part under the Vocational Education Act (P.L. 94–482). Each state and territory was invited to nominate two programs.

Helping to select the winners took the efforts not only of the ten regional offices of the Department of Education but also of six curriculum coordination centers—part of the federally funded National Network for Curriculum Coordination in Vocational Technical Education.

Both secondary and postsecondary programs were eligible, with entrants required to address one or more of these areas:

- Economic Development
- Youth Employment
- Equal Access for Women and Minorities
- Energy Conservation, Production, and Technology

One top award was to be given in each of the ten regions, and two additional programs for each region would receive certificates of recognition from the Assistant Secretary for Vocational and Adult Education.

By January 1981 most of the states and territories had submitted their nominations to the Department's regional offices. In spring 1981 representatives of the curriculum corrdination centers and the regional offices visited the site of every nominated program to see for themselves how they worked.

Next, the three best programs in each region were chosen. In July 1981 the Assistant Secretary for Vocational and Adult Education selected the final winners. (Brochures describing the ten winning programs are available from Paul Geib, Room 5026, ROB 3, Washington, DC 20202.)

And the winners are:

MAINE (Region I): PRATT & WHITNEY'S INDUSTRIAL TRAINING PROJECT

When the Pratt & Whitney Aircraft Group was considering opening a plant in North Berwick, Maine, the governor's office made them an offer they couldn't refuse. Maine's vocational educators would train locally-hired employees in a variety of machine tool skills. Thus, instead of Pratt & Whitney importing workers from its Connecticut plant, local workers and suppliers would benefit, and area services like schools would not be pressed by an influx of new residents.

Over 700 employees hired locally for the North Berwick plant were selected for training from 22,000 applicants. Trainees included women and the handicapped. Maine's Commission for Women used the project as an opportunity to promote nontraditional employment for women.

About 15 instructors served with the project at one time or another after visiting the company's facilities in Connecticut and receiving special job instructor training from the state. (Project director Dana Darling subsequently joined Pratt & Whitney's staff.) These vocational educators then developed materials on specific plant jobs and established a master curriculum, which they revised from time to time on the basis of survey evaluations by the trainees. About half the instruction was in the form of hands-on experience, with projects structured around production floor tasks.

By February 1981, 22 months after the training had begun, none of the trainees had been discharged.

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NEW YORK (Region II): FORESTRY AND CONSERVATION

Region II's winning conservation program has been operating long enough—15 years—for some of its former students to have become employers and advisors to the program. This two-year secondary vocational forestry program enrolled 72 male and female 11th and 12th graders in 1980–81, including mainstreamed educable retarded youngsters.

Although the shop and classroom are housed in the four-county BOCES (Board of Cooperative Educational Services) facility at Hudson Falls, New York, much of the students' time is spent in field experience. Equipment and work sites are often donated. Ten weeks a year they are in the Glens Falls watershed, learning chainsaw safety and operation, felling, skidding, and bucking. They also learn forest measurements, surveying and mapping, and how to operate equipment and to harvest pulp. Four weeks a year, on land leased from the Finch Pruyn Paper Company, they learn how to construct roads through the woods and how to harvest timber. Eight weeks a year, in town and city parks, they learn soil conservation and drainage and how to manage recreation facilities and equipment.

On the program's advisory committee, besides former students in the program, are representatives from two large paper companies and from federal and state conservation agencies.

The Future Farmers of America have awarded the program a silver medal in their "Building Our American Communities" project.

Close to 90 percent of recent graduates are gainfully employed, mostly in work related to their forestry studies, and some go on to advanced training in technical schools or colleges.

Certain operations of the program generate income but funds come from three main sources: federal ($25,000 yearly); state ($25,000 yearly); and local ($40,000 yearly).

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MARYLAND (Region III): MONTGOMERY COUNTY STUDENTS CONSTRUCTION TRADES FOUNDATION

In June 1977 a unique new home was sold for $106,500 in Montgomery County, Maryland. It had been planned and built completely by county high school students. The contractor was Montgomery County Students Construction Trades Foundation, Inc., an organization established by local businessmen and professionals to promote practical vocational education in the county schools, with the cooperation of local unions. By 1980 the foundation was overseeing the construction of the fourth student-built house, later sold for $203,600. Currently, the students are building a passive solar home.

These home-building projects are the work of about 350 high schoolers throughout the county, including young women, minorities, and the handicapped. They are involved in every aspect of construction—from architectural planning to electronic equipment (TV antennae, security intercoms, garage door openers). Horticulture students do the landscaping, home economics students take charge of interior decorating. Journalism and accounting students publicize the homes and keep track of finances. Outstanding students in each category are awarded cash prizes.

The original financing came from a local bank, after the foundation convinced it that the project would be worthwhile. The first year $100,000 at the prime rate, was borrowed, as well as $77,000 to buy the first three lots. Each year the foundation borrowed from a different bank in order to spread the benefits throughout the community.

Profits are plowed right back into the project, to finance, for example, a Career Day outing for potential employers to meet with students. When placement and follow-up services were needed, says project director Mike Wilson, the foundation used profits to hire a special instructor for the work. (The regular instructors in the project are Montgomery County Board of Education employees.)

The program has won several awards from the Maryland Home Builders Association.

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Rockville, MD 20850

NORTH CAROLINA (Region IV): ENERGY EDUCATION

In 1977 Pitt Community College in Greenville made energy education its top-priority program. Four years later it awarded its first associate degrees in energy technology. The program has become a national model for two-year colleges.

Before putting together a curriculum, the college surveyed 812 businesses, industries, and government agencies in the state to find out what competencies were considered desirable in the energy field. Then the curriculum was designed with those competencies in mind.

Graduates of Pitt's energy education program are prepared to

- Conduct energy audits
- Help design energy-efficient structures
- Monitor buildings for energy efficiency
- Operate and service energy systems
- Help engineers use and manage energy
- Conduct cost-benefit analyses and make recommendations about energy use

Students work on "live" projects while taking their courses. For example, they cooperate with the Greenville Utilities Commission in conducting home energy audits and advising homeowners how to conserve energy and money. They also work with local builders and engineers in planning passive solar

homes. The program is closely tied to the local community, too, through the college's Energy Education Advisory Committee.

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MINNESOTA (Region V): VENDING AND AMUSEMENT MACHINE TECHNOLOGY

Whether it's an old gumball machine or a sophisticated electronic game, all vending and amusement machines need continual maintenance. But the industry's rapid growth has led to a shortage of people to service the machines.

The Brainerd Vending and Amusement Technology Program in Minnesota started out in 1973 as a simple vending-machine training program. Then at the request of industry people, classes at the Brainerd Area Vocational Technical Institute were enlarged, and in 1978 amusement technology was added to the curriculum. The first program to combine the two, Brainerd's is currently the only one of its kind in the central United States.

According to director Dale Brick, the success of the program is due primarily to industry's cooperation. Service representatives come to the school eight or ten times a year to conduct two-day seminars for students. An advisory council of industry executives cooperates by developing or donating materials and learning aids. As technology advances, obsolete items are replaced.

Nearly all the training consists of hands-on work, with five hours a day spent in lab work and a total of 360 hours spent in supervised work experience. Students and employees in the industry are taught not only the mechanics of the equipment but interpersonal skills as well, plus the responsibilities for handling large sums of money in a nonstructured setting. During the three months of on-the-job training (out of a total of 21 months of instruction), students learn how to test and troubleshoot dispensing mechanisms, electrical systems, and coin-handling apparatus of different models.

Job placement ranges between 95 and 100 percent. Brick reports that students are often tapped for jobs prior to graduation, and that the school usually has a waiting list of jobs. Since 70 to 75 percent of the vending service companies are independent operators, those trained in the technology are likely eventually to take the path of entrepreneurship.

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NEW MEXICO (Region VI): EXEMPLARY MARKETING EDUCATION

In rural New Mexico, far from the big department stores in Albuquerque, nearly a hundred local and out-of-state students spend a trimester learning retail merchandising in the Luna Vocational-Technical Institute in Las Vegas. About 80 percent of them are Hispanic, the rest mainly Anglos and native Americans. The enrollment is currently around 70 percent female and 30 percent male, but the numbers of young men entering the field is on the increase.

Growing out of a high school distributive education program that started up ten years ago, the Institute's award-winning program now serves only postsecondary students and management employees of retail stores.

What singled Luna out for the Secretary's award, says director Lawrence Pino, was probably its unique laboratory—a realistically simulated retail store. In this context, students may concentrate on any of 17 specialty areas. They can learn by practice the basics of economics and marketing mathematics (purchasing, mark-ups and markdowns), effective salesmanship, display and advertising techniques, and modern security and electronic recordkeeping methods.

An advisory council of local retail store managers keeps in close touch with the Institute. Council members conduct seminars and workshops while getting to know the students, who often wind up working for their mentors. With a 95 percent student job-placement by graduation, Luna has alumni in stores throughout the Southwest. Follow-up surveys have shown that many of them, including ten women recently, have achieved middle-management positions a couple of years out of school.

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MISSOURI (Region VII): TRAINING FOR LOCAL BUSINESS AND INDUSTRY

The "show me" spirit of Missouri is at work in the town of Sedalia, which attracted a third of all new industrial capital investment in that state in 1977. The Sedalia Department of Economic Development showed industry representatives how they could work with State Fair Community College instructors to fashion courses and curriculums suited to the particular needs of their firms. Together, the instructors and the industry representatives analyzed the manufacturer's operations and produced custom-made instructional materials.

This program—linking local government, industry, and education—serves citizens in six counties with vocational-technical programs on secondary and postsecondary levels. Courses developed have covered electronics, hydraulics, waste water treatment, quality control, machine tool operations, industrial health and safety, and supervisory development and human relations. Many industry representatives continue to serve the program on its advisory council.

The many benefits of the Training for Local Business and Industry program have included:

- Attracting new industries
- Increasing industrial productivity

- Reducing unemployment
- Upgrading skills of employees and increasing job options
- Keeping instructors, course content, and industry up to date on state-of-the-art knowledge and skills
- Improving communication between industry and educators

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Training for Business and Industry Program
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UTAH (Region VIII): JOB-RELATED SKILLS CENTER

The 500 adults and high school students in the Skills Center at Ogden, Utah, come for individual training, can pace themselves, and leave only when they have mastered the material. The average training time is nine and one half months.

What began in 1971 as a community-sponsored program to provide short-term vocational training and entry-level job placement for disadvantaged youth had expanded by 1974 to include tuition-paying adults. At that time, the Utah Board of Regents incorporated the Skills Center into the state's higher education system under Weber State College.

The Skills Center offers vocational training in 21 occupations under five areas: bench and service trades, building trades, clerical and sales trades, health services, metal trades, and support classes (including not only basic English and math but also office practice and basic blueprint reading).

A third of the students are high school graduates and most are between 20 and 30 years old. Over half are women.

Instruction concentrates on preparation for a particular kind of job. The estimated cost per placement is $1,797; the placement rate is 86 percent.

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CALIFORNIA (Region IX): BANKING OCCUPATIONS

In "Banking Occupations," one of the most popular career classes of the North Orange County Regional Occupation Program, students learn by doing as they train in over 80 local bank branches with the cooperation and support of bank personnel. In an 18-week course, the potential clerks and tellers tour banks, hear lectures by bankers, and learn banking skills both in classrooms and in the banks themselves.

Cost per student is kept low through:

- Conducting classroom sessions in high schools or in bank community rooms;
- Using bank resources such as films, guest speakers, equipment manuals, and simulated documents.

There is a high placement rate for the newly trained computer clerks, customer-service clerks, safe-deposit attendants, paying and receiving tellers, credit checkers, and new-accounts clerks.

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WASHINGTON STATE (Region X): SNO-ISLE VOCATIONAL SKILLS CENTER

Students from ten school districts in Snohomish and Island Counties, Washington, are served by the Sno-Isle Vocational Skills Center in Everett. By attracting students from various districts who are interested in a particular job skill, the Center gives students in each district access to a wide range of specialized training programs that no single school district could afford to offer.

Sno-Isle courses are directed by representatives from business and industry. The instructors have at least ten years' experience in the trade or profession they teach.

Entry-level skills are provided for high-demand occupations ranging from animal care to welding; these occupations include data processing, nursing aide/orderly, plastic production, and word-processing technology.

Students are trained to develop sound attitudes and work habits. Follow-up studies for 1979–80 graduates showed an 87 percent job-placement rate, with many going on to advanced training and education at postsecondary schools.

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TOO MANY COOKS

Wisconsin's educator-governor counsels returning responsibility for schools to the states

By Lee Sherman Dreyfus

When I told a reporter that I was struggling with an article on "returning education to the states," he asked, "Who stole it?" I think it was a "chop shop." A "chop shop," I am told, is an underworld organization that buys cars from car thieves, dismantles them, and disperses the parts as unidentifiable and unmanageable pieces. And therein lies the problem.

Before going into what I think should be done, it is only fair to give you some idea of where I am coming from, what I believe about education and about management, and about the management of education. I believe in *results* measurements, not in *process* measurements. To measure results it is essential to set up an organization that pinpoints the responsibility for the results being measured. As soon as that extra cook is given a spoon and a shot at stirring the broth, accountability for the quality of the end product begins to get fuzzy. The education superstructure has too many cooks.

I also believe in decentralization, in what some call local control but what I call local creativity. This is a diverse country with diverse needs including diverse educational needs.

We subscribe almost everywhere to the goal of providing an equal educational opportunity to everyone. Where we go wrong is believing there may be one best way to achieve this widely held objective. "Different strokes for different folks" is a truism in education as well as elsewhere. The father of scientific management, Frederick Taylor, is just as wrong when his myopic theory—"there is one best way to do everything"—is applied to education as he is when it is applied to any other enterprise in which human beings interact in all those subtle and interesting ways we have of interacting.

I believe in the golden rule of government: Them that has the gold makes the rules. I am told by local school districts in Wisconsin that while the state supplies, on the average, 50 percent of the money for elementary and secondary education, they give 95 percent of the orders. I have no reason to doubt this contention, because I note with alarm and disapproval that the federal government sends a disproportionate number of orders along with its much less generous funding to both state and local schools.

What that golden rule creates is sort of over-management run amok. Everyone who chips into the educational pot wants to manage the educational enterprise. This is an extension of having strings attached. This comes under the heading of adding reins. The organizational denouement of this is that the people who are nominally in charge are given an excess of excuses for nonperformance if, as, and when called to account.

If you ask, for example, a school superintendent why your kid can't read, he or she can take the rap, lay it back on you, or, preferably, offer up a long series of scapegoats and/or culprits. It's the school board's fault, it's the state superintendent's fault, it's the governor's fault, it's the state legislature's fault, and, of course, it's the feds' fault. All of these institutions and people can, rightly, be accused of giving the school too little money and too many orders and the lack of one and surfeit of the other are the reasons your kid can't read.

Surely there are things that are done badly or not at all in public education. And it is a virtual certainty that the things that are done well can be done better. The question is: Does the current dispersion of responsibilities and accountabilities advance or retard this vital public function? The answer, to me anyway, is clear. It retards it.

The education system is not Humpty Dumpty. It can be put back together again, and it should. Once this is done, and responsibility for results pinpointed, it is almost a matter of indifference to me where to deposit the accountability. I don't care if education is a responsibility of local government, state government, or the federal government, as long as it is no longer the responsibility of all of the above. Since I advocate maximum freedom and decentralization, my bias is towards local responsibility.

I do acknowledge that local governments may not have an adequate taxing window to allow them to take over the full management and funding responsibilities. In my

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state anyway it is difficult to see how the school boards can raise the money needed to do the job they need to do. This means that the state, at least, must play a role in the funding. Can the state provide money and keep its hands off? I believe our state can, although I have to concede that this assertion is untested.

So let's look at the prospects. Let's see if we get accountability and creative diversity by having the state assume the sole responsibility for providing public education, particularly since Article X of our Constitution indicates that "The powers not delegated to the United States ... nor prohibited by it to the States, are reserved to the States respectively, or to the people." I would also add in passing that the very word "education" appears nowhere in our Constitution.

This seems to me to be a real possibility. It is not a sure thing, however, but it does seem more likely that state agencies can be convinced that trusting the management to do the right thing with their money is a better prospect than making the same sale to the nervous Nellies who reside in Washington.

So let's, by all means—by any means, fair or foul—return education to the states. We might do a better job, especially in Wisconsin with its long and strong tradition of local board control. There is almost no likelihood that we will do worse. ★

FREEDOM OF CHOICE IN EDUCATION

If students and their parents could pick them there would be more, better, cheaper schools

By Robert E. Baldwin

The debate over the concept of freedom of choice in education is once again heating up with President Reagan's announcement that he will introduce tuition tax credit legislation. This debate is likely to be vocal and, in my opinion, long-lasting.

In 1970, after the Michigan state legislature approved paying one-half of teachers' salaries in nonpublic schools (including religious schools), the teachers' unions placed a constitutional amendment on the state ballot to prohibit any aid to nonpublic schools. While not officially active in the campaign, I wholeheartedly endorsed the amendment and worked for its passage.

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Yet, just eight years later, I supported—through television appearances, speeches, and debates—an amendment to the same Michigan Constitution that would have instituted a voucher plan to finance education in the state (including nonpublic religious schools).

My change in attitude was by no means sudden; it developed over a period of time as I was gaining an understanding of the arguments on both sides. Drawing upon those perceptions, I shall examine here four aspects of the concept of freedom of choice in education: first, an historical overview of public education; second, why freedom of choice is the best method for distributing education; third, the benefits it could bring to American education; fourth, some of the objections raised against this concept of freedom of choice.

Radical Change in 60 Years

Education differs today radically from what it was in the 1920s. The mobility of our society and the size of our school districts have placed many different demands upon education.

Public education over half a century ago was homogeneous and locally controlled. Schools and school districts were numerous and very small. For the most part, parents controlled these schools. It was not unusual for voters to know each school board candidate personally and for the candidate in turn to know most of the voters and their views.

Most communities were homogeneous both in their value systems

and in goals for their children. Certainly there were great differences between the educational needs and expectations of a rural farming community and one in a major city, but within the community itself there was generally a consensus.

Even in areas with large numbers of immigrants there was consensus. Many European immigrants, in spite of different cultures, were united in the desire for their children to be educated in English, and, to a certain degree, were often united in their Catholic faith. For these immigrants, the local parish school became what the neighborhood public school had already become for other Americans: a focus of parental interest and control.

Since World War II, however, we have seen a total repudiation of these two concepts of community consensus and parental control. In 1932 there were some 232,000 school districts in America. In 1946 there were 101,000 and today only about 16,000. As the number of school districts decreased, the average student enrollment per district jumped—from 230 in 1946 to 2,600 in 1981. With districts consolidating and state and federal education agencies playing a larger role, parents found schools less responsive to their needs and wishes. As schools became larger and society more mobile, it became increasingly difficult to find a consensus about what to teach, how to teach it, or why. Writes Robert W. Cole in *Phi Delta Kappan:*

> Today each school board member may represent uncounted thousands of citizens. Teachers and superintendents can find themselves far removed from the parents of their students and, all too frequently, from the students themselves. What are the schools to teach? It depends on which special interest group is speaking. Our once sound democratic consensus seems splintered and brittle.[1]

As a result of these trends, public schools—some with students in the thousands—attempted to meet all the needs of diverse groups of people. The watered-down education pleased few and caused great frustration among many parents. School boards were elected by perhaps millions and policies were dictated from state capitals and Washington, D.C.

As schools became larger and society more mobile, it became increasingly difficult to find consensus about what to teach, how to teach it, or why.

All this effectively eliminated the parents' control over the education of their children and the consensus around which the common school was organized.

Programs Became Experiments

With school accountability effectively neutralized by this centralization of education, "professional educators" were allowed to experiment with programs. The failure of many of these programs need not be chronicled here. The evidence of the last 20 years has clearly shown that many ruinous mistakes were made. John Silber, president of Boston University, has commented on the problem: "We've seen a denuding of the curriculum, largely driven by professional educators who wanted to design a program in which no one could fail. But the consequence was that no one could succeed."[2]

These programs were probably developed with the best of intentions. Yet, because of professional pride, snarled red tape, or other reasons, experiments that failed were not replaced quickly enough, or in some instances, not replaced at all. The results are unfortunate. William S. Sykes, president of the Maryland Board of Education, said in 1979: "It is almost criminal to award symbols of achievement to young people and encourage them to believe they have become qualified to do something when, in fact, all that had happened is that they have spent 12 years in a system which did not care whether they learned or not."[3]

Had these schools been held accountable to parents or options made available to parents, fewer students would have fallen prey to these experiments. Exit from the system was prohibited to all but the few who could move their residence or could financially afford private schools. The rest were relegated to an educational system they may not have liked but were unable to do anything about.

In the 1920s the public school was locally controlled and sure of its values and direction. Today's schools are controlled elsewhere with values of unknown origin and in a fashion that many parents find objectionable. Writes Joseph Adelson: "Thus the authority of education—at all levels—is weaker today, far weaker, than at any other moment in memory. The schools do not fully govern themselves; they do not freely choose their own goals; they are not guided by their own values."[4]

I think that it is clear from studies such as James Coleman's that schools performing well, public or private, share common standards and a similar educational process. Coleman emphasizes that it is not a matter of who the students are, where they are from, or how much money is spent that make some schools excel. It is more a matter of attitude, disciplinary climate, academic standards, and student behavior. As Coleman states in *The Public Interest:* "These attributes described above are in fact those which make a difference in achievement in all American high schools no matter what sector they are in."[5]

These standards prevail through a commonality of thought among administrators, students, teachers, and parents on defining education and the way it is to be carried out. This consensus of community values and parental interaction and control is largely responsible for the success of schools like West Side Preparatory in Chicago. It is equally probable that lack of cohesion on educational philosophy and parental control is largely responsible for the failure of many schools.

Many of the long-term solutions to education's problems depend upon a return to parental control and a common perspective on the educational process. It is highly un-

likely, however, that these values can be restored within the present educational system. To do so, parents must be allowed to make choices about their children's education without financial penalties.

Diversity Can Bring Harmony

When parents can choose the type of education they want for their children, the natural selection process will lend itself to a harmony of thought on education. Families with similar views about education will gravitate to similar schools. Children with similar abilities will gravitate to schools that can best meet these abilities.

Because children differ as to educational needs, it is foolish to continue assigning children to a school based on geographic location. If students with different abilities need options, then their families are best qualified to decide which option to select. The decision may be based upon academics, discipline, religious or moral values, even the proximity of a school. Yet, whatever the reason, the decision will be made on a rational basis with the best interest of the child in mind.

The American system of education, particularly within the public sector, has many examples of freedom of choice, each designed to meet special needs of a select group of students. The most outstanding example is the G.I. Bill which gave returning veterans educational benefits that could be "spent" at the school of their choice. Thousands used this benefit to go to college or vocational school, even to finish high school. The benefits were allowed to veterans whether they attended public or private universities, private high schools, or community colleges.

There have been other attempts which, while not called vouchers, have used the principles of freedom of choice, mostly in the public sector: open enrollment, model schools, magnet schools, alternative schools, and the like. Students could select, for one reason or another, to attend a particular school. Often these model schools were set up to give special attention to students with special needs. Some schools specialize like the Mario Umana Harbor School of Science and Technology in Boston with advanced courses in science and math. Others are college preparatory or job-oriented. Still others serve the handicapped. All of these schools provide students with options not regularly available in the public schools.

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Generally these attempts to restore choice in education have proved beneficial. Yet the education establishment has been very slow to endorse such innovation. Often it has taken extreme outside pressure to force school districts to allow open-enrollment concepts. In Boston it took a court order from the judge overseeing the school busing plan. In Denver it took concern over a possible court order to integrate schools to force the school system to move. In Washington it took an active group of parents, with help from the media, to open one small model high school.

Encouraging Signs Today

Nevertheless, those in education are beginning to see the light. Gene Maeroff, education writer for the New York *Times*, has concluded in a new book[6] that there is need for more choice within the public sector. With all the criticism of the James Coleman study of last year, and in response to an article by him in the *Phi Delta Kappan* (November 1981), three out of four respondents were critical of his conclusion for more choice for public *and* private schools. Yet all admitted a need for more choice within the public sector.

What the Effects Might Be

The long-term effects of freedom of choice would, I believe, be very beneficial. In the space available, however, it is impossible to do little more than list them.

- Initially some growth in the nonpublic school sector would occur as parents chose the most immediate way to re-assert control over their childrens' education. The situation would stabilize, however, when the public schools began to respond to the needs of their clients. Ultimately, the public school would continue to serve the vast majority of students.
- A trend would also develop toward lowering the number of children in each school. Because of parental pressure, neighborhood schools that had been closed in large districts would probably be reopened either as private or public schools.
- As a percentage of all private schools, religious private schools would probably begin to fall in enrollment as parents no longer need the subsidy of the church to make ends meet.
- Although the vast majority of schools would probably continue to be general in their curriculums, some public and private schools would begin to specialize, particularly the middle school and up. As a result of this specialization, the quality of education will undoubtedly improve. Gifted students will receive advanced training while slower students will not always be struggling to catch up. Technical schools would prepare students for work upon completing high school. Very likely, student dropout rates would fall as students found their needs being met.

Generally, what choice is available within the public sector comes with severe restrictions. Most model and magnet schools are limited to students living within the boundaries of school districts in highly populated areas, thereby restricting the number of openings within a particular school district. While this may vary from district to district, the limiting of these choices to districts in itself confines educational choice and opportunity.

Likewise, free choice should not be limited to the public sector. A state's concern should not be *where* the education of children takes

place but only that it *does* take place. If some schools in the private sector can better meet the needs of students, society as a whole will be better off. That is reason enough to promote choice.

Educational funds should be distributed in the same way most other government funds are. A poor family is not required to live in a government-owned apartment in order to receive a housing subsidy. They are given the means to obtain a place to live, but they retain the decision as to where that will be. A family does not need to redeem food stamps at a government grocery store. A parent with a sick child is not required to obtain help from a government doctor or hospital to get government aid. These parents can choose, based on their own criteria, who should perform this service. The government provides the benefit that gives them access.

- School districts would begin to decentralize and individual schools would become more autonomous. Eventually, a school might have its own school board and be closer to the community it serves. While much depends upon student enrollment and teacher availability, student-teacher ratios are likely to fall as students spread out over a greater number of schools. Decentralization would bring a decline in school administrative costs, freeing more money for individual teachers. Costs may actually decline, due to competition among schools.

There will be administrative problems, to be sure, in a change of this magnitude. But they are minor when placed alongside the benefits received.

What the Opposition Says

Opponents of vouchers or tax credits contend that freedom of choice already exists within the current system. They argue that parents may freely elect to move to another school or pay tuition to a private school. This is not the view, however, of countless parents who are financially locked into the public school system.

Some opponents of vouchers or tax credits imply, through their arguments, that only well educated middle-class or rich families are capable of making choices about a child's education. Yet many inner-city parents who are poor have already made such choices—at considerable sacrifice. According to one study, 50 percent of students attending inner-city nonpublic schools in seven major cities were from families with incomes of $10,000 or less. Another 22 percent were in the $10,000–15,000 range.[7]

A state's concern should not be *where* the education of children takes place but only that it *does* take place.

But there are more serious objections beyond those I have mentioned. Opponents of tuition tax credits and vouchers argue that freedom of choice will (1) violate the principle of separation of church and state, (2) promote segregation along income and racial lines, and (3) destroy public education.

The First Amendment of the Constitution of the United States reads: "Congress shall make no law respecting the establishment of religion or prohibiting the free exercise thereof. . . ." Those who use the church-state argument to oppose freedom of choice contend that any government aid going directly or indirectly to religious schools involves the state in supporting or "establishing" religion. This argument is false for two reasons. First, the clause is being applied to religious schools in an inequitable fashion with regard to other Establishment Clause questions. Second, the argument has revolved almost entirely around the Establishment Clause, with scant attention paid to the Free Exercise Clause.

Tracking Down the Facts

It is important to understand what the framers of the Constitution had in mind when they drew up the First Amendment. Much of the debate over this issue has arisen over the phrase "separation of church and state." This phrase was never used during the debate on the First Amendment. It was coined only after the Constitution and Bill of Rights had been adopted, in a private letter written by Thomas Jefferson.

Had anyone attempted to conclude that the First Amendment prohibited tax support of private schools in 1787, they would have been laughed to scorn. In the first place, there is not any reference whatsoever to education in the Constitution, as this was left entirely to the states. In the second place, nine of the 13 states that ratified the Bill of Rights had established churches supported by tax dollars. Many of these states maintained their established churches for years. The actual purpose of the First Amendment was to prevent the United States government from establishing a national religion, similar to the Church of England. To contend that prohibiting aid to schools is what the framers had in mind is to be totally ignorant of the facts.

Not only have opponents of choice ignored what the framers intended for the First Amendment, they have also ignored what Thomas Jefferson intended by the phrase "separation of church and state." Opponents of choice contend that any benefit, no matter how indirect, violates Jefferson's principle of separation of church and state. Yet Thomas Jefferson, the father of the University of Virginia, recommended that religious schools share facilities and other resources with state schools, even to the point of having a professor of each faith to teach that particular faith.[8] Today strict separationists contend that merely allowing a religious body the use of public facilities violates the First Amendment. To contend that Jefferson, who was the greatest separationist among our founding fathers, wanted to go as far as today's separationists is to vastly distort the truth.

It is curious that the issue of aid to religious schools was not ques-

tioned constitutionally until 1947. Any serious study of the development of public education would reveal that our public schools were established and funded by a Protestant community. Catholic schools were excluded from funding due to religious bigotry, not on the basis of separation of church and state. Indeed, for almost a hundred years the public schools of our nation had a decidedly Protestant program.

A Case of Indecision

Since 1947, the Supreme Court has been anything but consistent in its rulings. Almost all of the Court's rulings in recent years regarding aid to parents with children in religious schools have been decided with five-to-four decisions. Clearly the court has expressed its indecision over this issue and indicated that final resolution is far from sure. Justice White wrote in a 1980 split decision:

> This is not to say that this case, any more than past cases, will furnish a litmus-paper test to distinguish permissible from impermissible aid to religiously oriented schools. *But Establishment Clause cases are not easy; they stir deep feelings; and we are divided among ourselves, perhaps reflecting the different views on this subject of the people of this country.* What is certain is that our decisions have tended to avoid categorical imperatives and absolutist approaches at either end of the range of possible outcomes.[9] [emphasis added by author]

Anyone who tries to interpret what direction the Supreme Court will take on Establishment Clause cases is treading upon thin ice indeed. For instance, the Court has ruled that states may make books available to religious schools. They may not, however, furnish other materials like charts or maps. (Some wonder what the Court would do with a book of maps.) The courts have ruled that a school ride for private school students is permissible on the grounds that it is of benefit to students, not schools. They have ruled that state payments to religious schools for mandated services are permissible, yet relief to parents for education in general, which is mandated, is not allowable.

Until there is freedom of choice in education, conflict will continue within public schools on those issues revolving around religion and morals.

Perhaps most confusing and inconsistent in the Court's rulings are decisions on other issues regarding the Establishment Clause. For instance, "In God We Trust" on our money is not held to violate the First Amendment, nor does paying a chaplain for each house of Congress from the United States Treasury. Yet paying a teacher in a religious school out of state funds is not allowed.

The most ironic twist in the whole issue is that donations to a religious organization expressly for the use of that organization's ministries are tax deductible and this does not violate the Establishment Clause of the First Amendment. Yet a tax deduction for tuition paid to a religious school to educate a child in accordance with state law somehow does violate the Establishment Clause.

There is, however, still another side to this whole question: the Free Exercise Clause of the First Amendment. This clause, all too often ignored in the past, is now being brought to the forefront of discussion. Many proponents of choice contend that all education is inescapably religious—that it is impossible to educate without imparting values. Since values are basically beliefs or rules to live by, they are closely tied to religion. It then becomes a question of whose values will be taught in the schools, followed closely by who decides what they will be?

The Battle Is Joined

It is clear that there is a struggle in the public schools today about what is going to be allowed or taught. Various factions are competing with each other to set those values. Witness the debate currently raging around sex education, evolution vs. creation, censorship of books, and secular humanism and prayer in the public schools.

The evidence is indisputable that many parents feel the free exercise of their beliefs is being violated by the public schools. Senator Jesse Helms said in April 1979: "I think the conclusion is inescapable that in the *Engle* decision the Supreme Court in effect gave preference to the dissenters and at the same time violated the establishment clause of the First Amendment by establishing a religion—the religion of secularism."[10]

When prayer and Bible reading were thrown out of the public schools, the once strong supporters of this Protestant school system began to realize that neutral education is not really neutral, and they began to start their own schools. The Protestant Christian school movement is an incredible phenomenon—springing up at a rate of three schools per day in the United States. Studies have shown that the primary reason for the growth of these schools is that parents feel that the public schools are violating their religious beliefs, thus inhibiting free exercise of their religious liberties.

The Supreme Court has long held that public benefits cannot be conditioned upon the loss of First Amendment freedoms.[11] Education is certainly a public benefit. Parents who have fought a losing battle to maintain values in their public school compatible with their own and who finally took their children out of public school, are being denied the benefit of public education. Those unable to leave for financial reasons are likewise prohibited from the free exercise of their rights.

Until there is freedom of choice in education, conflict will continue within the public schools on those issues revolving around religion and morals. State financing may well be challenged because of programs which promote a secular religion on the one hand and exclude theistic religions on the other. Since no school can be value-neutral, parents must be able to choose freely among the values

taught in the various schools. It would seem that First Amendment rights are being violated under the present system. Choice would correct the error.

Dealing with Misconceptions

The second argument usually raised in connection with choice is that it will ultimately promote segregation by race and income. Opponents argue that freedom of choice will not provide equal access to schools. They contend that there will be fewer openings in schools than there are students who wish to fill them. Decisions on who will fill these slots will be made on the basis of wealth or race.

Much of this argument is rooted in the perception of private schools today—a perception that is, for the most part, a gross distortion of the facts. If one were to ask the general public whether it costs more to educate a child in private or public schools, most would probably answer private schools. The truth, however, is that private school costs are about half those of public schools. According to figures released by the National Center for Education Statistics, the average cost of educating a child in public schools is $2,553 (1980–81 school year). The same cost in private schools averages out to under $1,000.

Another misconception is that parents who send their children to private schools are wealthy. They are, in fact, not much different from the general public. The Department of Education indicates that 62.7 percent of the families with children enrolled in private schools have incomes of $25,000 or less.

Those who contend that choice will allow greater segregation along income lines ignore the income segregation problem now within the public schools sector. There are vast differences between one school system and another. For instance, in 1978 school systems in Michigan were spending from $900 per student in some upper state rural areas to over $3,500 per student in some metropolitan areas. These differences could be accounted for by many factors, but wealthier communities generally have a greater capacity for education spending. Certainly this is segregation along income lines, and it occurs in most states. There are some scholars who contend that federal tax deductions for school taxes in effect subsidize some elite public schools located in wealthy communities, making them equivalent to private schools.

Freedom of choice will not destroy public education.

James Coleman, while admitting that overall economic income segregation is "slightly higher" in the private sector, says: "The economic segregation within each sector (public, Catholic, or other private schools) is also low, though *there is more economic segregation in the public sector than in either of the private sectors or in both taken together.*"[12] [emphasis added by author] If private schools do not excessively segregate on the basis of income today, it is unlikely that they would in the future.

Opponents further contend that private schools will not have room for all students who wish to apply given freedom of choice. In the short run this may be partly true. Yet these same shortages occur now within the public school magnet programs without serious disruption. Given time, the free market system will open up new classes where there is a need.

What about race? Along with the public perception of private schools as places for wealthy children, there is the notion that private schools discriminate on the basis of race. But do they?

There is little doubt that numerous private schools were started in the late 1960s and early 1970s as a means for escaping the integration then taking place in many public schools. This trend, however, died out very quickly. In fact many of these same private schools have been scrambling lately to bring blacks into their classrooms. Studies done within the past few years have demonstrated that private schools, as a general rule, do not discriminate on the basis of race. Studies done by Ericson, Coleman, Greely, Skerry, and Nordin and Turner, among others, have clearly shown that, while these schools may have minority enrollments of less than the national average, it is not a case of racial discrimination.

The Coleman report compared racial segregation within the private sector to that within the public sector and concluded: "Within the public sector, segregation is much higher than black-white segregation in either of the private sectors or in the total private sector combined."[13] Economics professor E.G. West agreed with this conclusion in his study of education tax credits for the Heritage Foundation.[14]

In short, arguments that private schools do segregate, and hence that freedom of choice will promote segregation on the basis of race and income, do not bear up under scrutiny.

Some Faulty Assumptions

The third major argument used against choice is that it will destroy the public schools. As I understand the reasoning, if parents are able to make choices, then those most concerned will take their children out of the public schools and leave the poorer, slower, and more disadvantaged children behind, crippling these childrens' future.

Many assumptions are necessary in order to arrive at this conclusion. The first glaringly invalid assumption is that all parents who make a choice with regard to their child's education will send their child to a nonpublic school. This is highly unlikely. The vast majority of students will remain within the public sector, although they may change schools or even districts. The highest estimate of a shift to nonpublic schools that I have seen shows a minimum of 75 percent staying within the public schools.

The second invalid assumption is that somehow all of the parents of bright students will automatically choose a private school. That sup-

poses that all concerned parents necessarily have bright children or, conversely, that no parents of average or slower children are concerned. This is clearly an argument having no basis in fact.

Overall, parents—if they are given a choice—will select schools within both the private and the public sectors for reasons that vary from religion to academics to a learning environment best suited to their children's needs. The argument that choice will destroy public education is a stunning indictment of the state of public education today. If the introduction of choice would destroy the public schools, then our educational system is in much worse shape than we think. If our public schools are so bad that vast numbers would leave them, then it is probably way past time that parents should be given a choice.

Freedom of choice will not destroy public education. Indeed, it can enhance the ability of the public schools to meet the needs of their students.

The debate around freedom of choice, unfortunately, falls all too easily into a we-vs.-them mentality. But it need not be. Introducing choice into education can return education to the system that is most successful—parental and community control of the educational process, whether carried out in the public or nonpublic sector.

There will be those who, out of fear for their jobs or because of religious bigotry, will oppose any choice concepts no matter how logical they seem. Others, out of a sincere belief that only public schools can provide adequate education for all children, will limit choice to that sector. But a reasoned appraisal of the assets and liabilities of choice can only lead to the conclusion that we must move in that direction.

Many of the arguments that I have discussed were the same ones I used back in 1970. Yet all these objections pale in comparison to the benefits that American education stands to gain by allowing parental choice in the selection of public and nonpublic schools. ★

NOTES

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[2] Silber, J.R., *U.S. News and World Report* (September 7, 1981), pp. 53–54.

[3] Sykes, W.G., Washington *Star* (September 20, 1979).

[4] Adelson, J., "What Happened to the Schools?" *Commentary* (March 1981), pp. 36–41.

[5] Coleman, J., "Private Schools, Public Schools and the Public Interest," *Public Interest* (Summer 1981), p. 25.

[6] Maeroff, G.I., *Don't Blame the Kids,* (New York: McGraw-Hill, 1982).

[7] Blum, Reverend V. and T. O'Brien, "Catholic League Religious and Civil Rights," *Catholic League Newsletter,* vol. 8, no. 3.

[8] Jefferson, T., "A letter from Jefferson to Dr. Thomas Cooper," *Annals of America, Encyclopaedia Britannica, Inc.,* vol. 5, pp. 30–31.

[9] Justice Byron R. White, *Committee for Public Education & Religious Liberty v. Regan,* 444 U.S. 646 (1980).

[10] Helms, Senator Jesse, *Congressional Record* (April 5, 1979), S 4130.

[11] *Sherbet v. Verner,* U.S. Supreme Court, 374 U.S. 398 (1963).

[12] Coleman, J., *op. cit.*

[13] *Ibid.*

[14] West, E.G., *The Economics of Education Tax Credits,* (Washington, D.C.: The Heritage Foundation, 1981), pp. 21–22.

RENEWAL OF AMERICAN LIBERAL EDUCATION

A college dedicated to education for individual responsibility cannot tolerate government regulation

By George Roche III

"So far, we do not seem appalled at the prospect of exactly the same kind of education being applied ... from Atlantic to Pacific, but there is an uneasiness in the air, a realization that the individual is growing less easy to find; an idea, perhaps, of what standardization might become when the units are not machines, but human beings."

—Edith Hamilton

Though we have been the beneficiaries of the greatest material prosperity in the world's history, Americans in recent years have seemed burdened with a growing sense of failure. A once self-reliant and thrifty people who valued individual achievement now find themselves strangling in the grip of a "benevolent" government whose helping hand is gloved increasingly in a smothering web of standardization.

The accelerating trend of statist collectivism which has marked American life for most of this century has touched every institution we value, not the least of which—as Edith Hamilton so aptly noted—is our educational system. Under an ever-growing, well-intentioned, but often misguided educational bureaucracy, U.S. schools have become steadily less oriented to the genuine education of individuals and increasingly devoted to turning out socially acceptable, technically proficient automatons competent to help run "the system" but unlikely to question its values or elevate its vision. The burgeoning mass of federal aid to education launched by the Great Society programs of the 1960s has done much, as the years passed, toward anesthetizing America into a mindless society of the 1980s—a society closer to Orwell's forecast for this decade than most of us would like to admit.

Though such a bureaucracy lends itself well to social engineering (George Farquhar once noted, "Those who know the least obey the best"), the proper goal of education is development of the individual, and we face few more urgent tasks in the early 1980s than that of rededicating the ends and means of American education to that purpose. Now, there is hope on the horizon for doing just that. It comes in the form of a federal administration that was elected when American voters turned sharply away from the tired notion that bigness in government equals betterness in society and reaffirmed the age-old principles of free choice, individual worth, and voluntary mutual assistance which made this one of the greatest societies in the history of mankind.

This "new" philosophy in Washington, in contrast to the policies that have dominated at least since the 1930s, has manifested itself, among other ways, in President Reagan's proposals for a significant reduction in federal funding of education, especially higher education. As in any industry which sees its cherished subsidy threatened, many educators have greeted this action with dire predictions and howls of pain. We at Hillsdale College, on the other hand, welcome the change, since we are convinced that the *only* means to restore quality education on America's campuses is to remove the major responsibility for education from the hands of government and restore that responsibility to the student, the parent, and the administration on campus instead of the administration in Washington.

For us, it's basically a matter of consistency. Never in its 138-year history has Hillsdale College accepted a penny of aid from any institution of government—local, state, or federal. Never has it submitted to the heavy hand of government control that necessarily accompanies the soft hand of government help. These policies have been under their severest test from 1975 to the present, during which time Hillsdale has been the defendant in a federal suit stemming from its refusal to sign affirmative action compliance forms required by the Department of Health, Education, and Welfare under the aegis of Title IX—forms we believe are inapplicable to our private college since it accepts no public aid. Hillsdale maintains this

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stand out of a conviction that maturity, responsibility, realization of potential, and a sense of self-respect are best developed in our young people when they are encouraged to pursue their individual talents in an educational context of certain unchanging truths and moral absolutes not subject to human whim or political dictate.

The Deadening Sameness

It is satisfying to see the young graduates of this 1,050-student liberal arts college moving self-confidently into responsible roles in America's future. But there is a troubling contrast when one looks at the 2,500 of our nation's 3,000 colleges and universities that currently accept some form of government assistance, watching them succumb more and more to a deadening sameness of reduced standards, decreasing respect for authority, and rising social upheaval. This sameness grows out of today's dominant educational emphasis upon larger and larger aggregations of collective organization, within which individual personality finds a smaller and smaller place. What our universities teach and how they teach it makes it ever harder for the individual to find his or her spot in the sun. There is an emphasis on training the dropouts and on making the curriculum so soft that no one can fail. Admissions standards fall, and teachers must toil unduly over defects, weaknesses, and shortcomings at the grave expense of attention to talents, virtues, and achievements.

Too much of American higher education not only neglects to uphold the standards by which to judge real academic achievement, but also fails to give proper attention to the value of that which is taught. We are told we must sweep aside the past with its constricting and confining tradition and morality; that the disciplines of former ages no longer bind us. We are told all standards are relative and that man and society are whatever we choose to make of them—so that change, for its own sake, threatens to become the dominant educational philosophy of our age.

Education in America has become a reflection on the insistence that education be a function of government, cost-free to participating students, fully financed at taxpayer expense. What originated as local schooling, supported by taxation in the immediate community (and therefore somewhat responsive to local and parental wishes), has moved inexorably toward bureaucratic bigness—the fate of all publicly funded projects. Control of the purse strings has bought control of education.

Many of the nation's colleges and universities—most of them, in fact—have succumbed to the lure of state and federal aid, surrendering much of their autonomy in the process. The result has been just short of devastating, particularly to some of our most venerable private institutions which readily "bought the program."

Never in its 138-year history has Hillsdale College accepted a penny from any government institution.

In the words of Robert Nisbet, a Columbia University professor of sociology, "The collective autonomy once taken for granted by universities in this country, even in substantial degree public universities, has been jeopardized not by malevolence but—much more dangerous—benevolence that manifests itself through rules and regulations which daily increase in number and become even more constricting. This power does not destroy, but it prevents existence. It does not tyrannize, but it compresses, enervates, extinguishes, and stupefies a university administration and faculty till each university is reduced to nothing better than a flock of timid and industrious sheep, of which the government is the shepherd."

Nisbet and Columbia are not alone in their anguish. Other institutions of higher learning across the nation are suffering similar problems as they scurry to comply with federal guidelines imposing racial and sexual quotas on campus. They find they are obliged to hire "directors of affirmative action" at substantial salaries to set up affirmative action programs with policy influence on every aspect of campus life, to spend tens of thousands of dollars a year on government-required paper work —with no provable benefit to the university—and to routinely turn away talented faculty candidates and students merely because they are not black, Hispanic, Oriental, female, or a member of some other perceived minority.

Reduced Academic Performance

They are obliged, too, to eliminate prerequisites, reduce academic performance requirements, and gear curricula to the lowest common denominator. Little wonder that horror stories about teachers ill-equipped to teach sharing classrooms with students with little or no proficiency in the English language are reaching the proportions of a national scandal.

In the face of all this, does it really make sense to simply continue expanding the size of educational programs that already have proven ineffective, all in the dogged faith that more education will arrest the decline? There is no fault in the argument that if education fosters human understanding, and the level of understanding proportionately enhances the quality of life, more education should increase understanding and improve the overall condition of society. The problem becomes one of how to define "more education." Surely education should be helpful rather than harmful and promote knowledge over ignorance, but the question remains, "knowledge or ignorance of what?"

Sadly, that issue has been faced all too seldom as we were building the philosophy and institutions of modern American education. The result is that perhaps more than ever before, young people are concerned with "the reason why" in their examination of the moral

premises which govern our society. They hunger for this because our present institutional structure offers so few values and principles upon which to base their lives. Such is the price of bureaucratic depersonalization. John W. Gardner was never closer to the mark than when he wrote in *No Easy Victories,* "Much education today is monumentally ineffective. All too often we are giving young people cut flowers when we should be teaching them to grow their own plants."

In too many ways, America today expects little or no responsibility from its young people, and it often gets what it expects. For 12 and often 16 years of his life, the American youngster is subjected, day in and day out, to the guidance of the entrenched "progressive" educational establishment. When that establishment itself has abdicated standards, authority, and responsibility—when it holds up no clear ideals—is there really any question why our youth in their turn grow up lacking moral standards, self-discipline, and a sense of responsibility?

The Power That Corrupted

J. Allen Smith, patron saint of the relativistic intellectual climate of the 20th century and father of the ideas expressed by Charles Beard in *An Economic Interpretation of the Constitution,* made a pointed remark that is all the more strong for coming from a prophet of the modern academy. "The trouble with us reformers," Smith confessed, "is that we made reform a crusade against standards. Well, we've smashed them all, and now neither we nor anyone else have anything left."

More recently, columnist George F. Will noted, "A society that thinks the choice between ways of living is just a choice between equally eligible 'life-styles' turns universities into academic cafeterias offering junk food for the mind."

If Smith and Will are right, then to what we can turn in educating our young people?

As near as our present college and university community may have come to moral and intellectual bankruptcy as a result of institutional enmassment and government intrusion, we must be wary of turning to the same political power that corrupted the system to correct it. The autonomous university community historically has been a seat of traditional values and a haven against church and king. At its best, it could rally to become such a haven again, this time against the assaults of democratic politicization, the acceptance of which—in the form of financing, standards, controls, and imposed values—has been the prime cause of academia's present woes.

The indispensable condition necessary to begin restoring the quality, values, standards, and self-respect that politicized learning has removed from our educational system is freedom. The only way to achieve that freedom is to restore primary control of the system to private, voluntary decision-makers. Single-source funding can compel behavior in any enterprise, educational or otherwise, and it seldom resists the temptation to do so. Primary dependence upon the private sector for support of higher education will ensure a diversity of financial resources that tends to guarantee freedom for administrators and teachers. As John Chamberlain tellingly has observed, "The idea of socialism never had much trouble propagating itself in institutions founded and supported by capitalists. But in socialist countries, where is the educational institution that would permit freedom of inquiry to arrive at capitalist conclusions?"

The effective pursuit of quality in higher education presupposes that freedom of inquiry and freedom of action can only exist absent the coercive hand of government, for the true task of education is liberation. The individual needs to be freed from his limitations in order to develop to his greatest potential and become a better person than he might otherwise have been. Education must offer challenge and variety, not standardization and stagnation, to awaken individual conscience and draw forth the unique capabilities and qualities that will renew, enrich, and enable a society.

The True Liberal Spirit

The true spirit of *liberal* education (taking that word back to its Latin root, connoting the moral and intellectual training that fits men and women for liberty) can and must be infused once again throughout American higher education—in the great universities that grant advanced degrees and in the two-year community colleges that offer specialized career preparation no less than in the traditional liberal arts colleges themselves. But I would submit that this urgent task of renewal can be achieved only from a starting point of what are commonly called—by an ironic twist of contemporary philosophical and political semantics—*conservative* public policies.

A final word, then, about the outcry stirred by President Reagan's courageous initiative to launch exactly such policies. Those who have voiced lurid fears that reductions in federal aid to higher education will spell academic disaster are forgetting that higher education was alive and quite well, thank you, before an ambitious cabal of politicians and educationists opted to begin "sharing the wealth" a couple of decades ago. There is no reason it should not be so again. After all, the "wealth" government spreads will still be there, right in the private sector where it has always originated anyway. The government never created a single resource in this country; it merely takes the resources of others—those in the private sector—and reallocates them as it chooses after levying a substantial brokerage fee off the top.

With diminished federal spending and taxation, then, not only are the resources still there, but they should stretch even further because the costly, inefficient middleman function is reduced. Not only will more funding be available, but funding requirements should no longer include anything other than the resources necessary to promote academic excellence. Gone will be budget-eating requirements to maintain endless streams of rec-

ords and reports, whose sole purpose often seems to be to sate the appetite of bureaucracy.

Those who fear returning to the marketplace of enterprise and charity for a larger proportion of the dollars quality education requires, forget that never in the history of the world has there been another society so generous and upwardly mobile in the pursuit of education as American society has proved itself to be. No other society can boast that any child who wants an education can get it. Through scholarships, loans, work-study programs, and endless other means, this country has seen to it that every American can receive the education he wants and requires. This is not going to change. Scholarships and funding for schools will be as available in the future as they have in the past.

Our experience at Hillsdale tends to confirm the adequacy and strength of private-sector commitment to higher education, we believe. When the federal education bureaucracy threatened to cut off all federal grants and loans to Hillsdale students because of the College's dissent under Title IX, the private sector responded readily with an outpouring of support that is more than adequate to ensure that today's Hillsdale undergraduates and others to come will be financially able to continue their education regardless of public assistance levels.

A Revival of Quality

The change most likely to occur as federal funding for higher education decreases is a marked *increase* in the overall quality of the American college and university experience. Quality will come as institutions become increasingly innovative and inventive in developing programs, designing curricula, and developing faculty and staff. This new surge of campus creativity—too long dormant in the politicized educational scene of recent years—should be a natural consequence of being challenged to do more than extend an upstretched palm to fund the budget.

The direct result of restoring a greater measure of marketplace discipline in education will be the same as marketplace competition in industry: Wider choice, keener responsiveness, and enhanced quality of the educational product for its ultimate "consumers"—American students, American families, and American society at large.

The return to greater reliance on a private-sector funding for higher education will not snuff out educational opportunity anywhere, unless the runaway pursuit of massiveness during past decades has subsidized a greater supply of "opportunity" than public demand actually requires. Whether or not the current educational plant is in fact overbuilt or overstaffed, whether or not there are too many seats available, whether or not the country has been misallocating its resources within education or between education and other national priorities, remains to be seen. It will depend upon what all Americans in their individual, voluntary decisionmaking choose for the country's future. The marketplace will decide.

That decision will be made, I believe, in the arena where it properly belongs according to our great American tradition: by individual people, each free to realize his own potential as it relates to his fellow man, and each cognizant of that "higher side" of social responsibility shared by all individuals when true to their nature. ★

YOU CAN MAKE A DIFFERENCE

The Center for Citizenship Education offers schools a plan for education for the *vita activa*

By Mary Ann Kirk

For too many years, too many people have seen citizenship as a boring subject. Like motherhood and the flag, we're all for good citizenship, but far too many of us also feel that citizenship doesn't have a lot to do with the real world.

We need to change this notion. That is why a group of us started the Center for Citizenship Education in Washington, D.C. We believe that our founding fathers gave us the constitutional machinery to make this country—based on shared values and goals—the kind of country we want.

The catch is that it takes hard work to run the machinery. "Citizenship education" is one of those phrases that, chameleon-like, takes on different colorations with different people.

Some see citizenship education as a code phrase of some liberals to teach about secular humanism or sexual permissiveness or to tolerate welfare cheats and drug abuse.

Others see citizenship education as a code phrase of the extreme right wing meaning censorship of

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the classics, tin-plated patriotism, and jingoistic nationalism.

Still others take "citizenship education" literally, meaning the preparation of immigrants for U.S. citizenship.

For us at the Center for Citizenship Education, the phrase means educating for action in the community. It is not a subject but rather a process. It is not to be learned in the abstract but rather experienced. It is not restricted to any particular group or ideas; it is for everyone.

Citizenship education works for Republicans and for Democrats. . . . It is based on morals, not ideologies.

A Nonpartisan Tool

Citizenship education is learning how to influence what happens in your community. Citizenship education explores the methods for causing or halting change. It works for Republicans and for Democrats, the left and the right, the old and the young. It is based on morals, not ideologies.

Citizenship is often exercised to promote partisan concerns, but citizenship *education* is nonpartisan. Let me explain what we mean. During the days of the "war on poverty," citizens were encouraged to form neighborhood groups to bring about federally-mandated change. Under the New Federalism, citizens must be involved in making hard choices of where to spend a shrinking amount of revenues for social projects. Both situations require citizenship in action, yet the philosophies behind these concepts may come from opposite ends of the political spectrum. Before action can occur, decisions must be made that reflect the values held by those who decide. At the Center for Citizenship Education we make no apologies for our belief that good citizenship is based upon fundamental values. We do not claim them to be "our" values alone; we believe they are universal. We believe that when reasonable people discuss values, they will in time agree that certain fundamental, bedrock values are necessary if our nation is to continue to function.

We are well aware that in recent years, many of these fundamental values have been questioned. We hear about teachers who refuse to take a position on stealing for fear of imposing their values upon their students. In our view this is utter nonsense. You cannot be neutral about stealing. If you are not opposed to it, then you are for it. A teacher who ignores stealing in his or her classroom does not convey to the students the message: "I am neutral on stealing." Instead he or she conveys the message: "I am not going to do anything about stealing, therefore it is okay to steal in this classroom."

Without such agreement on values, two people (or a group) cannot really discuss an issue. For example, implicit in a discussion is the concept that each side will get a chance to present its case. In other words, the concept of fair play is embodied in the discussion process. There is near total acceptance on this point; many other such concepts are also universally held.

Defining Group Values

Ultimately citizenship becomes a community defining itself. It is people, all sorts of people, forging coalitions to reach agreed-upon goals. During this process, the group must define the values shared in common. These values will not only shape the type of goals sought, they will also determine how the group will go about achieving them.

Citizenship education should be inspirational. Ideally it should broaden students' horizons to the point where they are convinced that one person can make a difference, that it's better to light one candle than to curse the darkness, that motivated men and women—operating with a well-developed sense of shared values—can literally change the world for the better.

Citizenship education begins in the schools. Traditionally, Americans have looked to their schools to help solve social problems. For example, when the nation became concerned about the problems of pollution, part of the solution was to have the schools teach ecology. As a consequence, special-interest groups have pushed for more and more additions to the curriculum, adding law, economics, consumerism, driving, and energy conservation.

The courts have added to the bubbling stew by ordering schools to provide services like bilingual education and tutors for the handicapped. Most of the time these additions were ordered without any thought given to the time and money needed to implement them. Some were impossible to put into effect. For example, if every qualified bilingual teacher in America were in a classroom teaching, there still would not be enough such teachers to provide special services for every child qualified to receive them under the court's ruling.

It is no wonder that teachers and administrators look askance when yet another special-interest group, armed with a new set of additions to the curriculum, comes knocking on the schoolhouse door.

An Interdisciplinary Approach

The Center for Citizenship Education wants our schools to adopt citizenship education, but our approach is different. We do not recommend adding a new subject to the already crowded curriculum. In our view, citizenship education is interdisciplinary and can be taught through the existing curriculum. For example, English classes can explore citizenship through reading assignments. Books like the *Ox Bow Incident* will naturally lead to discussions about law and due process; *Huckleberry Finn* can be a springboard for discussing racial discrimination; a memoir like President Ford's *A Time To Heal* will lead to an examination of the Constitution. The social studies provide an obvious context for citizenship education, but there are also opportunities in home economics, driver education, and economics. Home economics classes can look at consumer issues like

truth in labeling; driver education naturally leads to an awareness of laws and the rights of others. Economics classes provide opportunities to discuss personal freedom and the work ethic which capitalism and the free enterprise system advance.

Teachers have too often been asked to change or expand their curriculums without being given the time or tools to do so successfully. We propose a series of inservice programs for teachers and school administrators to develop a consensus for change. In addition, the workshops will provide the information and materials needed to make change possible.

One inservice program the Center is currently developing will help teachers, administrators, and students develop positive mental attitudes about making needed changes. The Center is also seeking funds to develop a model school project to demonstrate how citizenship education can be incorporated into school subjects. The process would include teaching students to recognize, relate, assimilate, and apply principles which lead to practical problem-solving. These skills will be useful in all areas of the student's life, into adulthood.

Learning about Social Change

We believe that the most effective way to teach citizenship for action is to have the students learn by doing. Ideally, some part of the time would be spent working for a desired change in the school or community so that students not only observe the process but also take part in it. As they build on their successes, students will also learn the relationship between realistic expectations and the amount of time it takes to accomplish change. They will learn that progress is often slow and that a war is won through a series of small victories. They will learn not to quit when they meet resistance, nor become discouraged when dealt a setback. They will come to understand that social change requires staying power.

Citizenship for action must also reach into the community through adult education and special workshops. Teachers and parents need to be educated in the process so that they can provide both support for the students while they are in school and the structure for transferring what they learn in class to the real world. The process can take place through community organizations or it can evolve through a sort of "on-the-job" training when people band together to promote or oppose a cause. Students can acquire first-hand experience by joining groups or carefully observing their movements in the community.

We believe that there is a critical need in America today to teach people how to serve others. The time in the sun for the "Me Generation" has passed; now it is time for the "Us Attitude" to take root. This is not to say that there is no room for individual effort, far from it. A football team wins or loses as a team, but the team's success depends upon the performances of individual players. The greatest runner gets little yardage without blockers helping. The same premise holds true for creating social change.

The nation must refine and improve the grass-roots approach to problem-solving. During the next few years, as more decisions are returned to the states and local authorities, there will be a growing need for more community leadership and for ordinary citizens to discover how to make their views known.

Some Role Changes Needed

During the past two decades, both the federal government and private foundations have played major roles aiding social change by providing funds to establish programs. Despite the best of intentions, often these programs were seen by the local communities as something brought in by outsiders, with which local people had little or nothing to do. Minority group members often found themselves being represented in the media by so-called spokesmen whom they did not know. These spokesmen were newcomers who did not know the local conditions. When the out-of-town money dried up, the out-of-towners left. The problems often remained behind.

Our goal is to rekindle the traditional grass-roots approach where the local community defines its own problems and organizes to work out its own solutions. Citizenship education can provide technical help, but local people must lead the way. When this begins to happen, viable solutions will emerge that meet the needs of the community. And because these kinds of solutions will not be dependent on transient professionals or outside funding, the effects will be long-lasting.

The experience of the Maryland Values Education Commission has shown that unless people feel a personal stake or investment in what they are doing, they will not be moved to sustained action. The Commission was created by the Maryland legislature to study the teaching of fundamental values in the state and to make recommendations for change. There was immediate controversy. Commission members traveled the state and met with educators, administrators, school board members, and ordinary citizens. They worked for, and obtained, a consensus on values, something that once seemed impossible to many observers.

The lesson to be learned from this experience is that local people must be involved in all phases of the development, organization, and execution of any plan. When local people are not involved, the project becomes someone else's solution and eventually withers on the vine. This experience has also shown that consensus-building is essential to success, regardless of the issues.

Seeking Other Solutions

But local action is not the only solution to all community problems. For some issues, there is a need for action at national, state, and regional levels as well.

At the national level, public awareness can be heightened through the creative use of the media—encompassing everything from sophisticated advertising techniques to the use of TV dramas to focus on issues.

Some problems, though not national in scope, nevertheless cannot be contained within a single state. These problems—air pollution is one such issue—must be addressed on a regional level. In the crowded northeast section of the country, the progress one state makes is often determined by the degree of cooperation with neighboring states.

There are other problems that can best be handled at the state level. The Maryland Values Education Commission is one example of citizens of a state tackling a controversial issue and resolving it through local consensus without federal red tape or intervention. The Maryland Commission succeeded statewide only because it first obtained consensus at the local levels.

Foundations and business organizations should be involved in citizenship education, but to avoid duplication, their efforts and funding need to be coordinated. We believe that funding should be aimed at providing solutions for specific problems and that it is best targeted at specific groups. Funding should also be orchestrated to bring existing groups together into working units.

Foundations are the natural entities to take a national view of a problem. They can serve as national clearinghouses on specific issues and can supply funds for research and for the development of training materials and model programs. Foundations are perfectly positioned to fund coordinating efforts among communities. They can also enter into joint ventures with corporations, providing seed money or matching funds to encourage those companies' involvement in local citizenship efforts.

Some Issues Ahead

During the next 20 years, there will be many critical issues that citizens must face. For example, Americans will need to develop a global approach in their thinking.

When local people are not involved, a project becomes someone else's solution and eventually withers on the vine.

We must learn to face the reality that the world is in a state of upheaval and will be for some time. New nations will be asserting themselves; we must learn more about them and about other, ancient nations undergoing changes. When an international incident happens like the seizing of American hostages by Iranian rebels, we are confused. We do not understand the causes of the situation and are ill-equipped to deal with it because we lack knowledge of the people, their language and culture, and the area. As citizens of the world, we need to know a lot more about our global neighbors than did past generations.

American citizens must not only be educated to live in a pluralistic world, but in a pluralistic America as well. The U.S. is already the fifth largest Spanish-speaking country in the world and in 20 years it may have more Spanish-speaking residents than Spain. Latin American populations will double during the next two decades and laws alone will do nothing to stop a flood of people coming to the U.S. for the promise of a better life. The mayor of Miami already boasts that you can be born, live your whole life, and die in Miami without ever having to speak a word of English.

During the next 20 years American citizens may have to rethink how they wish to take care of the poor, the disadvantaged, the handicapped, and the funding of many social institutions that in the past have been supported largely by the federal government. With the shift of responsibility back to the states and local communities, Americans may be faced with making difficult choices among needed programs when there is not enough money to fund them all. Citizens will be required to take an active role or run the risk of living in a society that neither represents their ideals nor addresses their concerns.

Education for active citizenship is an enormous task. The Center for Citizenship Education is acting as a clearinghouse for ideas and programs. We have established and are sharing the contents of various programs being used in schools nationwide to teach basic values and citizenship. The Center is also engaged in research to develop and test educational materials for citizenship education and to establish model school programs.

The Center also looks beyond the borders of the United States, examining other cultures to search out other approaches for effecting social change. Our aim is to expose Americans to the best ideas in the world and to help our citizens utilize them in their own communities.

One of the crucial questions our country faces today is: Can Americans in the 20th and 21st centuries measure up to the standards of citizenship envisioned by the founders of this nation?

The answer is a resounding yes, if we learn how to recognize, relate, assimilate, and apply the principles upon which this country was founded. Citizenship education is the process to provide the needed tools. ★

POLICY

A TIME FOR RE-EXAMINATION AND RENEWAL COMMITMENT

The National Commission on Excellence seeks ways to perfect the nation's commitment to universal education

By David Pierpont Gardner

The American educational system has long enjoyed a deserved reputation for both its egalitarian nature and the excellence of its program and product. From the days of Thomas Jefferson's call for an educated citizenry, to Horace Mann's crusade for the common schools, to John Dewey's eloquent advocacy for the public schools, and to our nation's more recent effort dramatically to expand access to our schools and colleges, our country's educational effort stands as an enviable, albeit imperfect, record of solid achievement.

The egalitarian dimension in American life and character, as noted by the young French aristocrat Alexis de Tocqueville and other observers, has been and will continue to be a pervasive and important characteristic of our evolving educational system. An equally important dimension of American life and its educational system has been the seeking of authentic distinction or excellence with an ever-expanding number of students.

Our schools serve a much larger segment of the school-age population than do the schools of most other countries. Nevertheless, we have produced as able individuals as a percentage of the school-going pool as has any nation, irrespective of the pool's size. For example, Dr. Torsten Husén of the Institute of International Education at the University of Stockholm, Sweden, recently testified before the National Commission on Excellence in Education and reported that the top nine percent of American students perform just as well on standardized achievement tests as the top nine percent in other industrialized countries. Similarly, our colleges and universities, which admit a far larger proportion of 18-year-olds than other countries, produce exceptionally able students and direct graduate and research programs that are the best in the world.

Excellence as an Issue

Why then is excellence in education an issue of intense current interest today?

First, public confidence in education, as measured by opinion polls, shows significant declines which go well beyond normal cyclical patterns. For example, a recent analysis of Gallup Poll findings over the past 12 years reveals that in 1974 approximately two-thirds of parents with public school children felt that their local schools were superior or above average. In 1979, the percentage responding so favorably dropped below 50 percent.

The sources of such dissatisfaction tend to be increasingly associated with issues of educational quality. A recent Washington *Post*/ABC News Poll indicates that about four parents in ten of high school or

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near high school age students criticize schools for offering "pass through" education, for having unmotivated teachers, and for grade inflation. A similar level of support was accorded the statement: "Too many students are allowed to graduate from high school without learning very much."

Second, the well-publicized declines in test scores of college-bound students, as measured both on ACT and SAT examinations, reinforce perceptions of weakening quality in our schools. Similarly, declines in the proportion of students taking mathematics, science, and other more academically challenging courses or "solids" suggest to many observers that students are being inadequately prepared for the demands that will be made of them in an increasingly complex and technological world, not to speak of what our colleges and universities will be expecting of them as they pursue their studies beyond high school.

Third, the number and kind of remedial offerings now embodied in the lower-division programs of our colleges and universities have grown enormously in recent years. These programs are diluting higher education's resources, deflecting their mission, and weakening the conventional pressures that more exacting college and university standards have historically exerted on secondary school curriculums.

Thus, public and professional concern over the quality dimension of our educational system has become widespread in recent years and is growing. The formation of the National Commission on Excellence in Education by Secretary Bell is but one example of this concern. Similar efforts in several states have been undertaken. Legislators, governors, foundations, scientific and scholarly societies, teacher associations and societies, educators, and parents are discussing the subject with increasing frequency. Television news programs, magazine articles, and newspaper reports just this past year further reflect the high level of interest in the status and quality of education in America. And there are nearly 25 major national research studies on the American high school currently under way.

Role of the Commission

The National Commission on Excellence in Education is, of course, an initiative of the federal government. The federal interest and record in promoting excellence in education is long-standing and ranges from development of science curriculums to peer review and funding of basic research, to support of centers of excellence, and to enrichment programs for teachers. Quality education and educational access have historically been regarded as in the national interest, although the role of the federal government in expressing that interest has ebbed and flowed with the times, politics, and economic conditions.

Education, of course, is now and has historically been a state and local function. Any lasting changes in our schools, colleges, and universities will be a function of decisions made by local school boards, parents, teachers, professors, principals, superintendents, state school boards, legislative committees, governors, boards of trustees, boards of regents, scholarly and scientific societies, and the general public.

To presume that the federal government or a federal commission can effect comprehensive and sustainable changes in our nation's educational system is to misunderstand the workings of both our system of government and the purposes of this Commission, just as to believe that the federal government and the Commission can have no impact is similarly to misunderstand their respective roles and potential.

The National Commission on Excellence in Education, by its very existence as well as by its *modus operandi,* can be an effective force for focusing attention on the issue of excellence, for bringing to the fore problems which bear upon it, for teasing out data and testimony of a kind that is known or new and casting it in a fresh perspective, and for offering its recommendations to those whose opinions count at all levels in our country.

The Commission is composed of 18 persons whose experience with the educational system, its purposes, processes, financing, politics, and governance is wide-ranging and personal. It includes teachers, principals, superintendents and school board members at the local and state levels, professors, a Nobel laureate, university presidents, a business leader, and a governor, among others. The Commission, taken as a whole, has a breadth and depth of experience and contacts uncharacteristic of many national commissions.

Secretary Bell regarded the composition of the Commission as critical to its success, both for purposes of preparing a useful and insightful report with the help and assistance of interested parties, societies, associations, and constituent organizations and of having a capacity to reach out and to influence the educational system at district, state, and national levels as well, once the report has been submitted. The Commission's staff, directed by Dr. Milton Goldberg, was chosen with equal care.

Charge and Agenda

The Commission's charter, as detailed by Secretary Bell, charges the Commission with the following responsibilities:

- Assessing the quality of teaching and learning in our nation's schools and colleges;
- Comparing the American educational system with the systems of other advanced countries;
- Studying the reciprocal relationship between college admission requirements and high school curriculum/high school student achievement;
- Assessing the degree to which major social and educational changes in the last quarter century have affected educational achievement;
- Defining problems which must be faced and overcome if we are to pursue successfully and promote excellence in education;
- Holding hearings and receiving testimony on how

to foster high levels of quality in the nation's educational system.

In contrast to most of the national studies currently underway on the American high school, the Commission intends to generate relatively little in new research findings. Rather, it intends to gather, evaluate, and synthesize existing research findings and field experience. This information, together with invited and volunteered testimony and commissioned papers, will enable the Commission to construct its findings, arrive at its conclusions, and formulate its recommendations. Scientific and scholarly societies throughout the country, the national educational laboratories, individual scholars, teachers, school board members, and others have already been of material help and, without exception, willing, indeed eager, to be of assistance. The Commission's final report is to be submitted to the Secretary and the nation in March of 1983.

Completing the tasks outlined above in such a short time will require a major effort on the part of Commission members and staff, as well as the involvement of the educational community, broadly defined.

Public Hearings

The Commission is in the midst of a series of six public hearings scheduled across the United States over a period of several months. These hearings constitute the cornerstone for the Commission's work, since they provide Commission members with access to both factual information and informed opinions about current education problems and how to overcome them, as those facts and opinions bear upon issues of educational quality and excellence.

The first of these hearings was held at Stanford University in Palo Alto, California, during the second week in March. The topic of the hearing was science, mathematics, and technology education. The hearing was chaired by Commission member Glenn T. Seaborg, holder of a Nobel Prize in Chemistry and presently a University Professor of Chemistry at the University of California, Berkeley.

In mid-April, a hearing on the topic of language and literacy was held in the board auditorium of the Houston Independent School District in Texas. The hearing was chaired by Commission member Jay Sommer, 1981–1982 National Teacher of the Year and currently a foreign language instructor at New Rochelle High School in New York State.

A third public hearing was conducted at Georgia State University in Atlanta in May. Teaching and teacher education comprised the scope of this hearing, chaired by Commission member Annette Y. Kirk, parent, civic leader, and former high school teacher.

The Commission's remaining three scheduled public hearings this year will cover college admission standards (Chicago, June 23), education and work (Denver, September 16), and education for the gifted and talented (Boston, October 15).

Each hearing follows a similar format. In the morning, Commission members hear invited testimony from national experts on the topic under consideration. Following the presentation of testimony, the invited experts discuss issues and respond to questions from Commission members. Following lunch, local and regional experts present testimony about their experiences and perspectives on the topic. The last portion of each hearing day is open to members of the public wishing to express their viewpoints individually or collectively. These presentations are expected to address the day's topic and, thus far, such opinions have been well prepared, succinctly presented, and very helpful to the Commission.

In addition to the personal testimony the Commission receives on the day of each hearing, individuals and organizations across the country are invited to submit two to five pages of written testimony on each hearing topic. All testimony pertaining to a particular hearing will be placed on the official record, if received no later than one month following the hearing date.

Aside from the hearings, two full Commission meetings have been scheduled in the upcoming months. These have been scheduled in addition to four earlier ones, the most recent of which was given over to a discussion of the nature of schooling and transitions between levels. The agenda of each of these remaining meetings has not yet been fully determined. However, a substantial part of the full Commission meetings is devoted to examining specific issues raised in the charter. In addition, several panels and symposiums have been scheduled in various topics, such as student performance expectations.

Importance of Excellence

I wish to stress two points in connection with the work of the Commission and the notion of excellence.

The first is that the Commission is genuinely open to informed and responsible advice from interested groups and individuals. These opinions are invited and will be welcomed, read, and considered. The Commission is wholly uninstructed, except for its charter, and is in no respect whatsoever bound to the opinions and views of Secretary Bell, the White House, Congress or any part of government, or to any other interested public or private party or organization.

The Commission, therefore, actively solicits advice from individuals and groups, particularly from those who observe educational successes and failures on a daily basis. Please send us any information which you believe might help us understand the problems inhibiting excellence in our schools and the solutions that might allow us to improve the quality of schooling. Examples of exemplary programs and successes are, obviously, of equal interest. We also are attempting to seek out examples of schools that are unexpectedly succeeding as well as those that are inexpli-

cably failing. We believe there is much to be learned from these examples, whether they are encouraging or not.

The second point is that, while diversity of background and experience characterizes membership of the Commission, we are unanimous in our concern for, and commitment to, excellence in education. While our views of what constitutes excellence will not always coincide, there is unanimity in our belief that excellence and quality will be the overriding educational issue of this decade. This statement is not intended in any way to slight the egalitarian dimension of American education. This nation has attempted, and rightly so, to pursue both equal educational opportunity and excellence in education. I feel confident that Commission members, along with educational, business, and political leaders, remain committed to pursuit of that ideal.

A Concluding Note

There is a tendency on the part of some to view a recommitment to excellence in education as elitist and as hostile to the need for expanded educational opportunity. My own view, and I cannot speak here for anyone else, is that the egalitarian dimension, as expressed for example in the educational philosophy of John Dewey, is compatible with, and reinforcing of, the quality dimension in education. For Dewey, the aim of education is to allow individuals to live their lives to the fullest, to enable them to expand their horizons, to provide for both individual and societal growth. This philosophy is at base egalitarian and democratic in that everyone, irrespective of race or background, is considered capable of, and is afforded an opportunity for, personal growth and an educational experience worthy of each person's potential.

This view is in no respect inconsistent with excellence if one is willing, as I am, to accept the notion of excellence as John Gardner so many years ago and with such understanding and insight put it:

> A conception (of excellence) which embraces many kinds of excellence at many levels is the only one which fully accords with the richly varied potentialities of mankind. . . . Our society cannot achieve greatness unless individuals at many levels of ability accept the need for high standards of performance and strive to achieve those standards within the limits possible to them. . . . The tone and fiber of our society depend upon a pervasive and almost universal striving for good performance. And we are not going to get that kind of striving . . . unless we can instruct the whole society in a conception of excellence that leaves room for everybody who is willing to strive. . . .*

The time is ripe for schools, colleges, and universities to work more closely and cooperatively than they are inherently wont to do, to answer the public's cry for educational programs that will truly prepare young people to function in our society with success and happiness, and to draw from them what they are capable of giving, students of limited academic promise as well as those possessing such promise in greater measure. We should be clear in our own minds about the kinds of schools and institutions we have—what they can do well and what they should not be asked to do because they would do it either poorly or because in doing it, they dilute schooling's central purpose. By assessing the strengths and weaknesses of American education and identifying ways in which levels of excellence can be raised, the Commission hopes to set forth viable and enduring strategies for rebuilding confidence in the educational system.

The French novelist Marcel Proust once observed, "The real voyage of discovery consists not in seeking new lands but in seeking with new eyes." A fresh perspective and re-examination will, we earnestly hope, recommit our nation to the belief that the improvement of education in our country will expand individual choice, tap unrealized promise and potential, enliven sensibilities and understanding both at home and abroad, inform our civic discourse, enrich our lives, invigorate our economy, improve our security, assure our future as a free people, and restore confidence in and support of our schools, colleges, and universities.

For comments or information, write to: National Commission on Excellence in Education, 1200 19th Street, N.W., Washington, DC 20208. ★

*John W. Gardner, *Excellence* (New York: Harper & Row, 1961), pp. 131–132.

PRACTICES

VIEW FROM THE CORPORATE SECTOR

The technology is already here but the classroom computer has yet to be programed

By Robert P. Henderson

For several years now my company has been unable to recruit enough engineers to meet requirements. We are not alone; the problem is nationwide. Estimates of unfilled entry-level engineering jobs in 1981 exceeded 15,000. The overall shortfall in engineers for the 1980s is expected to approach 300,000.

At the Ph.D. level, the situation is even worse. In 1980, in New England, an area of educational renown and of considerable technology, only 244 technical Ph.D. degrees were granted—a one-third decline from a decade earlier. Approximately one out of three of these Ph.D.s is granted to a foreign national, many of whom return to their native lands.

I became personally involved in this issue and, early on, concluded that one cause for the present and projected shortfall had to do with the quality and quantity of science and math education in our primary and secondary schools. Most high school graduates are simply unprepared to enter our schools of engineering, even if they decide to make this choice after earning their diploma.

So students choose other majors. In a nation with a surplus of lawyers, 35,000 more are added each year. In electronic engineering, a field of acute manpower shortages, only about 16,000 bachelor degrees are granted. In 1960, two years after Sputnik, one out of every ten bachelor degrees granted was in engineering. Today that figure is one out of 20.

National Priorities

More importantly, however, we are not preparing students for life in an increasingly complex world. As citizens they will be asked to make decisions involving the environment, waste disposal, nuclear energy, and national defense with very little, if any, basic knowledge in the sciences. High technology—and its implications—is perceived as a threatening force by many in this country, and this industry, which offers the greatest potential for economic growth, has little public support.

This is not the case in other countries. Japan is the most familiar basis for comparison. Although it is dangerous to compare two very different cultures, we do know that Japan places heavy emphasis on math and science education. In that country, 25 percent of all class time in grades seven through nine is spent on science. Trigonometry is taught in grade nine. Japan's 13-year-olds have the highest math achievement scores amongst the 12 most developed countries, including the United States.

Between 1971 and 1977, Japan's electrical engineering graduates increased 26 percent as ours fell by 18 percent. In 1977 Japan, with less than half the population of the United States, produced 5,000 more graduates in electrical engineering alone. The results the Japanese have achieved with their

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technological human resources are impressive. And not just in automobiles and TV sets. In only four short years, from 1974 to 1978, Japan captured 33 percent of the United States market of one of the most important computer memory parts, known as the 16K RAM. And if current efforts continue, the Japanese are likely to attain 33 percent of the worldwide semiconductor market by 1985—a market in which the United States has been pre-eminent.

The narrowing of the technology gap between the United States and its economic competitors is being aided by our shortage of scientists and engineers. But this very same technology can help reverse the trend by assisting educators toward improving the quality and quantity of math, science, and other subjects. The necessary technology is already here. The real question is whether or not this technology, properly adopted, will find appropriate usage in the classroom.

Tools Are To Be Used

Three decades ago, television was predicted to be a great educational tool. While the teaching community lamented about the staff reductions it might bring, administrators lauded its potential.

We are hearing the same comments today about new technologies in the classroom.

This situation is not unlike the time when computers were first introduced into business. The accountants and office workers worried about their possible replacement by a machine. Today there are more accountants and office workers than ever before. They stepped back from the computer, looked at it as a powerful tool, and found that they could accomplish tasks they had never even dreamed possible.

Whatever potential computers hold for the classroom, teachers will not be replaced by such high-technology devices. Human presence is crucial to individual treatment, interaction with students at the emotional level, fostering of the creative process, and extending of knowledge acquired into real-life situations.

High technology can be used to extend the educational process—to supplement a teacher's role in new and imaginative ways. Unfortunately, this did not happen with television and, except for a very few development centers, is not happening now with the latest rage of education, the computer.

Obstacles to Be Overcome

I see three problems with the use of technology in our primary and secondary schools.

Today, the primary use of the computer is for drill. It asks a student, for example, to select the correct amount from a group of coins or to enter the correct answer to eight times seven. This is far from being a challenge to students or a creative use of computers.

In the longer run, our children, with their increasing exposure to computers, will force new technology into the classroom.

Equally significant, even for this simple level of use, the vast majority of schools failed to integrate computers into their total educational system. I doubt that it is yet generally recognized that computers are an educational aid which can expand a student's horizon and teach problem-solving and applications in imaginative ways for a variety of subjects.

The first problem, then, is the need to integrate technology products and applications into the total system as opposed to the present piecemeal approach. Advanced planning needs to be accomplished for the technologies on the educational horizon. Problems ranging from educational equity to product and courseware standards have to be addressed. As an example of educational inequity, I cite two school districts. Every student in the Lexington (Massachusetts) High School has access to a wide range of computer and data processing courses. Twenty miles away in Boston, few have this access. Only one of the city's five magnet schools offers a course in data processing.

The second area for concern is the teaching community itself and the lack of qualified math and science teachers within that profession. A most natural course for the non-math or non-science teacher to follow is to transfer textbooks with their familiar subject matter into computer output. I suggest this is a waste of time and money.

Many teachers, having little or no background in technology and with little or no exposure to computers, look at these devices with fear in their hearts. Teaching programing or computer literacy, using the computers in problem-solving are beyond their capabilities. Perhaps our teaching colleges have to start the movement with retraining programs, by graduating new students with less method training and higher subject competency, and by requiring courses in technology fundamentals including computer literacy.

Education is a people process. Its contribution to our youth and to our nation will be determined not by the number of electronic gimmicks in the classroom but by the number of qualified and innovative adults involved in teaching who will use technology as an aid.

The third area of concern is the lack of consensus among the various communities concerned with the educational process. The extent of the education to be offered and the role the local schools should play have to be determined. Less time needs to be spent debating the effects of changing demographies and shrinking school populations and more time is needed to search out innovative ways for improving the teaching process. Priorities have to be established for educational objectives and funds have to be allocated at various levels of government.

Forget the "Gee-Whiz" Side

There seems to be no lack of consensus in middle America about priorities. Recent articles in *Time* magazine and the New York *Times* reflect this. Unfortunately, they

highlight the exceptional students and schools and the gee-whiz aspects of computers. They do not emphasize the real world of mass education with haphazard computer usage, inadequate courseware, fiscally-tight school boards, and underpaid teachers (many of whom, understandably, are unwilling or afraid to learn new technologies).

They do indirectly acknowledge reality when they report that PTAs buy computers, that after-hours computer schools are springing up across the land, and that more students have access to computers outside of school than in. In the longer run, our children, with their increasing exposure to computers, will force new technology into the classroom.

These are key issues. Resolving them will take time, even though the technology for the foreseeable future is already here. Historically, it takes from five to ten years to move proven technology into the educational environment. Much of that technology is already being proven in university research centers and industry training programs across the nation. Most if not all of the technology is well known to the readers of this article.

The potential application of technology to education received discussion at the national level before Congress, and at the National Science Foundation, who among others, issued reports on the subject.

Trends To Watch

I would like to mention just four current technological trends which have immense implications.

- *The continuing decline in computation costs.* Recently a home computer for under $100 was announced. We will eventually see hand-held, limited-display computers at costs well below this amount which will make microprocessors as available as today's calculators.
- *Increasing storage capacity.* Video discs, for example, can put the New York Public Library in every school and every classroom.
- *Continuing microminiaturization.* VLSI (Very Large-Scale Integrated circuiting) developments can lead to small, low-cost teaching stations which have the capacity to leave the initiative and control with the learner and to construct variable responses based on input.
- *The revolution in communications.* New systems like digital networks, lower power broadcasting, two-way cable systems provide, for example, opportunities to tie in with regional resource centers for specialized information, lectures or demonstrations, and student testing.

This technology is available. And just behind are low-cost computer-generated speech chips, three-dimensional displays, touch programing by display and artifical intelligence.

Emphasize Math and Science

I am neither a scientist nor an educator. But as the head of a high technology company I can readily see what has happened to our education system. I can see it in the quality of the available workforce, and most critically in the scarcity of engineers. But most of all, I see it in the loss of technology leadership to other countries with different educational standards. At a time when most of our high school graduates cannot qualify to enter engineering college, Japanese liberal arts students, with the science and math backgrounds they receive in high school, can.

I also hear the projections that say 75 percent of all future workers will need to use computers in some aspects of their work. Or projections that claim we shall need over two million new technical specialists, both with and without degrees, by 1990. Where will these people come from?

They can come from school systems that are dedicated to the teaching of math and science in the very early grades and by the application of high technology in that teaching. And they must come from school systems that recognize that education is not easy, that students should work hard for their diplomas, and that science and math courses should be required throughout the primary and secondary grades.

I am concerned and I think this country should be concerned. It is a time to set national priorities, to re-establish the public support that our schools once had and lost. It is a time to rededicate ourselves to the educational process and its products. ★

RESEARCH

THE EFFECTIVE PRINCIPAL

Researchers are compiling detailed data on the principal's role in good schools but no recipe for success

By Judith Warren Little

In the wake of rapidly accumulating evidence about the nature of effective instruction and effective schools[1] has come the inevitable curiosity about how such schools are created. How are demonstrably effective practices initiated, strengthened, and sustained over time? How do faculties come to share a belief that children can learn, even under difficult circumstances, and to adopt perspectives and habits adequate to the continuous improvement of instruction?

A search for answers to these questions leads one a merry chase through literature on organizational change, the implementation of innovations, staff development, and administrative leadership.[2] That chase reveals one theme that school improvement literature has in common with studies of effective schools: Both highlight the role of the building principal in influencing the instructional choices of teachers. In judging the relative success or failure of school ventures, teachers and others are likely to attribute the outcome in large part to the stance assumed by the principal. Much of the current research and numerous training efforts derive from a persistent belief in the ability of the principal to make a difference to students' academic performance and life prospects, group relationships and cross-group equity, teachers' classroom practices and satisfaction, community support, and other valued aims.

On the whole, the strength of this prevailing belief has far outstripped the strength of the evidence invoked to support it. The glimpses of principals at work—and specifically, principals at work to influence the quality and consequences of instruction—have been at the same time painfully rare and powerfully compelling. Strong images (principals as "keys," "gatekeepers," "catalysts" and the like) are only now being matched by the sort of detailed description that will lend guidance to subsequent research and to programs of training and support. Putting the contrast more bluntly, Michael Fullan[3] observes that "twenty years of meaningless generalities" are now being supported—and sometimes challenged—by detailed research. The state of that research does not yet permit a report of consistent, coherent, and systematic findings on the principal's role in school effectiveness; it does, however, permit us to note insights that have emerged from recent work and to credit work in progress.

Recent Gains in Research

In some research recently reported, and in other work only now underway, gains of three sorts have been registered. First, there have been substantial advances in understanding the school as a workplace,

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unraveling the multiple role relationships in which principals participate, and the diverse, sometimes competing, demands and expectations to which they must attend. For example, principals who make an effort to improve teacher or school effectiveness may have to juggle simultaneously teachers' demands for autonomy, central office commitment to specific programs, and parental pressure for rapid and visible gains in basic skills. By offering a closer look at the complex work life of principals, recent studies have painted a more realistic picture of the opportunities they encounter and the constraints they face as they grapple with issues of effectiveness.

Second, these studies have been designed to bring conceptual clarity and empirical depth, richness, and specificity to questions that have rested for many years at a broad level of abstraction. Like the research on classroom instruction, research on the role of the principal has increasingly been attentive to daily interactions (the dynamic processes of leadership), and has been supported by methods sufficient to capture those interactions through careful description of practice. In one recently completed study,[4] members of a research team kept detailed logs of the daily activities of 16 principals as they "shadowed" those principals interacting with teachers, students, other building administrators, representatives of the district, parents, and others. Typically, these daily logs chronicled from 50 to 200 separate events.

And finally, some of this research has been explicitly designed to establish the link between principals' views or actions and school effectiveness. Educators looking for guidance from recent research and work now in progress will have to distinguish those works aimed at producing a full description of the principal's role as it is practiced under a range of circumstances from those studies aimed at exploring the influence of the principal only on school effectiveness or school improvement.[5]

Insights, Clues, and Curiosities

While they do not yet parallel in rigor, breadth, or consistency the effective instruction research or some of the effective schools research, studies of the principalship have generated an array of insights, clues, and curiosities worth pursuing and have prompted vigorous debate about the nature and possibilities of that role.

Status and initiative. By virtue of position, the building principal has certain rights of initiative that make it possible to stimulate, sustain, or alter expectations for performance in ways that others in the building cannot. A recurrent observation in studies of effective schools and in studies of effective innovation or change is that principals associated with effective schools or projects actively exploit the resources of their position; they seize the initiative. Blumberg and Greenfield[6] acknowledge wide variation in the daily interactions observed among their eight effective principals, but claim that those principals have in common a propensity to act with proactive intent and with a vision of educational excellence, strongly held and vigorously pursued. Wellisch, et al.,[7] report that achievement gains in math and reading were accomplished in schools where principals aggressively "promoted a point of view." Little[8] reports parallel observations, noting that gains in achievement scores and student self-discipline, together with teachers' perceptions of school and principal effectiveness, were most pronounced where the principal took initiative to promote and participate in specific programs of instructional improvement. Others, however, anticipate that effective leadership might be exercised without such direct and aggressive intervention, particularly by skillful "buffering" of teachers' (autonomous) classroom practices.[9] Principals, they argue, can help sustain overall school effectiveness by limiting unnecessary intrusions into the classroom, by providing adequate materials, by insuring support for special projects, and by helping to preserve order and discipline. In this vein, Van Cleve Morris[10] and his associates describe how principals use their opportunities for "discretionary decisionmaking" to maintain stability and order and to limit intrusions, disruptions, and uncertainties. Toward those ends, they make themselves visible and present in corridors, classrooms, washrooms, stairwells, and throughout the building; they use their knowledge of teacher and community views to decide how aggressively to push district initiatives; they spread good news of school accomplishments in order to capture additional money, staff, and services; they seek ways to limit the paperwork burden on teachers; and they learn and practice maneuvers that give them shortcuts through cumbersome bureaucratic procedures.

Knowledge and skill in instruction. Here, the main issue is whether it is possible to judge, reward, strengthen, assist, or sustain teacher effectiveness without knowing in detail what it is and how it is achieved. Principals' general endorsements of innovations and general encouragements to improve practice may prove less influential in altering teachers' practices than specific demonstrations of knowledge about instruction and their specific assistance or advice on matters of classroom practice. In one study,[11] implementation of a set of lesson planning and classroom instruction practices (a variation on "mastery learning") was found to be more rigorous and widespread among faculty where the principal read and discussed the underlying research, participated in the training, and matched classroom observation criteria and schedules to the program standards and schedules. Where principals were less visibly knowledgeable about the specific practices and their rationale and less active in using that knowledge to support their use in the classroom, implementation was uneven and generally shortlived.

Workplace norms: expectations for effectiveness and improvement. With the recurrent discovery that the role of the principal is central and consequential comes the equally recurrent and important discovery of the power of the school as a workplace—a social

organization. Without denying differences in individuals' skills, commitment, initiative, and persistence, the prevailing pattern of expectations in a building appears to affect the likelihood that effective practices will be used, that they will be used on a large enough scale to be reflected in achievement and other outcomes, and that teachers and others will work continuously to judge and improve their own performance.

Included among the features that distinguish effective schools from their less effective counterparts are these: Teachers and principals in effective schools are more likely to share high expectations for student performance, more likely to believe their teaching will lead to student learning, and more likely to award time to shared work on the preparation and improvement of instruction.[12] Similarly, in a study of the role of staff development in school success, a combination of two workplace norms—a norm of collegial or shared work combined with a norm of continuous improvement—distinguished successful from unsuccessful schools.[13] In the successful schools, teachers and administrators were more likely to talk together regularly and frequently about the business of instruction (as distinct from trading war stories about students, families, or the district), more likely to work together to develop lessons, assignments, and materials, and more likely to teach one another about new ideas or practices; this habit of shared work on teaching (a norm of collegiality) stands in contrast to the carefully preserved autonomy that prevailed in the less successful schools.

The Open Style

In addition, teachers and administrators in the more successful schools were more likely to view teaching practices (or school practices generally) as open for scrutiny, discussion, analysis, and refinement. In adopting this view, teachers and principals abandoned the view that good teaching is "just a matter of style," and cultivated a habit of continuous evaluation and refinement. They used portions of faculty meetings and lunch hours to talk about (and argue over) research findings and proposed program ideas; observed and were observed regularly; they committed themselves in groups or teams of teachers and principal to a serious classroom test of ideas and methods that appeared promising. Further, building principals were credited with exerting powerful influence on these habits through four distinct classes of behavior:

- First, they contributed to effectiveness-supporting norms by announcing clear expectations for all staff to be knowledgeable about effective instruction and to be participants, independently and with colleagues, in efforts to improve the quality of instruction.
- Second, they contributed to those norms by themselves "modeling" participation in instructional improvement; they organized meeting agendas to reflect a commitment to effectiveness; they read and reported on some of the recent research; they joined teachers in studying, talking about, and planning for instructional improvements; they invited evaluation of their own performance.
- Third, they sanctioned teachers' efforts, concentrating on a variety of rewards for teachers who consistently practiced quality instruction and who routinely subjected their teaching to scrutiny and refinement. Principals rewarded teachers by insuring that broad encouragement was matched by time, materials, and assistance. They juggled schedules to permit teachers to work together. They arranged access to and credit for outside assistance. They sometimes covered classes so that teachers could observe one another, plan together, or participate in training. Further, they offered frequent, informal "pats on the back," celebrated teachers' accomplishments to others ("fame," in the words of one teacher) and learned enough about what teachers were attempting in the classroom to serve as fair, knowledgeable evaluators.
- Finally, principals protected teachers who participated in improvement from a variety of strains and pressures, internal and external. They made it safe for teachers to work toward more effective teaching by stating their belief that "change does not happen overnight," and by organizing a schedule of training and observation that matched that view; teachers were protected by the opportunity to make progressive, sometimes slow, gains in understanding, skill, and confidence. Similarly, principals defended innovating teachers against other, competing, demands on their time and energy by involving them in only one major project at a time. They attempted to reduce resistance, strain, and polarization among teachers or parents by clearly explaining what teachers were attempting, and why, and by giving periodic reports of progress.

The four classes of behavior summarized above constitute only one of several organizing frameworks that have evolved as researchers have struggled to "see" the behavior of principals, to record it, and to make sense of it. Other researchers have proposed a variety of alternative frameworks, often by classifying entire patterns of behavior into one of several styles of administrative management or leadership. Recently, that effort has been specifically directed at the relationship between particular leadership patterns and school effectiveness or school improvement outcomes. In one example, a research project based at the University of Texas has drawn upon a wealth of descriptive data—primarily from elementary schools—to propose three patterns, or styles, of behavior by which principals facilitate change. Hall, Rutherford, and Griffin[14] describe "initiators" as principals who intend specific changes, arrange opportunities to initiate them, and take an active role in leading them. The "manager" and "responder" profiles they describe place less emphasis on principal-sponsored vision and initiative and greater emphasis on actions that build or permit initiative among faculty. In analysis now underway, the central issue is whether these three patterns of influence are associ-

ated with differences in the successful and persistent use of particular classroom innovations. It seems reasonable to speculate, in light of other related work, that principals' acts of initiating, managing, and responding (and one might add discouraging or resisting) constitute variable modes of influence rather than fixed styles of leadership, and that the effective use of those behaviors requires judgment.

In any event, the available classifications and heuristic devices are numerous, spawned by an increasingly rich body of descriptive data. The challenge in formulating these classifications and heuristics has been to establish recognizable and patterned differences in behavior among principals; the further challenge, relevant here, will be to establish the recognizable and patterned relationships between those behaviors and school effectiveness outcomes.

What We Can Expect to Learn

Findings generated over the past five years form a promising point of departure for future research and practice. The limitations and weaknesses of the research are several and have been cataloged elsewhere.[15] By acknowledging and seeking to remedy those limitations, and by building on past contributions, work now in progress can be expected to advance knowledge and practice in several ways.

First, current research will continue to add specificity and richness to the available descriptions of day-to-day performance by principals. Summarizing their review of curriculum innovation, Michael Fullan and Alan Pomfret in 1977 acknowledged that most conclusions about the role of the principal were problematic, relying heavily on "global measures of leadership" and leaving persons uncertain of "the specific nature of [the principal's] role during implementation."[16] Four years later, Fullan was able to review several studies that delivered an impressive degree of specificity.[17] Relying to a much greater extent on direct observation, in-depth interviews, and principals' self-reports, current research has begun to replace broadly sketched impressions of leadership "style" with more closely defined dimensions of situation, practice, and meaning.

In the University of Texas study described above, observations and principals' self-reports in nine schools have yielded descriptive data on more than 2,000 separate interactions involving the building principals.[18] Each interaction has been coded to capture its location, the number and the role of any participants, the medium of communication, and the apparent function (e.g., monitoring and evaluating, consulting, establishing supportive organizational arrangements). Codes have been supplemented by narrative descriptions.

In another recently completed study, Van Cleve Morris and his colleagues at the University of Chicago have drawn upon an extensive pool of descriptive data to reveal the nature and extent of principals' opportunities (and obligations) for discretionary decisionmaking.[19] Extensive daily logs provide the basis for charting where principals spend their time (e.g., 9 percent in classrooms) and with whom they interact (e.g., 18 percent with teachers, and more than 60 percent with persons other than teachers and students). Those same logs are the source for numerous examples marshaled to support a range of interpretive judgments about the purposes served by discretionary decisionmaking; these purposes include among others "upgrading staff quality while preventing staff conflict" and "fostering parent and community involvement while maintaining control over outside influences."

Other studies only now underway promise comparable gains. Researchers at the Far West Laboratory, under the leadership of Steven Bossert, are using a combination of interviews and direct observation ("shadowing") to generate detailed descriptions of the instructional management behavior of principals in elementary and secondary schools.[20] Dan Lortie describes his current work as an "anatomy" of the principalship under a range of school and district conditions; his study promises much needed depth and specificity, though it will not establish (and is not intended to establish) the relationship between specific classes of principal behavior and school effectiveness outcomes.[21]

Second, knowledge and practice will be strengthened by systematic efforts to expand study to secondary schools and to employ conceptual and methodological designs capable of distinguishing the similarities and differences in principals' role repertoires in elementary and secondary schools. Measures of perceived principal effectiveness employed in the Rand study,[22] for example, centered on the degree to which principals served as a direct source of ideas and advice to teachers. Such measures may have given the advantage to elementary school principals, who can reasonably be expected to be knowledgeable about both the substance of the curriculum and the most effective approaches to instruction; they may have limited researchers' ability to learn how secondary school principals exert influence on quality instruction, with a curriculum that is more complex and diverse and in a situation where direct responsibility for upgrading curriculum and supervising classroom performance may lie with others.

Third, research and training programs will both gain from the closer examination of underlying theoretical perspectives or rationales evident in recent work. In the effort to generate credible and rich descriptions of what principals do, such theoretical formulations have often been bypassed or judged to be premature.

Focusing on the Critical

By positing a set of theoretical relationships, researchers increasingly provide an explicit rationale for concentrating on selected aspects of the principal's role in relation to school effectiveness. In so doing, they add order and coherence to the collection and analysis of large bodies of descriptive data, and establish a way to trace the connection between

present research and previous work. The place of "instructional management behavior" as a central variable in their total scheme, for example, has led Bossert and his colleagues to extend their observations ("shadowing") and interviews beyond the principal to include assistant principals and others, like department heads, with formal responsibility for instructional management. Similarly, Lortie will organize his forthcoming report to reveal the way his study continues a tradition in the sociology of work, and the way in which his findings contribute to the study of workplace role relationships.

This theoretical specificity provides a needed balance for a rapidly expanding empirical specificity and richness, lending coherence to an entire line of research on administrative leadership, and increasing the chances that apparently contradictory findings might be reconciled (or the sources of their contradiction understood). Earlier in this discussion, for example, there are two potentially competing views of the nature and extent of the principal's influence on school effectiveness. By one view, effectiveness is more readily assured when a principal is substantively knowledgeable about curriculum and effective instruction, puts forth particular points of view and sponsors particular program initiatives, and participates directly in the work of school improvement. By a second view, effectiveness can be built and sustained by a principal who manages skillfully the technical and physical resources of teaching, preserves teachers' autonomy, and offers wide latitude for teacher initiative. Each of these views has some support in the literature, and each remains to be more fully tested. The ways in which those views complement or compete with one another are more likely to become evident, and their relative power to explain effectiveness outcomes are more likely to be revealed, where the underlying concepts and relationships are clearly, specifically, and systematically stated. As a practical matter, explicitly stated role concepts backed by concrete description may permit practicing principals to analyze situations, project alternative courses of action, establish the relevance and utility of advice, and judge relative progress.

Standards for Studies

Finally, the probable practical consequences of this line of research call for serious attention to the methods used to study effective principals or principals of effective schools. In one of two papers prefacing the Far West study of principals' instructional management behavior, Bryan Rowan and others argue for three methodological standards that, taken together, can lend rigor and coherence to research on the principalship and can offer a set of guidelines to local educators who must judge the worth and utility of that research. As proposed by Rowan, Dwyer and Bossert,[23] these standards are:

- *Standard 1:* Descriptions of principals' leadership behavior should refer to concrete, school-based activities principals actually engage in.
- *Standard 2:* Measures of school effectiveness should be valid and reliable and reflect the diversity of goals under which schools operate.
- *Standard 3:* Research connecting leadership with effectiveness should be both longitudinal (to disentangle issues of causal ordering) and comparative (to uncover potential interactions between context and leadership).[24]

In sum, the accumulation of findings on effective schools has raised the stakes for the principalship; what has been a set of broad claims, largely unsupported by research and largely untranslated into action, is now becoming a set of demands for competent and vigorous leadership, backed by research and organized into programs of training and support. The research of the past five years has yielded some confirmations of prior beliefs, together with some surprises. Work now in progress promises further advances in knowledge and in practice. ★

NOTES

[1] For summaries of some of this work, see: Michael Cohen, "Effective Schools: What the Research Says," *Today's Education* 70, no. 2, pp. 46–49, 1980; Ronald Edmonds, "Some Schools Work and More Can," *Social Policy* (March/April 1979); and Thomas Good, *Classroom Research: What We Know and What We Need to Know* (Austin: University of Texas, Research and Development Center for Teacher Education, 1982).

[2] For recent reviews done from the standpoint of the principal's role, see: Steven T. Bossert, David C. Dwyer, Brian Rowan and Ginny V. Lee, "Towards a School-Level Conceptualization of Instructional Management: The Principal's Role," *Educational Administration Quarterly,* Summer 1982 (forthcoming); Michael Fullan, "School District and School Personnel in Knowledge Utilization," in *Improving Schools: Using What We Know,* edited by Rolf Lehming and Michael Kane (Beverly Hills: SAGE Publications, 1981), pp. 212–252; A. Lorri Manasse, "Effective Principals: Effective at What?", *Principal* (March 1982), pp. 10–15; and Ursula C. Pinero, "Wanted: Strong Instructional Leaders," *Principal* (March 1982), pp. 16–19.

[3] Fullan, op.cit., p. 228.

[4] Van Cleve Morris, Robert L. Crowson, Emanuel Hurwitz, Jr., and Cynthia Porter-Gehrie, *The Urban Principal: Discretionary Decision-Making in a Large Educational Organization* (Chicago: University of Chicago, 1981).

[5] Examples of the former include Van Cleve Morris, et al., op cit.; and a report forthcoming by Dan Lortie which he describes as an "anatomy" of the principalship. Examples of the latter include work now in progress at the Far West Laboratory (see Bossert et al., op. cit.) and at the University of Texas (see notes 14 and 18).

[6] A. Blumberg and W. Greenfield, *The Effective Principal* (Boston: Allyn and Bacon, 1980).

[7] W. Wellisch, A. MacQueen, R. Carriere, and G. Duck, "School Management and Organization in Successful Schools," *Sociology of Education,* Vol. 51, pp. 211–226, 1978.

[8] Judith Warren Little, *School Success and Staff Development,* Final Report, NIE contract no. 400-79-0049 (Boulder, Colorado: Center for Action Research, Inc., 1981).

[9] See, for example, Bossert et al., op. cit.

[10] Morris et al., op. cit.

[11] Little, op. cit. See also Fullan, op. cit., for parallel examples.
[12] See note 1.
[13] Little, op. cit.
[14] Gene Hall, William Rutherford and Teresa Griffin, *Three Change Facilitator Styles: Some Indicators and a Proposed Framework* (Austin: University of Texas, Research and Development Center for Teacher Education, 1982).
[15] Brian Rowan, David C. Dwyer and Steven T. Bossert, *Methodological Considerations in Studies of Effective Principals,* paper presented at the annual meeting of the American Educational Research Association, New York, March 1982.
[16] Michael Fullan and Alan Pomfret, "Research on Curriculum and Instruction Implementation," *Review of Educational Research* Vol. 47, no. 1, p. 384, 1978.
[17] Fullan, op. cit.
[18] Shirley M. Hord and Marcia L. Goldstein, *What Do Principals Do to Facilitate Change: Their Interventions* (Austin: University of Texas, Research and Development Center for Teacher Education, 1982).
[19] Morris et al., op. cit.
[20] Bossert et al., op. cit.
[21] Personal communication.
[22] Paul Berman and Milbrey Wallin McLaughlin, *Federal Programs Supporting Educational Change,* Vol. 7: *Implementing and Sustaining Innovations* (Santa Monica: Rand Corporation, 1978).
[23] Rowan, Dwyer and Bossert, op. cit., p. 2.
[24] See also Edmonds, who argues for the use of disaggregated data in the selection of effective schools in order to preserve, among criteria for effectiveness, a standard of equity of outcome. (Ronald Edmonds, *What Do We Know about Teaching and Learning in Urban Schools?*, Vol. 6: *A Discussion of the Literature and Issues Related to Effective Schooling,* St. Louis: CEMREL, Inc., 1978.)

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STATISTIC OF THE MONTH

Illiteracy in the United States

The illiteracy rate in the United States was nearly cut in half during the 1970s, according to a sample survey conducted by the Bureau of the Census. The survey data indicate that, in November 1979, only 0.6 of 1 percent of the population 14 years of age and over were unable to read and write. A similar survey conducted in November 1969

matic strides have been made toward the eradication of illiteracy among all Americans. The illiteracy rates in 1979 were 0.4 percent for whites and 1.6 percent for blacks.

Illiteracy in the latest Census survey was defined as including "persons who have not attended the sixth or higher grades (either in the United States or abroad) and

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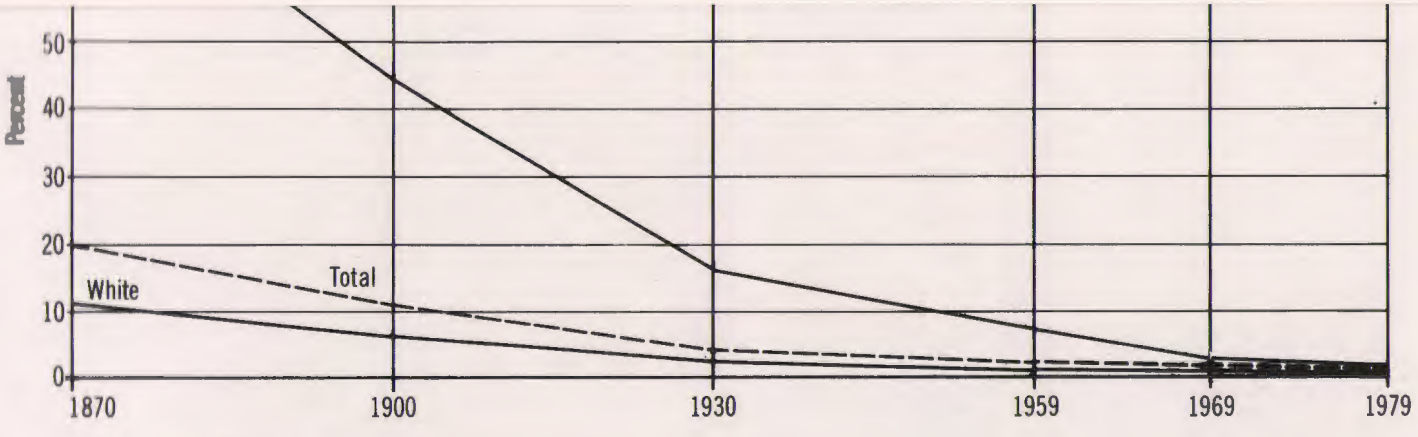

[1] Data for 1969 and 1979 are for blacks only.

NOTE: Data for 1870 to 1930 are for the population 10 years old and over; data for 1959 to 1979 are for the population 14 years old and over.

SOURCE: U.S. Department of Commerce, Bureau of the Census, *Current Population Reports,* Series P-20, No. 217, and Series P-23, No. 116.

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The Bureau of the Census has collected statistics on illiteracy since 1840, but the figures for 1840, 1850, and 1860 are not regarded as comparable with those for subsequent years. Reasonable comparability has been maintained since the Census of 1870. The data show that in 1870 illiterates constituted 20 percent of the population. In other words, the proportion of illiterates in the population was more than 30 times as large in 1870 as it is today. Each generation tends to spend more years in school than the generation that preceded it, and illiteracy declines as the older people in the population are replaced by younger ones.

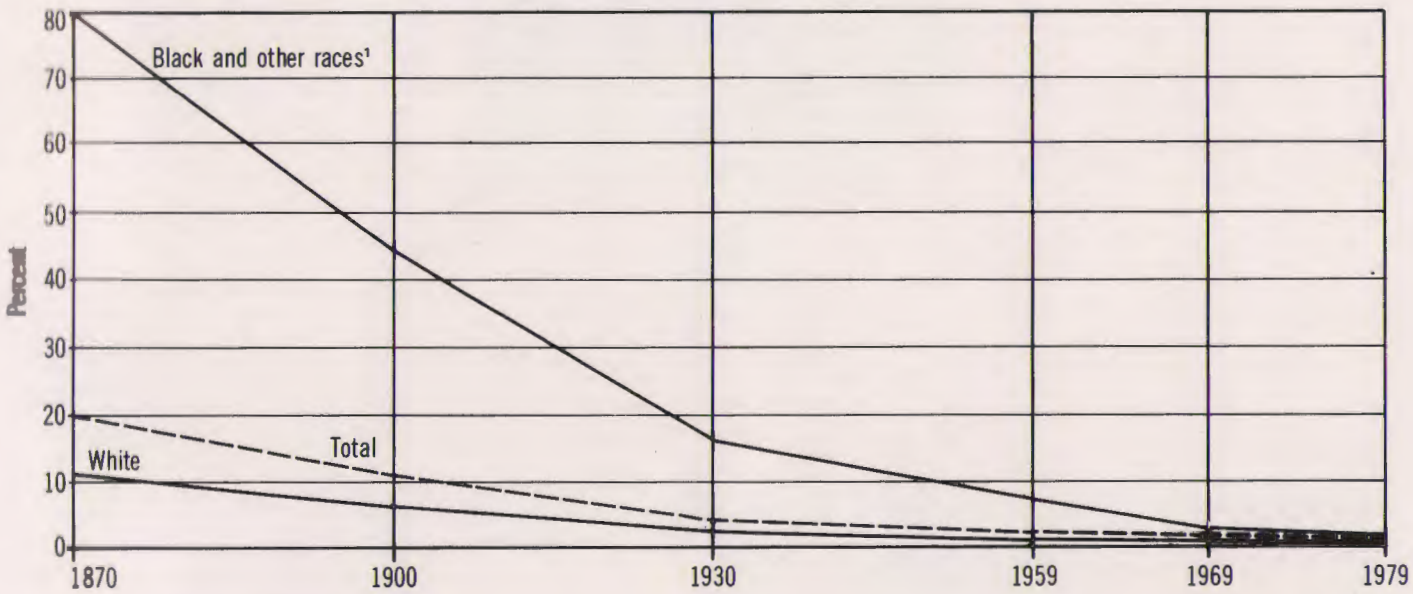
As the accompanying chart indicates, the Census surveys have consistently found that the inability to read and write is more prevalent among blacks than among the white population. In 1870, for example, 11.5 percent of the whites were illiterate as compared with 79.9 percent of the blacks and other races. In 1900 the comparable percentages were 6.2 and 44.5, respectively. In more recent years, however, dramatic strides have been made toward the eradication of illiteracy among all Americans. The illiteracy rates in 1979 were 0.4 percent for whites and 1.6 percent for blacks.

Illiteracy in the latest Census survey was defined as including "persons who have not attended the sixth or higher grades (either in the United States or abroad) and who are reported as unable to read and write in English or the language they reported currently speaking at home." Other studies of "functional illiteracy" and "adult competency" have sometimes employed more inclusive definitions that have resulted in substantially larger percentages of the population being classified as functionally illiterate or incompetent. A study conducted for the Office of Education at the University of Texas in 1975, for example, found that nearly 20 percent of American adults were lacking in "functional competency."

For additional information on illiteracy, the reader may wish to consult the Bureau of the Census publication, *Ancestry and Language in the United States: November 1979* (*Current Population Reports*, Series P-23, No. 116). The report may be purchased for $2.50 from the Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402.

—W. Vance Grant
Specialist in Education Statistics

Percent of illiteracy in the population, by race: United States, 1870 to 1979



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UNITED STATES DEPARTMENT OF EDUCATION JULY 1982

IS THERE LIFE BELOW THE MEDIAN?

In Lake Woebegone, Minnesota, "all the children, every single one of them, are above average," Garrison Keillor assures us every Saturday night, bringing a knowing chuckle from the psychometrists in the radio audience.

But no one is laughing at the most recent statistical estimate of the children's teachers. In a careful statement to the National Commission on Excellence in Atlanta May 12, Robert G. Scanlon, Pennsylvania's Secretary of Education, gave currency to the troubling notion that maybe what's wrong with schools is teachers who are below average.

The evidence cited by Scanlon was college entrance examination scores: essentially that students entering teacher education programs score lower, on the average, than students going into other kinds of college studies. In fact, he stated, if colleges of education admitted only students scoring above the median, 70 to 75 percent of the nation's prospective teachers would have to look to other careers.

Despite the fact that Scanlon went on to propose a remedy (limiting teachers' college admission) which would have the effect of raising teachers' pay, members of the maligned profession are certain to challenge the statistical insult. His statistics will be challenged and his motives will be questioned. He may feel obliged to recapitulate the whole, dreary defense of test scores. His professional life could become a succession of rebuttals. We do not envy the role Scanlon has thrust upon himself, but we assume he did so knowingly, motivated by a powerful concern for the future of education.

But we will add one question to the debate. "Is it not possible that the less ambitious (the lower scorers) among entering college students are the only ones who would tolerate the curriculum of most teachers' colleges? What aspiring scholar would sit through (and pay for) a semester hour of operation of audiovisual equipment? The inquiring mind is not intrigued by a four-year indoctrination into an orthodoxy established by state laws.

The truly maligned in this odious comparison are those teachers who have chosen the profession for reasons of their own (often quite decent reasons), and are even now laboring to enlighten and civilize our children regardless of the esteem it gains them and despite the demands and restrictions under which they must work. These are patient people, and patience may be the single most valuable quality in a teacher. Patience is not measured by tests, but it is certainly developed in the deadly drill of education colleges and continually tested by parents, administrators, and legislators who would blame teachers for the conditions they themselves so tightly control.

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U.S. DEPARTMENT OF EDUCATION JULY 1982 VOLUME 18 NUMBER 6

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AMERICAN EDUCATION

American Education, prepared and published by the Department of Education, is dedicated to informing the public of trends in education, the basis and purpose of federal policies affecting education, and the continuing exploration of the meaning of excellence in education and how to achieve it.

Periodical Literature, Education Index, Current Index to Journals in Education, Index to U.S. Government Periodicals, and *Language Behavior Abstracts.* ISSN 0002-8304.

By Philip C. Franchine

DEPARTMENTS

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American Education (USPS 349-590) reflects the federal interest in education at all levels. It is published ten times a year (including January-February and August-September issues) by the U.S. Department of Education.

The Secretary of Education has determined that the publication of this periodicial is necessary in the transaction of the public business of this Department as required by law. Use of funds for printing approved by the Director of the Office of Management and Budget through September 1982.

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U.S. DEPARTMENT OF EDUCATION JULY 1982 VOLUME 18 NUMBER 6

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DEPARTMENTS

items...

CHICAGO SCHOOL "ADOPTED" BY HOTEL MAGNATE
A. N. Pritzker, 86, founder of the Hyatt Hotel chain, was one of the first to sign up last fall when Chicago School Superintendent Ruth Love asked businessmen to provide extra help to schools by "adopting" one. Pritzker chose the school from which he graduated in 1910, Wicker Park Elementary, and set up a foundation to provide the school with at least $36,000 a year for the next ten years. This year's money goes for 20 after-school programs.

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EPA TO REQUIRE ASBESTOS CHECKS IN SCHOOLS
Public and private schools must identify potentially hazardous asbestos in school buildings, under final rules which became effective June 28, 1982. School districts must comply with the provisions by May 27, 1983. The rules appeared on May 27, 1982, in the Federal Register. For more information contact the U.S. Environmental Protection Agency, Industry Assistance Office (T.S. 799), 401 M St. SW, Washington, DC 20460, or call toll-free 800/424-9065, or 202/554-1404. For technical assistance with asbestos problems, schools and laboratories may call toll-free 800/334-8571, ext. 6741, Gene Brantley.

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AUDIOVISUALS ON REDUCING ASBESTOS RISKS
An award-winning film/video release ("Doin' It Right") and a new slide-tape series ("Asbestos Abatement in Schools") produced by the Occupational Safety and Health Administration, illustrate ways to prevent and reduce the risk of asbestos contamination. For a free brochure on these audiovisuals, write to National AudioVisual Center, Information Services NK, Washington, DC 20409.

NEW JOINT DEGREE IN LAW AND EDUCATION
Under a new program at the University of Illinois, educators can earn both a law degree and an advanced degree in education in 3-1/2 to 6 years. Although several universities now have such joint degree programs, the one at Illinois emphasizes multidisciplinary studies and student internships at education agencies and law firms. For information, contact University of Illinois at Urbana-Champaign, 807 S. Wright St., Chicago, IL 61820, tel. 312/333-1085.

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U.S. STUDENTS WIN INTERNATIONAL AWARDS
American high schoolers took first and third places at the 33rd International Science and Engineering Fair held last May in Houston. Karl A. Saxman, a tenth grader from Los Alamos (NM) High School, took first place for his project, "The Earth's Future Climate: Computer Modeling of Climate Trends." Third place was taken by Joyanne V.M. Cobb, a ninth grader at Pryor Junior High, Walton Beach in Florida, for her project, "Acid Rain and Its Effects on Our Environment." The annual competition is partially sponsored by the Commerce Department's National Oceanic and Atmospheric Administration.

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OFF-AIR RE-RECORD RIGHTS FOR SCHOOLS
Any school wishing to record PBS-authorized programs may do so after contacting the local public TV station and informing them of that intention. For information about seven-day school re-record rights and for a list of programs available from PBS VIDEO, call toll-free, 800/424-7963.

SCRABBLE PROGRAM IMPROVES BASIC SKILLS

Children who are introduced to the game of Scrabble in elementary or junior high school find their vocabulary, spelling, and score-keeping skills vastly improved, as the Baltimore City Public Schools discovered when they recently held their first schoolwide Scrabble tournament. (In Brooklyn, NY, schoolchildren play the game in Spanish.) To find out how to get a school Scrabble program started, contact James Houle, Scrabble Players, Inc., Selchow & Righter, 4320 Veterans Memorial Highway, Holbrook, NY 11741, tel. 516/588-7781.

ENROLLMENTS DECLINE IN MOST SCHOOL DISTRICTS

A comparison of data for 1971 and 1981 released by the Educational Research Service shows that enrollments have declined in 44 of the 50 largest school systems and increased in six. The districts with the greatest decline were: Cleveland, Indianapolis, St. Louis, Boston, and Denver. The school systems showing increases were: Clark County (NV), Palm Beach (FL), Polk County (FL), Jefferson County (CO), Broward County (FL), and Hillborough County (FL).

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Recent News Releases from
National Center for Education Statistics

May — Discipline, Order, and Student Behavior in American High Schools. From data collected in "High School and Beyond," a national longitudinal survey, NCES provides a view of student misconduct as perceived by administrators and by students. For a three-page bulletin summarizing the report, write to NCES Statistical Information Office, 1001 Presidential Bldg., Washington, DC 20202. The full report is available for $7.50 from Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402. Make check payable to Superintendent of Documents and refer to S/N 065-000-00126-8.

June — Data tape and codebook are now ready for release by NCES from its Twin and Sibling File, created as part of the "High School and Beyond" study. The file contains complete data for twins, triplets, and non-twin siblings. For a copy of the announcement, which includes prices and ordering information for data files, write to NCES Statistical Information Office, 1001 Presidential Bldg., Washington, DC 20202, tel. 301/436-7900.

June — A Comparison of Selected Characteristics of Private and Public Schools. Responses to a national survey during the 1980-81 school year indicate how private school enrollments vary among the states. For a copy of the ten-page bulletin summarizing the data, write to NCES Statistical Information Office, 1001 Presidential Bldg., Washington, DC 20202. For more information about the report, contact Joanell T. Porter, 301/436-6729.

June — Participation in Adult Education. More than 21 million persons 17 years old and over, or almost 13 percent of the adult population, participated in adult education activities in the U.S. in 1981. This is one of the findings from the survey of adult education conducted by the Bureau of the Census in May 1981 as part of its Current Population Survey. For a 12-page summary of the report, contact NCES Statistical Information Office, 1001 Presidential Bldg., Washington, DC 20202, tel. 301/436-7900.

FORUM

THE CHALLENGE OF BASIC EDUCATION

Installing a basic education curriculum is a lengthy and demanding process which doesn't start by hopping on a bandwagon

By Dennis Gray

Rare indeed is the school district today that does not profess that its pupils are receiving a good basic education. "Basic" is in. Basic is one of those evocative words that, when applied to schools, conjures up nostalgic images of better, bygone times. But a closer look at what schools actually do may belie the claim.

The sudden fondness for basic education recalls a theatrical analogy. What comes to mind is the vaudeville comedy routine involving a doltish customer and a sleazy salesman. "You want a green suit?" asks the salesman, as he turns on a green light. "You got it."

Similarities can be found in the assertions of many school superintendents and principals who boast that their schools never really drifted away from basic education, or that they may have gone astray but are now getting down to basics. The trouble is that the word basic has been appropriated by everyone who wants to borrow its fashionable and unchallengeable connotations of permanence and irreducibility. As a result, the word has been stretched to justify the teaching of any topic advocated by a noisy lobby and to describe any part of schooling that defenders wish to protect from retrenchment. Thus, according to these elastic semantics, both sex education and vocational education are part of basic education, if you think them so. Just turn on the green light.

It's comparatively harmless when the language is corrupted by opportunists. It happens all the time in advertising, so Americans expect it. The danger is that children's preparation for life can be adulterated by diluting and attenuating the essentials that ought to be at the core of schooling.

What Is Basic Education?

Basic education is predicated on five principles:

- Schools should concentrate on the intellectual development of children;
- In so doing, certain academic subjects are more important than others;
- *All* children can and should learn these subjects;
- Pupil progress should depend on pupil performance;
- Teachers should be thoroughly grounded in the subjects they teach.

Each of these principles must be amplified in order to be properly understood; every one occasions disagreement in theory as well as divergence in practice. The history of public schools in the last 20 years bears witness to dissent from all five principles. Taking them in order, one finds evidence that most schools do not subscribe to the principles of basic education:

- Schools often devote as much attention to the social, emotional, physical, and occupational development of pupils as they give to the intellectual.
- In so doing, schools make nonacademic subjects appear to be equal in importance to the academic ones. "Academic" may become an epithet in extreme cases, and physical education may become the peer of

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mathematics. Few schools make certain that all high school graduates are thoroughly grounded in English (including reading, writing, literature, and public speaking), history and government, mathematics, science, geography, foreign languages, and the arts.

- In most schools, low achievement in academic subjects is associated with minority status and low income. Put another way, there are certain children for whom a rigorous academic program is evidently thought to be inappropriate and too demanding.
- Fears about the alleged mental trauma of failure, concerns about pupils' keeping pace with their age group, and a national desire to provide a high school diploma for all have combined to diminish academic standards and to make schooling an unrestricted pipeline from kindergarten to commencement. Even college-bound students often fall victim to shamefully undemanding expectations.
- The shortcomings of teacher education, the bureaucratic rules of teacher certification, the exigencies of the labor market, and the rising educational needs of society mean that many teachers are unequal to the demands placed on them, through no fault of their own.

In other words, the advocates of basic education have been battling for a losing cause during the last 20 years. The restoration of basic education will take more than convenient green lights and cosmetic rhetoric. Unfortunately, soothing talk is the first resort of officialdom, whether it's a corporation, a federal agency, or a public school district which senses that it's in trouble. Reform comes later—much later—because change is difficult.

How to Get Basic Education

Schools that decide to provide basic education as well as to pay it lip service should begin by thinking smaller, which will necessitate a different habit of mind from that cultivated in the 20 years of boom times during the 1960s and 1970s. In the decades of prosperity and expansion, the usual response to a fresh idea was, "Yes, let's add that." Hard times call for subtracting as a prerequisite to adding. Of course education's leaders are learning to set priorities more rigorously and to cut back as needed, but the lessons aren't easy and the political pain is intense.

Thinking smaller also entails concentrating on what schools should be best equipped to do in preparing young people for the three callings all must answer: lifelong learning, earning a livelihood, and being a responsible citizen. Clearly, schools lack capacity to provide all the learning needed by youngsters to live a useful and satisfying life. Clearly, they should develop the capacity to provide every high school graduate with the tools of learning—the basic academic skills, knowledge, and work habits that empower young people to learn any lesson that later life may present or command.

The basic academic subjects of schooling are generative; that is, they strengthen a student's ability to think critically, independently, and honestly. By history, by public consensus, and by the preparation of teachers, schools comprise the institution best suited to develop the intellectual powers of youth. No other institution shares more than a small fraction of the schools' traditional mission. Many other institutions, by contrast, do share society's general responsibility for the rearing of the young: families, churches, social clubs, civic groups, youth organizations, and more. As the influence of these institutions diminished in recent years, many of their responsibilities were transferred to schools, at the cost of eroding basic education. Basic education—preparation for life's long haul—competes only feebly with needs that are seen as immediate and urgent.

A school is a ship of limited size and stability. Laden with basic education and properly handled, the ship will safely hold to its course. Overloaded and mishandled, it will likely swamp or capsize.

An unflinching determination to stick to essentials is the first condition of basic education. This is a matter of defining the purposes and content of schooling. By sticking with a smaller agenda, schools are able to accomplish more for individual students. Next comes the task of operating schools in conformity with the chosen definition.

Research on school effectiveness helps to understand how basic education can be translated from purpose into reality. The research applies to both elementary and secondary levels. Simplified for the sake of brevity here, it shows that certain characteristics of schools (i.e., behaviors, attitudes, and practices) are strongly correlated with better performance by students.

The research on elementary schools done in the United States concentrates on reading and mathematics achievement as measured by standardized tests. London secondary schools were the subject of similar research in England, where the outcomes studied were social as well as academic.

The main message is this: Some schools are more effective than others. That is, given their mission (whatever it may be), they accomplish it better than do less effective schools with otherwise similar circumstances. Their superior results are highly correlated with a handful of characteristics that strike most people as straightforward and commonsensible: strong instructional leadership by the principal; reliance on regular evaluation as the basis for pupil progress and for instructional improvement; high expectations for learning; a businesslike, orderly atmosphere; consistent and evenhanded discipline. The list goes on but needn't be completed here.

Rooting out counterproductive ways of running schools and replacing them with the characteristics of effective schools will never be easy. Take, for example, the need for strong instructional leadership by the principal. By what criteria are principals now chosen? Proven master teachers? Good at observing and coaching other teachers? In possession of a clearly articulated philosophy of education? Able to draw the best from colleagues? Talent for building a

unified team of teachers and other staff members? These are the qualifications that should be sought, but personnel practices may rest on entirely different assumptions.

The unvarnished, discouraging fact is that the schools' way of doing business is deeply ingrained, perhaps intractable. Only a powerful act of political will can overcome such inertia.

Schools that would become places where all pupils obtain a sound basic education must first set basic education as their primary mission and then judge all that they do by the answers to two questions:

1. Does this activity strengthen or weaken basic education?

2. Does this activity reinforce or weaken the characteristics associated with school effectiveness?

Principals who have reestablished basic education in a single school say that a safe estimate of the time needed is three years. Superintendents should expect to take ten years to transform a school district. Turning on a green light may deceive a few foolish customers, but when they see they've been duped, they'll be angry and they'll take their business elsewhere.

Public confidence in public schools has been shaken by the green-light crowd in education. Basic education can restore confidence, but only educators can restore basic education. ★

THE PETARD OF PRAGMATISM

A veteran of the education wars looks back on the John Dewey era in education and finds its assumptions fail the final test of pragmatism

By Max Rafferty

I bring you the warmth and the bitterness, the passion and the partisanship of the disappointed lover. Not the disillusioned lover, mind you, but the disappointed lover. There's a difference.

For 42 years, I have been in love with education. Like all lovers, I have fought with it, forgiven it, and may yet live to be forgiven by it. And typical of my kind, I've spent an inordinate amount of time criticizing the object of my affection. The criticism betrays no lack of ardor on my part. Far from it. It springs instead from a zeal to see education someday achieve the heights to which it should aspire but too often doesn't.

Twenty-five years ago, when I was writing for the *Phi Delta Kappan* the essays which became the book, "Suffer, Little Children," the great question of the day was, "Does education have a future?"

Today, in what seems almost a different century and at least partly as a result of our failure to answer the first question, the query has escalated, horrifyingly and beyond all recognition, to "Does America have a future?"

In 1958, the intrusion of Sputnik into American sky space had rung the death knell of John Dewey's pragmatic approach to education, even though few educators realized it at that time. Some of us refuse to acknowledge it even today—for all the world like the Bourbons of old, of whom it was rightly said, "They learned nothing, and they forgot nothing."

Let me key my argument around two pithy if not particularly well-known quotations.

The great 19th century political economist John Stuart Mill is regarded by many historians and psychometrists today as one of the brainiest people who ever lived. Night after night, Mill was tormented by a certain dream, in the course of which he was given the single answer to the Question of the Ages. Trouble was, when Mill woke up the next morning, he had forgotten what it was.

Finally, he set up a table and writing pad beside his four-poster

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one night and repeated grimly upon retiring: "I will wake up! I will wake up!" Sure enough, the dream visited him again. Drugged with sleep, he forced himself to seize the waiting pencil and write four magic words upon the waiting tablet, then fell back asleep.

When he awoke in the morning, gripped by the knowledge that once again he had been supplied during his sleep with the solution to all human problems, he read what he had written. The words were simply: "Think in different terms." Chew upon this, if you will, while I lay the next quotation on you.

Time—the sixth decade of the 17th century.

Place—The House of Commons, London.

England's Lord Protector, Oliver Cromwell, is sounding off at the expense of his parliamentary opponents. After excoriating their guilt in daring to oppose one of his measures, Cromwell paused pregnantly: "Finally, gentlemen, bethink ye—in the bowels of Christ—that ye might be *mistaken*!"

It is in the spirit of these two epigraphs, then, that I shall presume to exhort you. For it is my contention that America's educational establishment has been wrong about almost everything it has publicly espoused during the past generation. All the storm signals are currently flying and all the red alerts are flashing—the College Board and all the other national achievement test results, the proliferation of "bonehead English" and "bonehead reading" courses in our great universities, the constant rise in the percentage of functional nonreaders in our population, the decline and fall of voter support for school bond issues and tax increases. The time has come to think in different terms—more, to think that—after all these years since the heyday of John Dewey—we might possibly be mistaken.

Pragmatism has been the basis of modern American educational philosophy, and pragmatism—whatever else it may or may not be—is a glorification of what works. Well, whatever we've been doing, it hasn't worked, and every index we know anything about says it hasn't. And isn't. It is possible we've been shouting the wrong slogans and assuming the wrong assumptions like these:

Assumption #1: That we can remedy the weaknesses in our schools merely by spending more money on them.

During the past two decades, we've doubled the amount of money spent on public education. Federal funds—previously unknown except in certain specialized vocational areas—have flooded in upon us in unprecedented largesse. Yet we would be hard put to demonstrate the contention that the schools of 1982 are turning out more learned graduates, more highly motivated graduates, more self-disciplined graduates than did the schools of 1962.

Don't get me wrong. As a public school superintendent for more than 20 years, I spent a great part of my professional career trying to coax hard-wrung tax money from reluctant constituents. Schools, of course, cannot exist without adequate funding. Yet the truth must be faced: I know of no research which proves or even suggests that the spending of great sums of money on education necessarily will improve the caliber and quality of that education. If our goals are stupid and sterile, watering them with more billions of dollars will simply produce results which are still stupid and sterile but which will then be expensively so.

Assumption #2: That smaller class sizes help to produce increased pupil learning.

This is self-evident—a platitude—an unarguable axiom like the one in plane geometry which holds that a straight line is always the shortest distance between two points. For decades, we school people have been fighting doggedly for smaller classes in order to help youngsters learn by giving them more individual attention. The only trouble is that it isn't true.

The classic study in the field of class sizes was the worldwide UNESCO project in the late sixties and early seventies. It was conducted in this country by Dr. William Pratt of Stanford University, and encompassed many thousands of American schoolchildren randomly assigned to "big" classes and to "small" classes and then tested over a four-year period to measure relative achievement.

To everyone's horror, it was found that pupils in classes numbering more than 30 learned considerably more of everything which lent itself to objective testing than did those in classes of 30 or fewer. When the researchers interviewed the teachers, the reason for the nasty surprise popped up: In the smaller classes, the kids could experience "sharing," "construction units," "cul-de-sac learning" and the "sprawl-on-the-floor syndrome." They had a ball. Unfortunately, they learned much less of measurable skills and subject matter than did their counterparts in the big classes, where the teachers had to enforce discipline, mandate reasonable quiet, and concentrate on learning rather than fun.

Does this mean our profession should stop working for smaller class sizes? Of course not. It means that, instead of selling smaller classes to our public by saying they result in better learning for the children, we tell them the truth: Namely, smaller classes help keep a teacher from going off her rocker. This is indisputably important enough for us to keep working toward.

Assumption #3: That experience + more degrees and credentials = better teaching.

Almost all our district salary schedules are based upon the preposterous proposition that the teachers who should be paid the most for their services are those who (a) have been around the longest, and (b) have managed to collect the most college credits, hours, degrees, and credentials.

No other profession rewards its practitioners in this fatuous fashion. A good physician will make more money over a lifetime than a quack. A good lawyer will be paid

more in the long run than a shyster. But the worst teacher may well be paid more than the best—if he has managed to hang on long enough and if he has the right terminal degree.

This is nonsense, yet any attempt to institute merit pay will bring all the various teacher associations and unions swarming to the attack like so many maddened barracuda. Why? Because their membership is made up mostly of average or poor instructors. The best teachers are a very small minority—as by the laws of mathematics they would have to be. And since the average and the poor resent the institution of any plan to raise salaries from which they will not benefit, the quality teacher—the inspirational, devoted, gung-ho, compelling teacher—goes unrewarded.

Assumption #4: That ethnic balance in school equals better education for minority children.
It doesn't, you know—for minority children, majority children, or any children. It was James Coleman, you'll recall, who made the study and published the findings which led the courts 20 years ago to mandate busing. Minority kids had to go to school with majority kids in order to get a good education, he told us solemnly, and we bought it.

Now Brother Coleman has done a complete flipflop. After almost a decade of rioting, bus-burning, violence in the classrooms, and cops stationed in the corridors, the ineffable Dr. Coleman announces that he was wrong after all: Forced busing doesn't work.

The whole concept of forced busing was a slap across the face of our minority groups. It's a dastardly racial insult even to suggest that a black or a Chicano pupil has to sit next to Anglo pupils in order to learn properly. What they needed ten years ago and what they still need is not crosstown transportation; it's better schools, better administrators, better teachers right where they happen to live.

When our descendants read about this in their 21st century history books—when they discover we actually thought we could improve minority pupil learning by creating an artifical ratio in a given school as a result of busing a certain percentage of children across huge cities over roaring freeways, through swarming industrial areas miles away from their homes into a strange and often unfriendly environment—those same descendants of ours are going to think we were absolutely out of our minds.

And they'll be right.

Assumption #5: That teachers should have the right to strike against a school board which refuses to make changes necessary for a good educational program.
We say we're striking for the sake of the children. But whose children are they? Not ours. They belong to the parents and the taxpayers. And these same parents and taxpayers can tell their elected school boards to make changes any time they want to. If they don't, it's a sign that the majority of our fellow citizens don't agree with us. And if we really believe in the democratic system, then we must also believe that any attempt on the part of an organized minority to threaten, to intimidate and to coerce the vast majority is nothing but fascism. Intellectual fascism in our case, perhaps, but fascism nonetheless.

There is more, however. Almost every state has laws against strikes by public employees. Consider the example your striking has set, fellow teacher, to your wide-eyed captive audience. You are telling a child—or worse yet, showing him by example—that a law is a lot of eyewash and that something or somebody is more important than the law. That same child cannot be greatly blamed if later on in life he decides to break into banks in order to redistribute the national wealth more equitably, or even to knock off a few people whom he may decide the world would be better off without.

What are you going to say from now on, my striking colleagues, when one of your pupils deliberately violates one of your own classroom regulations, gives you the old stony stare, and says: "I know I broke the rules, but I was just following your example. You showed me how last September, and you didn't just break the rule; you broke a state law?"

Fellow teachers, you of all Americans know what to do if a law exists which you don't like. You work to get it changed. But until you're successful in getting it changed, you know what you don't do, too. You don't break it.

Assumption #6: That enjoyable education is the only good education.
Horsefeathers. No generation until our own ever dreamed of equating education with enjoyment. For thousands of years, children went to school the same way they went to the dentist—they didn't expect to like it, but they knew the consequences of not going would be far worse than the consequences of staying away, so they went. And they were not—to put it mildly—less well educated than those of today.

It's nice, of course, to have a teacher who's a cross between Bob Hope and Tony Orlando. It's even nicer if the homework is nonexistent and the lectures are brief and the class discussion is jazzy and lunch break is a long one. But once again—there's nothing in the way of research to show that, because a child has enjoyed a class, he has necessarily learned anything very much there.

This doesn't mean that school should be any duller than necessary. It just means that a great deal of later life is going to be dull, and that simply because it's dull the student will not be able to cop out of it. School, after all, is supposed to be the preparation for life.

Assumption #7: That the school curriculum should be based upon the felt needs and the immediate interests of the pupils.
The theory here is that instruction should always be of "immediate" value. It should not under any circumstances be regarded as merely a preparation for adulthood. The child is regarded as a completely integrated organism whose needs must be met in the present as they

flow from his pattern of interests.

This is poppycock.

A child's interests vary from day to day and often have slight resemblance to what his interests will be when he has grown to manhood. By definition, he is immature physically, morally, and mentally. What are we to say, then, to a system of instruction which bases itself upon fleeting states of child mind rather than upon a lasting system of values?

A child is worth all the care and attention we can give him. He is a human being with an immortal soul. But he is not the finished product. He is raw material—a potential adult. It is up to educators to prepare him for roughly 50 years of maturity and to see that he enters adult life equipped with the intellectual tools he will need not only to succeed in the competitive and technical world of tomorrow but also to achieve fulfillment as a complete, well-rounded individual.

Assumption #8: That the main purpose of education is to enable individuals to adjust comfortably to their environment and peer group and to demonstrate relevance to society.

We live today in perpetual crisis. Around us on every hand is the specter of war, racial hatreds, strikes against the public interest, crime run wild, pornography as big business, insane mass murders, and crooked public officials.

In the face of these crises, America's educational establishment has contented itself with a philosophy which openly brags that its main objective is to adjust children joyously and easily and comfortably to what is going on around them.

Education doesn't exist to adjust anybody to anything. It doesn't exist to make children happy or accepted or popular with their peers. It exists to make children learned—to supply them with the intellectual tools and weapons they will need later on to adjust their environment to themselves—not the other way round. To "adjust" to what we read in the newspapers, see on the six o'clock TV news, and hear on every side these days would be to come to terms with madness. We need to change things—not to be satisfied with them.

So there we have them—the eight phony assumptions of the educational establishment. Oh, there are others I could have included: the assumption that gimmicks such as team teaching, modular scheduling, open campuses, nongraded classes, and unstructured learning are going to be the wave of the future and solve America's school problems the way Clark Kent used to solve the crime problem; the assumption—so big in the sick sixties—that there is something inherently virtuous about being young, and that therefore our educational institutions should be turned over to the inmates; the assumption that education is somehow a national magic wand capable of ending unemployment, wiping out alcoholism and drug addiction, and eliminating poverty, disease, and warfare from the face of the earth. But our space is finite, while the phony assumptions are—unfortunately—infinite.

The irony which has attended the unlovely and indecently prolonged death throes of "life adjustment" education is truly Jovian. Those who had donned the armor of pragmatism died by the sword of pragmatism. The sole test which pragmatism applies to any theory, any practice, any philosophy is the coldly practical question: "Does it work?"

If life adjustment education had worked, we would have raised a law-abiding generation devoted to peaceful and harmonious pursuits. Instead, we have raised the most lawless generation in history.

If life adjustment education had worked, we would have by this time largely eliminated racism in the land. Instead, white racism still flourishes, and black racism—almost unknown until our own time—thrives and spreads across the nation like a dark, malignant weed.

If life adjustment education had worked, there would today be peace in our cities, reason in our politics, and cooperation among our several groups and factions. Instead, our cities writhe and burn every time the weather turns hot; our politics is increasingly punctuated with rifle shots fired from ambush; in this year 1982 there is more virulent hatred being preached in every corner of America than at any time since that other year of grim foreboding 1860, when the nation stared helplessly ahead into the bloody face of approaching civil war.

Thus, by its own pragmatic standards, educational pragmatism has been the failure of the century. The only answer which can conceivably be given to the question, "Does life adjustment education work?" is "No, it certainly doesn't."

Education as social reform

As a supplement to the failure of the Gospel According to St. John Dewey, another thing which hasn't worked is the Apocyrpha According to Saints William Kilpatrick, George Counts, and Harold Rugg. This attempted to change the definition of the American school from an institution dedicated to learning to an institution dedicated to political, economic, and social reform. No longer did the school exist primarily to make the pupil learned, a task sufficiently difficult in itself. Now the school must exist to make the pupil an integrationist, an internationalist, and a liberal, though not necessarily in that order. The public has so far refused to hold still for this one.

There's a grand scene in the recent cinema version of H.G. Wells' classic, "The Time Machine." In it, the bemused time traveller watches a clothing display in a shop window across the street while time speeds up and he is whirled into the future. First the seasons, then whole years and decades flit by, and as they do, the strange and somehow terrifying transformations wrought by time are mirrored in the kaleidoscopic costume changes which successively drape the mannequin in the shop window.

In a sense, we all share in grim reality today that which was only

fantasy to Wells in the calm and closing years of the 1800s. For after eons of leisurely and unchanging sand-droppings and clock-tickings, time is obviously accelerating. We are all time travelers now, watching our children's century rushing upon us before we have been given grace and scope to die out decently and leave the world to those who tread so eagerly upon our heels.

This is the secret of the newly discovered and widely trumpeted "generation gap" which to date we educators have failed signally to bridge. Until our own time, things changed slowly enough so that a man, unless he enjoyed the incredible longevity of a Bernard Shaw or a Winston Churchill, did not usually outlive the manners and morals of his own generation. But now we are caught in a time speedup, and we find ourselves increasingly alienated by the radically different customs of our descendants before we ourselves have had even half a chance to shuffle offstage into the wings of eternity.

Always before, there had been something called a "decent interval of change" to cushion the shock of clashing mores. The staid burgher of the Middle Ages, for example, would have been horrified right down to his pointed shoes at the art of the Renaissance—the heroic nudes of Michelangelo and the lush ladies of Raphael. But these shockers came along only after a century or two of transition artists like Giotto and Cimabue, who provided an acceptable bridge between the pious draperies of medieval art and the complete lack of any draperies at all which characterized much of the Renaissance. So our friend the burgher never knew what was coming, and what he didn't know didn't hurt him.

Today the great public which throughout history has supported and subsidized art because it was able to relate to what the artist was saying is out of touch completely. In past ages, art was the only universal communication medium. Now it has virtually ceased to communicate at all. Art today is only what the artist says it is, and thus it has become part idiosyncrasy, part irrelevance.

A threat to sanity

I'm more than a little worried about the Wells Syndrome. If time continues to collapse upon itself increasingly, we may all wind up in a world in which there are no recognizable points of reference for anyone over 20. Since the classic definition of insanity is an inability of the individual to relate coherently to his environment, the implications of such a speed-up of the Time Machine are too horrendous even to contemplate.

This syndrome may well explain many of the miseries of our own profession. I refuse to brood about it, however. After all, if our Victorian great-grandparents could see us now, they would say with grim certainty and some justification that we were all stark, staring crazy anyhow.

It may be later than we think. Quite possibly the point of no return has already been passed unnoticed.

Finally, in any discussion of the misconceptions of modern education, the most serious has to be the one which sells the children a spurious product. I've been seeing the evidence of just such a confidence game increasingly of late. Let me tell you about it.

Every time I get half a chance, I show up on a high school or college campus and try to field questions tossed at me from all angles by the sharpest generation in American history. After an afternoon spent with the kids, such reputedly hot historical gridirons as old King James' Star Chamber and the Spanish Inquisition would seem cool and even clammy by comparison. A better reason is that I get an insight into the world of tomorrow by talking with those who are going to inhabit it.

It will be a smarter world, I think, but unless we teachers encourage it to use its brains to tune in on the accumulated wisdom of the past, it may well be a jaded, even a sick world.

I happened to mention "absolutes" to a high school forum the other day. One bright-eyed senior girl challenged me immediately.

"Don't generalize," she commanded. "What exactly is an absolute? Give me an example of one right here in school."

"Glad to oblige," I replied. "An absolute in the school sense is something universally true and of supreme importance to everyone within its framework of reference. Here in high school, English is a curricular absolute. Without knowledge of the mother tongue, the astronomer can't describe his novas nor the political scientist his ideal state. The physicist is limited to formulas and the biologist to color movies of fruit flies unless somewhere along the line they are taught the stern beauty and the inner logic of the English language. In France, of course, it would be the French language."

The young lady reflected.

"Okay," she conceded. "But how about an international absolute? A rule of conduct or morality which is equally true in all countries and in all times? I don't think there is one. No rule is equally true for all people."

"Oh yes there is!" I rejoined. "Try a negative absolute this time. In no age and in no society has it ever been morally correct deliberately to betray one's friend."

She was visibly disappointed. She had been all primed by somebody for me to mention something like murder, upon which she would have promptly brought up East Indian thuggee, or homosexuality, upon which she would have triumphantly countered with a hair-raising description of Periclean Athens.

"Surely there must have been at least one place," she murmured, frowning prettily.

"Name one," I challenged.

Truth is the goal of learning

So I won an argument with a high school girl. Not as easy as it sounds these days, incidentally. But that isn't the point. What shook me was the fact that somewhere in school the kid had been sold the tired relativist philosophy which was old in Plato's day, and which he exploded

for what should have been all time to come.

"There's no such thing as truth. All things are relative. All standards are variable. All values fluctuate from day to day."

Good Lord! This kind of cowardly, nihilistic excuse for not thinking has been kicking around the planet ever since man became man. You don't suppose today's youngsters, who pride themselves so on rejecting the old ways, are going to commit the supreme irony of falling for the oldest, moldiest thought system of all, do you?

Relativists are intellectually lazy. It's hard work to think in terms of absolutes, so the relativists drop out. They're the hippies of philosophy.

I guess what bugs me, as the kids say, is that somebody is spreading this worn-out bunk in the schools. We teachers can do better than this. In fact, we'd better, unless we intend to raise a generation indistinguishable from Pavlov's dogs.

Education exists to give youth the tools it needs to pursue the truth. And this implies rather strongly that there is a truth to be pursued. An absolute, if you will.

We educators had better believe it. Because once we kill off truth the way some of our nuttier theological friends have tried to kill off God, we might as well take up some other calling.

We will have scuttled our reasons for existing.

Here, then, have been some of the misconceptions which dog our professional footseps.

You will have noted by this time that every one of them relates directly to one of the current sicknesses which afflicts the national body politic.

I said in the beginning that the old question, "Does education have a future?" has given way of late to the newer, more frightening query, "Does America have a future?" Given the knowledge that education has always been the indispensable mentor and handmaiden of the Great Republic, the second question was inevitable.

I'd like to record my present answer to both questions as "Yes." When my profession clears its head and starts thinking hard once more instead of reacting impulsively to outside stimuli, it is capable of breaking through the iron paradoxes of the misconceptions. Until it thinks more and emotionalizes less, it will continue to be held prisoner behind their rigid bars. The same thing is true of our country in this, the final portion of the 20th century.

The precious and unique function of the educator is to spur men on to think. And this we cannot do until we think in different terms, and see the causes of our present discontent clearly and without protective coloration. When we have done this as a profession, we will have earned our salt. Quite incidentally, we may also in the process have provided our country with that future which seems so darkened and so dim today, but which education alone can so grace and illuminate. ★

POLICY

SCHOOL PRAYER AMENDMENT: THE PRESIDENT'S STATEMENT

"Nothing in this Constitution shall be construed to prohibit individual or group prayer in public schools or other public institutions. No person shall be required by the United States or by any State to participate in prayer" (Proposed Constitutional Amendment)

Following is the text of President Reagan's announcement of his intention to propose a school prayer amendment. The President delivered the statement May 6 to a gathering of religious and civic leaders and members of Congress in the White House Rose Garden.

It's an inspiration for me to see all of you—Protestants, members of the Jewish faith, and others who are gathered here at our national home to pay homage to the God in whom we trust.

Many of you are leaders in your faith; others are active in your community, your professions, or are among our elected representatives. But all of us are here with a common purpose: to observe on National Day of Prayer, a tradition that was begun by the Continental Congress—that the first Thursday of May would be such a day.

Prayer has sustained our people in crisis, strengthened us in times of challenge, and guided us through our daily lives since the first settlers came to this continent. Our forebears came not for gold but mainly in search of God and the freedom to worship in their own way.

We've been a free people living under the law, with faith in our Maker and in our future. I've said before that the most sublime picture in American history is of George Washington on his knees in the snow at Valley Forge. That image personifies a people who know that it's not enough to depend on our own courage and goodness; we must also seek help from God, our Father and Preserver.

Abraham Lincoln said once that he would be the most foolish man on this footstool we call Earth if he thought for one minute he could fulfill the duties that faced him if he did not have the help of One who was wiser than all others.

The French philosopher Alexis de Toqueville, visiting America 150 years ago, marveled at Americans because they understood that a free people must also be a religious people. "Despotism," he wrote, "may be able to do without faith, but freedom cannot."

Today, prayer is still a powerful force in America, and our faith in God is a mighty source of strength. Our Pledge of Allegiance states that we are "one na-

tion under God," and our currency bears the motto, "In God We Trust."

The morality and values such faith implies are deeply embedded in our national character. Our country embraces those principles by design, and we abandon them at our peril. Yet in recent years, well-meaning Americans in the name of freedom have taken freedom away. For the sake of religious tolerance, they've forbidden religious practice in our public classrooms. The law of this land has effectively removed prayer from our classrooms.

How can we hope to retain our freedom through the generations if we fail to teach our young that our liberty springs from an abiding faith in our Creator?

Thomas Jefferson once said, "Almighty God created the mind free." But current interpretation of our Constitution holds that the minds of our children cannot be free to pray to God in public schools. No one will ever convince me that a moment of voluntary prayer will harm a child or threaten a school or state. But I think it can strengthen our faith in a Creator who alone has the power to bless America.

One of my favorite passages in the Bible is the promise God gives us in Second Chronicles: "If my people, which are called by my name, shall humble themselves, and pray, and seek my face, and turn from their wicked ways; then will I hear from heaven, and will forgive their sin, and will heal their land."

That promise is the hope of America and of all our people.

Because of my faith in that promise, I'm particularly pleased to be able to tell you today that this Administration will soon submit to the United States Congress a proposal to amend our Constitution to allow our children to pray in school. No one must ever be forced or coerced or pressured to take part in any religious exercise, but neither should the government forbid religious practice. The amendment we'll propose will restore the right to pray.

I thank you all for coming here today and for the good work that you do for our people, our country, and our God, every day of the year. But I also hope that I can count on your help in the days and months ahead as we work for passage of this amendment.

Changing the Constitution is a mammoth task. It should never be easy. But in this case, I believe we can restore a freedom that our Constitution was always meant to protect. I have never believed that the oft-quoted amendment was supposed to protect us from religion. It was to protect religion from government tyranny.

Together, let us take up the challenge to reawaken America's religious and moral heart, recognizing that a deep and abiding faith in God is the rock upon which this great Nation was founded.

Thank you all again, as I say, for being here. And God bless you all. ★

JOINING THE DISCUSSION: TUITION TAX CREDITS

Some key differences between the President's tuition tax credit plan proposed in the Educational Opportunity and Equity Act of 1982 and the earlier Packwood-Moynihan bill

By Anne Graham

Speaking before the National Catholic Education Association on April 15, President Reagan kept his campaign pledge to support a tuition tax credit plan by announcing the proposed Educational Opportunity and Equity Act of 1982, a bill designed to provide relief to middle- and lower-income families who now bear the double burden of tuition fees for private schools and taxes to support public education.

In the May edition of *American Education* the President's speech was printed in full, offering readers an outline of what the Administration hopes to accomplish with the tuition tax credit proposal.

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This edition of the magazine continues the discussion with two articles echoing a previous tuition tax credit debate but richly relevant to today's proposal. In the articles, two prominent economists, Walter E. Williams and Thomas Sowell, examine the issues revolving around the proposed Packwood-Moynihan legislation of 1978, arguing that the benefits of tuition tax credits may be especially pronounced for those on the lower rungs of the economic ladder, especially minorities and the urban poor. Their commentary, originally published in *Policy Review* in spring 1978, remains in large part germane to a re-examination of the revolutionary proposal for tuition tax credits.

Beyond Packwood-Moynihan

There are important differences between the bills debated in 1978 and the proposed Educational Opportunity and Equity Act of 1982.

Unlike the Packwood-Moynihan bill, the Administration's proposal does not include tax credits for college and university costs nor does it allow a refund from the Treasury for those claiming tuition tax credits in excess of their tax liability. While we would like to include credits for postsecondary education, current budget constraints do not permit this.

These differences substantially alter the projected reduction in federal revenues resulting from tuition tax credits. One estimate of the impact of the Packwood-Moynihan bill projected a reduction of as much as $4.7 billion. This Administration's proposal would reduce federal revenues by only about $100 million in 1983, when the measure is first phased in. By 1987 the reduction in Federal revenues would rise to approximately $1.5 billion annually.

No Subsidy for Private Schools

Bear in mind that reducing federal revenues in the case of tuition tax credits simply means that we propose to allow parents to spend some of what they now earn—and would otherwise owe the Internal Revenue Service—on the education of their children if that is what they deem in their best interests.

No private school, religious or otherwise, can qualify for these tax credits. Only individuals can qualify, and then only when they have met the provisions of the proposal regarding income and schools which practice nondiscrimination.

Key elements of the Administration's proposal include a limited coverage provision which restricts credits to parents of children in private, nonprofit elementary and secondary schools for up to 50 percent of tuition costs phased in over a three-year period beginning in 1983. Initially there will be a limit of $100 on the credit for each child, rising to $300 in 1984, with a limit of $500 per child for 1985 and beyond.

Helping Working Families

One of the many myths surrounding the tuition tax credit proposal is that it would benefit the wealthy. To ensure that benefits go to middle- and lower-income Americans, the Administration's proposal will have an income ceiling of $50,000, with a proportional reduction of the tax credit up to a maximum annual income of $75,000, beyond which no tax credit is allowed.

The majority of parents with children in private schools earn $25,000 a year or less. They currently bear not only the cost of their children's private education but taxes to support their public schools as well. These are the families our proposal is designed to aid. Thanks to the inflationary policies of the past, a family making $25,000 a year is hardly prosperous, much less wealthy. You won't find many of them shopping for Gucci shoes this weekend or skiing at Aspen this winter.

Prohibition Against Discrimination

Tuition tax credits will not encourage a proliferation of substandard segregationist academies. The President's proposal includes an outright prohibition against tuition tax credits for parents who choose to send their children to schools which discriminate on the basis of race, color, or national origin.

Most private schools do not discriminate and, in fact, their record regarding integration is steadily improving. Since the 1970–1971 school year, black and Hispanic enrollment in Catholic schools has grown from under 10 percent to over 16 percent of the total enrollment. One study in the mid-1970s found that, in 64 parishes in Manhattan, fully 78 percent of the students were nonwhite and most were non-Catholic.

Tuition tax credits may prove to be of greatest benefit to inner-city families facing an environment of drugs, crime, and ineffective public schools, but powerless until now to exercise their right to choose private rather than public education for their children.

Strengthening the Schools

Empowering parents to choose what type of education their children receive reaffirms the primacy of parental rights and responsibility on which the President has promised to base this Administration's education policy.

Tuition tax credits are important because they give parents the means for exercising the choices necessary to fulfill their rights and obligations. We know that not all children learn under one system of instruction, nor can all children's spiritual and educational requirements be met by one form of schooling.

The diversity of our nation's education system reflects the pluralism which gives us strength as a country. Just as we have learned in agriculture that the practice of monoculture—devoting large tracts of land to the cultivation of a single, albeit excellent, strain of crop—runs an increased risk of attack from predators and disease, so a homogeneous education system risks yielding a bumper crop of failures.

No good school, public or private, should fear the

effects of tuition tax credits. Schools which offer quality education will thrive, and the competition between schools will do much to enhance academic excellence.

In the National Interest

We face increasing challenges in the future requiring that our youth receive the best education possible in preparation for tomorrow. Most readers probably remember the oil embargo of 1973 and the long gas lines of 1979 which resulted from excessive dependence on foreign oil. Most of us also recognize the wisdom of energy-investment tax credits rewarding those who install energy-efficient forms of heating and insulation. They are in the long-term national interest and, of course, in the private interest of those who would otherwise pay higher utility bills.

Tuition tax credits are also in the national interest insofar as they enhance academic excellence and strengthen the diverse strands of our society. If we believe that lowering our dependence on foreign oil is important, it might be just as prudent to ponder the equally dismal prospect of relying on foreign brainpower for the innovations and improvements of the future.

Tuition tax credits will reward educational excellence now and free the children of middle- and lower-income families from schools which have not faced the challenge of educating their students.

Public schools have nothing to fear from tuition tax credits as long as they are doing the job of educating. But poor schools everywhere, whether public or private, should reassess their commitment to the basic task of educators—instructing the young and equipping them for the future. ★

TUITION TAX CREDITS: OTHER BENEFITS

Tuition tax credits can help parents seek the better schools and give those of low income a greater role in finding the best educational alternative for their children

By Walter E. Williams

"Tuition Tax Credit Proposals," by Professor E. G. West, which appeared in *Policy Review* (winter 1978) is an insightful discussion of several important educational problems that could be solved in part by the passage of the Tuition Tax Credit bill sponsored by Senators Packwood and Moynihan. In this note I would like to comment briefly on some other educational issues, not raised by Professor West, upon which the Packwood-Moynihan bill could have a favorable effect.

Diversity in Education

People exhibit different preferences for a host of goods and services produced in the United States, preferences influenced by factors such as culture, religion, education, and income. In order to resolve or minimize conflict there must be cooperation without conformity; that is, to the extent possible, there must be a variety of goods and services so that people can choose freely in the manner dictated by their preferences. A large, robust private sector increases the likelihood that there will be cooperation without con-

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formity, through the natural evolution of producers of goods and services who specialize in catering to different tastes. In other words, my purchase of an automobile with a rotary engine does not require that I coerce my neighbors to purchase such an automobile.

A state monopoly in the production of a good or service enhances the potential for conflict, through requiring uniformity; that is, its production requires a *collective* decision on many attributes of the product, and once produced, everybody has to consume the identical product whether he agrees with all the attributes or not. State monopolies in the production of education enhance the potential for conflict by requiring conformity on issues of importance to many people. For example, prayers in school, ethnic history, saluting the flag, and educational tracking are highly controversial issues which have received considerable court attention and have resulted in street fighting and heightened racial tensions. With a larger nonpublic education sector and hence more diversity in education, parents who, for example, wanted prayer reading could realize this preference by simply enrolling their child in such a school. They would not be required either to lobby for laws requiring all schools to present prayers or to pay a tariff to opt out of the public school system.[1]

Racial Desegregation

One criticism of the Tuitition Tax Credit bill is that it will promote racial homogeneity in our school systems. In fact, for the most part, schools across the country are already racially homogeneous and, according to the U.S. Civil Rights Commission, they are becoming more so. Contrary to the statements made by its critics, the Tuition Tax Credit may *reverse* this trend not only in education but in other areas of life as well. This result will be achieved through higher quality education in cities which will follow from market competition encouraged through the Tuition Tax Credit. With higher quality education available in cities, middle-class, predominantly white families will have reduced incentives to flee to the suburbs as a way of insuring good education for their children. It is noteworthy to recognize that the flight to suburbia in search of better schooling is becoming less of an exclusively white phenomenon. Blacks are fleeing the cities in unprecedented numbers.[2]

The Tuition Tax Credit bill would create the possibility of school integration in a way that school integration decrees do not—through people *voluntarily* pursuing what they believe to be in their own best interests. The use of the courts to promote racial heterogeneity and cooperation in our school systems can be called nothing less than a dismal failure.

More Educational Opportunity for Minorities

Clearer than its impact on school desegregation is the Tuition Tax Credit bill's effect on the quality of education. The fact that a grossly inferior education is received by most black children has been chronicled in the news media, professional publications, and elsewhere. Test performance scores show that the great majority of black children are three to five years behind the national norm. These facts make meaningless the argument advanced by the critics of the Tuition Tax Credit, that if it were enacted there would be a ground swell of fly-by-night, poor quality schools which would exploit the poor.

Black parents, educated or not, can discern high and low quality education. This is evidenced by the fact that many black (as well as white) parents have given false addresses so that their children could attend better schools outside of their districts. The recent surge in the number of non-Catholic black parents sending their children to Catholic schools and the increased number of community and Islamic schools in black ghettos all point to the fact that black parents who want higher quality education for their children *and* have the financial resources seize the opportunity to opt out of the public school system. What the Tuition Tax Credit will do is enable more parents, black and white, who are dissatisfied with public education to obtain a better and more productive life for their children.

Costs

Professor West and others have evaluated the costs of the proposed Tuition Tax Credit in terms of its impact on the federal budget—a particularly narrow view of costs and benefits of the proposed legislation. The social cost of education is the amount of resources that the society gives up. The cost is seriously understated if, in our general view, we exclude state and local expenditures. This everyone knows. However, the social cost has not so far entered the debate on the Tuition Tax Credit.

Many nonpublic schools educate youngsters at costs that are only a small fraction of the cost of public schools. Many parochial schools charge an annual tuition of $600 and there are Islamic and community schools which charge similar tuitions. On the other hand, the per-child cost of education in some metropolitan school systems approaches $3,000. Old or new mathematics tells us that if we *reduce* the number of children receiving a $3,000 per year, poor-quality education and *increase* the number of children receiving a $600 higher-quality education, the nation as a whole will benefit by reduced educational expenditures and better education.[3]

Therefore, a broader assessment of costs would consider the likely reduction of educational expenditures at the state and local levels—the ultimate result of fewer children attending public schools. Tax credits will provide freer choice and as Professor West comments, " . . . insofar as choice promotes competition the result will be education that is more effective and less costly."

The Prospects for Public Schools

The prediction that Tuition Tax Credits would lower the number of children attending public school has

given rise to the argument that this tax measure would contribute to the destruction of public schools. This perhaps is the most revealing confession of the opponents of the Packwood-Moynihan bill, who are mostly members of the public education establishment. This position does not differ from one which says that, if parents were given freedom of choice, many would opt out of the public school system. In other words, the public education establishment is saying that, if their state-granted monopoly powers are reduced, the schools run by them will be destroyed.

Destroyed is obviously too strong a word, because many, many public schools are doing an excellent job of educating America's youth. These are schools which satisfy parents and would not be threatened by increased competition. The schools that *would* be threatened by the reduction of monopoly powers are those public schools failing to do a job at least as good as their nearby competitors. These schools, for the most part, are those in inner cities that produce a product *grossly* inferior to their nonpublic counterparts. If such schools go out of business (become unattended), such an outcome is consistent with market efficiency and enhanced social welfare: The inefficient producers are weeded out and replaced by efficient producers.

Conclusion

At the heart of the problem in public education is a system of educational delivery which creates a perverse set of incentives for all parties involved. At the core of the perverse incentives is the fact that teachers get paid and receive raises whether or not children can read and write; administrators receive their pay whether or not children can read or write. Children (particularly minority children) receive grade promotions and diplomas whether or not they can read and write.

The individual parent who is poor is helpless in such a setting. It is quite difficult for the individual parent or group of parents to effectively force the public school system to produce a higher-quality education. The benefit of the Tuition Tax Credit is that it enhances the possibility for the individual parent to *fire* the school providing poor services and to enroll his child in some other school providing better services. The Packwood-Moynihan bill promises to give low-income parents at least some of the powers that their higher-income counterparts have, namely a greater role in determining educational alternatives for their children. ★

NOTES

[1] Tariff is an appropriate word here because parents who choose to send their children to nonpublic schools must pay tuition *plus* continue to pay for public schools. This has disincentive effects similar to international tariffs which protect and preserve relatively inefficient producers from competitive forces.

[2] The number of blacks living in suburbs between 1970 and 1974 has increased by 550,000, over 11 percent of the net (4,600,000) migration to the suburbs. See: U.S. Department of Commerce, Bureau of the Census, *Current Population Reports*, Series P-23, No. 55, "Social and Economic Characteristics of the Metropolitan and Non-Metropolitan Population: 1970–1974." (Washington, D.C.: U.S. Government Printing Office, 1975), p. 1.

[3] For an important study of "islands" of black academic excellence, see Thomas Sowell, "Patterns of Black Excellence," *The Public Interest* (spring 1976), pp. 26–58.

TUITION TAX CREDITS: A SOCIAL REVOLUTION

We need to realize the full potential of a tuition tax rebate for the poor, the working class, and those whose children are trapped in inferior schools

By Thomas Sowell

The Packwood-Moynihan tuition tax rebate legislation is, as Professor E. G. West aptly calls it, "a crucial event in the history of education."[1] Its "revolutionary potential for low-income groups"[2] has been missed by most other commentators and critics and deserves further exploration.

Why is this bill so important—and to whom? It is most important to those who are mentioned least: the poor, the working class, and all whose children are trapped in educationally deteriorating and physically dangerous public schools. Few groups have so much at stake in the fate of this bill as ghetto blacks. To upper-income families with children in college, the maximum $500 tax relief is hardly of decisive importance, when annual college costs range up to ten times that amount. The campaign of misrepresentation by the education establishment has depicted the affluent as the chief (or sole) beneficiaries, when in fact the opposite is nearer the truth. There are many times more students in elementary and secondary schools than in college, and among those children enrolled in precollege private institutions, there are more whose parents earn from $5,000 to $10,000 a year than those whose parents are in *all* the brackets from $25,000 on up.

Even the current enrollees in private education are not primarily the affluent. The average family income of private elementary and secondary school children is about $15,000. But since the whole purpose or effect of the tuition tax rebate is to extend to others the opportunity for private education, the question is not so much who *now* goes to private school but who *could* go after this legislation is in effect. No doubt those who went to college in past generations, before the G.I. Bill and other educational subsidies, were far more affluent than the general population, but to object to the G.I. Bill as aid to the affluent would be to miss the whole point—that it extended a privilege previously enjoyed by a few into an opportunity open to millions more. That is precisely what this bill does. That is precisely why it is being opposed and misrepresented by those whose jobs, pensions, and power derives from the public school bureaucracy.

The Question of Expenses

While $500 does not begin to cover college costs, it does cover all or most of the cost of sending a child to many private day schools. Most of those private schools are not the expensive Andover or Exeter stereotypes but rather schools costing a fraction of the tuition they charge—and having costs per pupil that are a half, a third, or a fifth of the per-pupil cost in the public schools. It is not uncommon for Catholic parochial schools costing a few hundred dollars a year to have test scores higher than public schools in the same neighborhoods with per-pupil costs well over a thousand dollars. One of the misrepresentations by opponents of the tuition tax rebate is that it would cost billions of dollars. They are talking about Treasury disbursements, which may be politically important. What is *economically* important is that a shift of students to lower-cost private schools can save billions of dollars for society as a whole.

Most of the private schools do not have the runaway pay scales or plush pensions that teachers' unions have extracted from politicians handing out the taxpayers' money. Few parochial schools are surrounded with tennis courts or contain many of the other expensive amenities or status symbols that add

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little to the education of children but which have become part of the fringe benefits of public school administrators. Indeed, most private schools have far fewer administrators per hundred pupils, which is no small part of the reason for their lower costs or for the opposition of public school administrators to allowing parents a choice of where to send their children.

The crux of the controversy over this bill is *choice* and *power*. If parents are given a choice, public school officials will lose the monopoly power they now hold over a captive audience. That monopoly power is greatest over the poor, but it extends to all who cannot afford simultaneously to pay taxes for the public schools and tuition at a private school. Public schools in affluent neighborhoods where parents already have that option must pay some attention to those parents' wishes and be responsive. But parents in poorer neighborhoods and ghettos have no such leverage to use to get attention, response, or even common courtesy. The mere prospect of being able to remove their children to private schools changes all that. In other words, the benefits of the availability of tuition tax credit do not end with those who take advantage of it but extend to those who keep their children in the public schools and never collect a dime from the Treasury—but whose children's needs now have to be taken seriously by public school officials no longer insulated or assured of a captive audience.

Much has been made of the fact that most of the enrollment in private elementary and secondary schools is in Catholic parochial schools. Like many other statements about the situation before this bill is passed, it is far from decisive in determining what the situation will be afterwards. The government is constantly overestimating the revenues to be gained from imposing a given tax by assuming that the pretax situation will continue unchanged except for the collection of the tax. In the same way, some are now assuming that the social, economic, and religious composition of families with children in private schools will remain unchanged after a subsidy that will put such education within reach of tens of millions of other people. Moreover, not all of the children enrolled in Catholic schools are Catholic. In urban ghettoes, especially, it is not uncommon for many Protestant black families to send their children to Catholic schools, as an escape from ineffective and dangerous public schools. About ten percent of the ghetto youngsters in Chicago are in parochial schools. In some places, a majority of the enrollees in a Catholic school are non-Catholic. A parochial school can be a social-service activity, like a denominational hospital that does not limit its medical care to co-religionists.

The Constitutional Issue

The Constitutional ban on government support for religious establishments raises legalistic issues for legislation whose initial impact may be more pronounced on Catholics. The First Amendment, as written, would not prohibit tax rebates for individuals to do with as they please and the G.I. Bill is used at Catholic colleges and universities, but the Supreme Court has sometimes drawn an arbitrary line between higher and precollege education and made the Constitution more restrictive on the latter. However, the uncertain course of the Supreme Court in this area in recent years and some evidence of at least a pause in the trend toward judicial policymaking under the guise of interpretation leaves reason to hope that extremist extensions of the "separation of church and state" doctrine will not nullify a bill that offers major benefits to all segments of the population. As things stand now, there is no Constitutional limitation on an individual's choice to donate money received from the government—whether as salary, tax refund, or Social Security benefits—to a religious organization. To say that the individual cannot choose to *buy* an educational service from the same religious organizations with money originating from the government seems inconsistent at best.

Another red flag to many is the possible effect of parental choice on racial integration. Visions of "segregation academies" are sometimes invoked (even though the tuition tax rebates cannot be used for any institution practicing racial discrimination). Quite the contrary is the case. In most of the nation's largest urban public school systems, there are not enough whites left to integrate, so any further racial integration in such places may be achievable only by the voluntary movement of black children into private schools. But even this is objected to by some "liberals" because blacks who take this opportunity to get ahead and leave the ghetto public schools would leave behind only the children of "the least educated, least ambitious, and least aware."[3] In other words, black parents who want to make a better future for their children must be stopped and their children held hostage in the public schools until such indefinite time as all other people in the ghetto share their outlook. Ethnic minorities in the past rose out of the slums layer by layer, but for blacks it must be all or none! This arrogant treatment of millions of other human beings as pawns or guinea pigs would be impossible when parents have individual choice. That is precisely why both the education establishment and the social tinkerers are opposed to it. ★

NOTES

[1] E.G. West, "Tuition Tax Credit Proposals: An Economic Analysis of the 1978 Packwood/Moynihan Bill," *Policy Review*, (winter 1978) p. 62.
[2] *Ibid.*, p. 64.
[3] "Kissing Off the Public Schools," *The New Republic*, March 25, 1978, p. 6.

PRACTICES

ORGANIZING VOLUNTEERS STATEWIDE

Florida raises an army of able helpers for the state's students and teachers through an organized and efficient statewide school volunteer program

By Susanne E. Taranto

With the advent of the 80s, school volunteer programs have arrived as a popular phenomenon. From the White House to the schoolhouse, volunteerism and private sector initiative in education are being boosted as desirable and efficient social investments for private and personal resources. And the statewide school volunteer program in Florida exemplifies successful efforts to coordinate and manage the program through a state department of education.

Who are these volunteers? In Florida they are the 77,000 parents, businessmen, and other citizens who donate their time and talents to promote student learning and provide support to education programs. They range in age from 9 to 93, and use their time and talents as resource speakers, one-to-one tutors, classroom assistants, teacher aides, technical assistants, and special project sponsors. Since the program was organized there in 1975, school volunteerism has increased by 73 percent. Statewide now, the volunteers can be found in 78 percent of the schools. Truly phenomenal growth. But how was this brought about?

The true basis, as always, was authentic citizen concern—a demand for accountability in public education, a need for information about quality programs, and finally, a desire to be involved in carrying them out—a political level of concern that eventually persuaded the state legislature to back the movement by providing annual funding for the operation and administration of a statewide school volunteer program. Given increasing evidence of the program's effectiveness, the legislature has also gone on to pass enabling legislation, including the appropriation of grant monies directed to the initiation and expansion of school and school district programs.

Florida's Commissioner of Education, Ralph Turlington, has made a formal commitment to school volunteer programs and citizen involvement in education by designating them among his Department's top priority goals and objectives. He has also encouraged district superintendents to appoint a school volunteer program contact in each district as a link in the Department's communication network. These actions have in turn, of course, served to encourage local educators to consider the initiation of new local programs in their schools.

Establishing a statewide program coordinator in the State Department of Education has also proved to be a consistently creative and catalytic influence on the fortunes of the program. This position was first approved in 1975 as a contract between the State Education Department and Florida State University under a Title IV-C grant. A statewide advisory council was formed in 1976 and has been instrumental in encouraging legislation, support, and programs.

State and Federal Funding

Current funding for these purposes is through the state general revenue appropriation as supplemented by a Title V-B administra-

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tive fund grant and will be supplemented by block grant state level assistance funds in the future; the funding covers the salaries of the statewide coordinator and a secretary, travel expenses for the statewide advisory council, and other expenses for travel and technical assistance provided to school districts.

Since 1978, district grants from the state ($319,929 in the program this year) have provided seed money to support the district school volunteer programs. The funds are allocated on the basis of a formula which at the first stage provides $2,000, plus an additional $1,000 base for those districts having six or more schools running school volunteer programs. The remaining money is prorated to the districts based on the number of schools each district has with school volunteer programs. Districts must match these state grants, ranging from as low as $2,100 for a rural Florida school district with only one school, to a high of $29,000 for the largest metropolitan district, with 277 schools.

The statewide program functions as a communications network, a technical assistance clearinghouse, and a resource center to assist local programs. Although leadership is extended from the Department of Education, the management and operation of each district program is based on local needs and resources. The only requirement for districts is the naming of their program contact for the network. Whether or not to organize and promote school volunteer programs within the district rests strictly with the superintendent. The statewide coordinator communicates with each district on a regular basis, but leadership and technical assistance is provided only on request. Of the 67 school districts, 64 have organized programs, and all 67 have volunteers serving in their schools.

Support Activities

Support activities ranging from discount cards, training conferences, and school awards for volunteers, to public service announcements, and proclamations by the Governor, are conducted or sponsored by Florida's education department:

- The Governor of Florida annually proclaims the third week of February as Florida School Volunteer Week.
- Training and information manuals, packets, and brochures are developed, printed, and distributed free on request. These are provided as material resources to districts and schools and interested persons outside the system.
- Publicity materials are produced for districts and schools to use in promoting volunteerism and recruiting volunteers. Radio and television public service announcements are sent to all state commercial and public broadcasting stations. Posters, bookmarks, and other recruiting materials are also distributed.

"... the management and operation of each district [volunteer] program is based on local needs and resources."

- An annual survey is conducted on the school volunteer programs to secure current statistics and other information bearing on the state of the art. These materials are published annually, along with descriptions of district school volunteer programs, in *Interlock,* the Florida School Volunteer Program Directory.
- Awards are presented by the Commissioner of Education to schools and individuals for exemplary participation in school volunteer programs. The Golden School Award goes to any school which has twice as many volunteer hours as students, provides training to all volunteers and 80 percent of the faculty, and has a volunteer coordinator responsible for the program. The Silver School Award is presented to those secondary schools which provide peer or cross-age tutors in the instructional program; they must also have student-volunteer hours equaling at least one-half the total number of students in the sending schools, provide training to tutors and faculty at both the receiving and sending schools, and have coordinators at the sending and receiving schools who supervise the student tutors and have overall responsibility for the program. Outstanding School Volunteer Awards are presented to volunteers nominated from each district in three categories: student, adult, and senior citizen. Superintendents may also receive awards.
- Florida School Volunteer Recognition Cards are provided for specially recommended volunteers who have received orientation and training and who have served either 10 hours as an instructional volunteer or three hours as a community resource volunteer.
- A business/education partnership program encourages participation by the private sector at the state, district, and school levels. These partnerships have characteristically provided services, support, and accommodation, such as employee release time for tutoring, technical assistance and training to educators, and in kind program support and materials to schools. The statewide program includes more than 25 businesses and attractions which provide recognition and appreciation in the form of discounts to volunteers who present the recognition card. They have also provided services in the form of public relations and the production of related materials.
- An annual leadership training workshop is underwritten each fall for district school volunteer program coordinators. An annual conference is also held for all educators, coordinators, and volunteers in the program; over 850 participants attended the 1982 conference.
- Logistical and communications coordination is provided in support of organizational relationships valuable to the program, such as those among the Florida PTA, civic and social organizations, education associations, and the teachers' unions and professional associations.
- "Superstars," a statewide math-

ematics enrichment program using volunteers to increase problem-solving ability in students, is sponsored. A similar program to encourage reading is being developed with the cooperation of the Florida State Reading Council.

• Through workshops and presentations at professional gatherings, and as requested at the district and school levels, technical assistance with the promotion and maintenance of all areas of citizen participation and private sector initiative is provided to districts, schools, and organizations.

District Program Models

Each school district operates its school volunteer program autonomously, based on local needs and the human resources available. Superintendents must, at a minimum, name a district contact, usually the district school volunteer program coordinator. This person can be a full-time or a part-time employee with no other responsibility but the operation of the school volunteer program, or a district-level administrator or supervisor who has other responsibilities, such as curriculum supervision, community education, or resource teaching.

Management techniques and leadership qualities are considered important for coordinators since managing a school volunteer program clearly requires knowledge of how to work with adults and students as well as some knowledge of the curriculum and district education policies. District coordinators undergo training each fall in the teaching of new coordinators and in providing maintenance skills to those coordinators who have been program managers. Technical assistance is provided to each district by the state coordinator, members of the statewide advisory council, and experienced coordinators. District coordinators are encouraged to establish the kind of organization that will permit them to begin their programs slowly enough to assure quality even as they acquire the experience necessary to assure it in quantity. Coordinators are responsible for the recruitment of program staff, for placing, training, and supervising that staff once on board, and for overall control of their programs once they have been launched. They are encouraged to use a sequentially organized process for getting these programs under way. The state recommends a general procedure that has been found constructive with respect to using volunteers wisely and keeping them aboard.

Meanwhile, Back at the Schools

District programs vary widely, depending on the needs of students and school systems and on the volunteers available. Rural districts in Florida have had excellent instructional volunteer programs, while finding it much more difficult to put together business/education partnerships or community resource volunteer programs. Areas near colleges and universities are able to mount extended programs which provide opportunities for volunteers to pursue academic programs while serving as student volunteers to nearby schools.

"Large corporations have recently become involved in providing release time for employees to be tutors. . . ."

Metropolitan areas like Jacksonville, Miami, and Tampa have extensive private sector involvement and business/education partnership programs. Other areas have adopt-a-school programs or involve the private sector in recognition and support programs. Large corporations and industries have recently become involved in providing release time for employees to be tutors and in providing administrative training as well as support for in-kind services.

Cooperative efforts to provide volunteers for support programs and exceptional education programs are successful in many districts such as Martin County, Leon County, and Orange County. Many Volunteers serve as listeners for children with problems, enriching the affective domain as well as the cognitive areas. The largest listener program in Florida is in Orlando.

In Seminole County, county-level administrators serve one day a week as instructors for groups interested in sailing, cake-making, jewelry-making, and chess. Retired citizens provide these same services in many areas of the state.

Volunteers are to be seen in secondary schools more frequently in the past several years. These volunteers serve as speakers, run "attendance calling" and "homework hotline" programs, serve in media centers, and increasingly as tutors in programs which receive encouragement from both principals and teachers. In Highlands County a middle school has an after-school tutoring program sponsored by a local civic organization.

Coordination and Networking

Florida's school volunteer programs have tended to flourish at least in part as an outcome of an atmosphere of encouragement for the sharing of ideas and activities among coordinators, teachers, principals, and superintendents as individuals and at periodic events like the statewide leadership training workshop and the annual program conference. *Interlock* provides information about district programs as a resource to other districts which might want to integrate a new component into their programs and, in the process, reintroduce a successful form of citizen participation into their school systems.

Statewide coordination establishes the proper conditions for program growth, promoting positive public relations, assisting teachers, and extending student learning opportunities. During 1981 alone it is estimated that over $14,400,000 worth of service in instruction programs was donated to Florida schools, roughly equivalent in dollar value to 1,200,000 instructional hours of tutoring, or 1,750,000 textbooks, or 7,000 ditto machines. Actually, of course, the worth of these volunteers goes well beyond their direct contributions

and into areas that resist ready quantifications: like the learning catalysts resulting from a sense in the student of the community's concern, which is a given in the volunteer programs. It also has to do with the development over time of a tradition of widespread commitment to personal investment in the school system.

Commissioner Turlington stated in his *Annual Report for 1982*, "Citizen action has given us the best school volunteer network in America—not one of the best, but *the* best." Now that's a participating citizen!

Problems have arisen, but they have not been insurmountable. Patience, optimism, and support from top administrators have helped solve most of them. Reluctant principals are brought along slowly, encouraged by other principals to allow a few volunteers into their schools. Funding formulas for district grants have to be periodically revised. Personality problems require open discussion.

In Florida, education is our business and student learning is our product. The statewide Department of Education School Volunteer Program has put the public back into public education successfully and with pride. ★

FOR MORE INFORMATION

Readers wishing more information may contact Susanne E. Taranto, Coordinator, School Volunteer Program, Florida Department of Education, Knott Building, Tallahassee, FL 32301.

ADOPTION, CHICAGO STYLE

By Philip C. Franchine

Using the adopt-a-school idea, the city's business sector is pitching in to help solve problems in the public schools

Kevin Murray spent a week scraping in the dirt for bones, pottery, and arrowheads this spring. The eighth grader from Chicago's John Palmer School learned that the proper way to dig for artifacts is to scrape the soil very gently, a few millimeters at a time, so as not to break or damage any possible finds.

What Murray and his 12 Palmer schoolmates liked least about digging for bones at the Kampsville Archeological Center in Southern Illinois was that when they struck an artifact, they had to wash it off very slowly and carefully in ice-cold April stream water. The washing was necessary so that Kampsville staff archeologists could identify the objects and estimate their age, which might range up to 12,500 years.

The archeologists, said Murray, "explain how the Indians survived" in what is now Southern Illinois, describing "their tools, food, clothing, hunting, and homes," added Erich Schnauffer, another Palmer eighth grader. Murray, Schnauffer, and all the other Palmer seventh and eighth graders—known as the "Kampsville Kids"—have been enthusiastically detailing their adventures to parents, classmates, PTA gatherings, and visitors to the school since they returned from the site the first week in May.

At a recent presentation they produced photographs of the expedition, along with pottery and arrowheads they fashioned under the supervision of Kampsville staff. Their words tumbled over one another as they explained the routine at Kampsville: careful digging in the morning under the watchful eyes of the archeologists who are affiliated with Northwestern University; lectures on ancient history and archeology in the afternoon; nature hikes and storytelling in the evening.

The idea for the trip came from a business official who had been assisting Palmer through the Adopt-A-School program organized by the Chicago Board of Education. Larry Martin, an official of Bankers Life and Casualty Insurance

Mr. Franchine is a free-lance writer in the Chicago area.

Company and an amateur archeologist, had given three lectures to Palmer students and had led two field trips to Chicago museum exhibits during the fall and winter as part of Bankers Life's adoption of Palmer School. The students responded so enthusiastically to Martin's talks about artifacts and experiences he has collected around the world that he proposed a field trip to Kampsville and helped secure funding.

The Outsider's Advantage

Martin's imagination and Bankers' support illustrate how the private sector has been contributing to schools through the Adopt-A-School program by bringing the energy of volunteers, the fresh approach of outsiders, a different set of contacts outside the school system, and occasional donations of equipment or money.

The much ballyhooed Chicago program was created by Dr. Ruth Love, general superintendent of the city's public schools, last June. It offers Chicago businesses a first-hand look at the schools in hopes of building broader support for public education. Equally important, it was designed to bring new resources and energy into a school system wracked in recent years by enormous deficits and resultant budget cuts, divisive power struggles on the Board, a seemingly interminable court battle over desegregation, nagging absenteeism, and the highest drop-out rate in the country.

Although it is early to make conclusive judgments on the success of the program, it has already surpassed one goal in attracting 73 adopting agencies, almost three times the first-year target of 25 set by Dr. Love.

Adopt-A- School coordinator Al Sterling has done no "knocking on doors" to sell the program. He's had his hands full making matches among the businesses and schools attracted by Dr. Love's promotional efforts.

Adopting agencies include such big names as Eastern Airlines, Motorola, Saks Fifth Avenue, The Chicago *Tribune*, CNA Insurance and New York Life Insurance companies, Inland Steel, Skidmore, Owings and Merrill, Commonwealth Edison, Leo Burnett and Company, McGraw-Hill Book Company and Harcourt, Brace and Jovanovich.

"Just having someone from the outside come in and look at their operations and ask questions has helped the school. . . ."

Other sponsors include the American Chemical Society, the Bucktown Businessmen's Association, the Chicago Public Library, the U.S. Department of Health and Human Services, several universities, many hospitals, several social service and education agencies, and countless small and medium-sized businesses.

The 73 agencies have developed 112 relationships with 86 schools (taking into account multiple adoptions). Among the programs are: tutors and donated computer terminals; a multi-faceted schoolwide attendance program; a mock energy-planning program for a small chunk of the city; an advertising competition aimed at reducing such youth problems as crime, drug abuse, and gang recruitment; and a sports-health program. Also, a mock health care survey for a hospital; presentations on nutrition and cost- and quality-control; help in publishing a school newspaper; much career education, including resumé-writing and interview skills programs; family counseling for families of immigrant students; expanded work-study programs; and numerous donations of equipment, services, and money.

"Adopt-a-school programs in other cities tend to focus strictly on career and vocational education programs," explains the ebullient Sterling. "Some companies invite the students to one corporate meeting a year or help them with a single fund-raising event. It's often a one-shot deal. We want the companies involved on a regular basis."

Concentrate on the Basics

"Our focus is strictly on basic skills. We stress this with every company: that they emphasize reading, writing, and math. In the Palmer School, for example, you can tell those students' vocabularies have expanded tremendously as they've been learning archeology terms," explains Sterling.

Originally the program was aimed at high schools, which tend to receive less support from such outside sources as federal funds and parents' fund-raising efforts. High schools are required to supply Sterling with a list of education needs, and elementary schools are free to do the same.

The rapid growth of Adopt-A-School has meant that Sterling has had little time to do more than play matchmaker between businesses, which often have no idea how they can help, and schools, which often don't know what to ask of outsiders.

Sterling usually matches up a school and a business based on his files. He meets with representatives of each and explains the goals: that the program emphasize basic skills, that it involve regular contact between the business and a specified group of students, and that both parties agree on an action plan and meet with him to discuss it.

Many adoptions actually formalize earlier, less structured relationships. Palmer's principal Mary Jean Spillane calls Bankers' adoption of Palmer last summer "the latest chapter in an old and fond relationship."

After the adoption Bankers' human resources department, charged with developing a program, contacted Larry Martin, a vice president for real estate. "As a start to the adoption program we decided that I would go in and teach a class in archeology," recalls Martin. "Our idea was that if we had a corporate officer involved, it would generate some publicity within the company and eventually encourage others to participate."

Expertise and Enthusiasm

Martin, who serves on the board of directors of the Center for American Archeology (which operates the Kampsville Center) and who spent time on a dig in Africa last summer, reviewed Palmer's sixth, seventh, and eighth grade history and science textbooks before school started last fall. (He noted with interest that one text devoted two pages to Kampsville.) Using his own knowledge and experiences, Martin tailored lectures to the middle school level, and wrote up a glossary of archeology terms which Palmer teachers distributed to the students. He gave the lectures to the middle-level classes during the fall and winter, and then led them on field trips to the Stone Age and Egyptian exhibits at the Field Museum of Natural History.

"It's a way to make history come alive," says Martin. "This kind of program really helps the teachers, who are classroom-bound all day and rarely have time to develop outside programs."

When the Chicago field trips generated considerable enthusiasm among the students, Martin suggested that the school send some students to Kampsville. The archeological center hosts numerous junior high, high school, and senior citizen groups for a minimum of a week. "Archeology is probably one of the few disciplines in which young people can get hands-on experience and actually help with the research," points out Martin. He helped secure funding from Bankers Life for a week-long visit and the students, one teacher, one parent, and one intern with the Adopt-A-School program headed out. Because not all seventh and eighth grade students could go, the participants were chosen by lottery.

The students have been telling about the trip ever since and the explanations have matured them, according to Principal Spillane. "The 'Kampsville Kids' know they have something important to tell people about, and they are learning to be more expressive."

Spillane is hoping for similar results from Bankers' second project, perhaps more conventional as a way businesses can aid schools. In the second program, dubbed "cash in, cash out," small groups of students tour Bankers Life offices, following the path taken by a typical policyholder's monthly premium payment. At each stop a manager or supervisor explains what the department does and how it fits into the corporate picture—emphasizing the skills required to perform tasks like the computing of actuarial tables, the running of computer billing operations, or the writing of booklets which explain coverage to policyholders. Planning for this project has already produced a glossary of business terms.

"The Palmer school is but one among 86 Chicago schools and Bankers Life one of 73 adopters in the program."

The Palmer school is but one among 86 Chicago schools and Bankers Life is one of 73 adopters in the program. Among the 112 relationships are imaginative answers to needs. As a sampling:

Computers for Lunch

• At Lindblom Technical High School, a science and engineering oriented school on the South Side, the adoption by Digital Equipment Corporation starts paying dividends at 7 a.m. most school days. That's the time Mitchell Duncan, a senior computer programing student, arrives at the computer lab. He comes in almost an hour before classes start in order to get time on one of the two video-display computer terminals donated by Digital to Lindblom's computer lab. The video-displays—along with three older terminals, all of which which print out programs on paper—are connected to the Board of Education's computer downtown. All five (one of which is tied up as a card-reader for the unpopular old key-punch machines) are kept busy by the 150 computer programing students at Lindblom.

During a recent impromptu visit to the lab during lunch time, each was in action. Duncan, who is developing a computer dating program with fellow senior Edward Wu, was translating questions from a dating survey into the BASIC language. Students' knowledge of BASIC has been improved by Digital's donation of 60 copies of the manual *Introduction to BASIC.* According to senior Francine Williams, "The manual explains BASIC more thoroughly than the course textbook." The latter emphasizes FORTRAN, a more specialized and somewhat outmoded language.

Digital official Al Hill had planned at first to meet with Lindblom students and faculty frequently as part of the adoption, but the long commute from the firm's offices in northwest suburban Rolling Meadows made that plan impractical. Fortunately, Lindblom, a magnet school, draws highly motivated students from the southern half of Chicago, so the machines and books are put to good use. Lindblom's student body is about 90 percent black, with a sprinkling of Asian Americans and others. About 85 percent of Lindblom graduates enter four-year colleges.

Digital plans to expand its donation next year by giving 14 more terminals. This addition may "force" the computer program, which is in great demand by students, to move to more spacious quarters from its current cramped room.

Help from Tutors

• Tilden High School needs help in basic skills. Peoples Energy Company (the local gas utility) wanted to work on reading and mathematics. Together they came up with a tutoring program which involves 20 gas company employees from a variety of departments, each giving an hour and 20 minutes twice a week to the program.

The program demonstrates some of the best aspects of outside involvement in the schools and some of the problems educators may

have in integrating outside resources into the curriculum. Tilden, located on the South Side, has students from predominantly working-class and poverty-level families, according to its principal Norbert Hodanick. The student body is roughly 82 percent black, ten percent Hispanic and eight percent white.

A recent tutoring session began with ten mathematics students greeting tutors Ron Turner and Cynthia Newell outside the room, kidding them about needing hall passes. The duo, young, black, and successful, command obvious respect from the students.

The small size of the group enables Turner and Newell to give plenty of personal attention to each student. They use a mixture of exhortation and needling, Newell calling out once "You better learn fractions now, Dwayne, 'cause you sure won't learn them after high school," which drew giggles from all.

With no formal training in education (Turner works in the corporate communications department and recently completed an accounting degree, and Newell is secretary to the general superintendent), they are poised, well prepared for the lessons, and obviously enjoy working with the students.

Although the exact effects of the program are hard to measure, mathematics department head Christine Krupa observes, "I have noticed a kind of maturity on the part of the math students being tutored. They aren't afraid to tackle brainteasers. They are more adventurous and confident of themselves than before."

The reading sessions have also benefited students, says English department head Elizabeth Brennan. "The tutors have a good rapport with the students. There are some students who never miss a tutoring session. This kind of program is what teachers have been calling for all along. We've been saying that if we could get small groups and time for individual attention we'll get results," Brennan adds.

Brennan says the students in the reading sessions were also developing confidence about reading new materials and reading in front of a class.

However, there have been problems. First, the tutoring sessions were scheduled during the students' regular math and English classes. As a remedy, Krupa and Brennan have tentatively planned, with Hodanick's blessing, to schedule freshmen into tutoring sessions next fall in place of study halls so no class time will be missed.

Second, teachers and tutors have not had time for regular contact so far. "We'd like to assign a teacher to supervise the tutoring sessions," says Krupa. "This would help the tutors develop better lesson plans, give them time to set specific goals, and eliminate administrative chores such as taking attendance. It would also help the tutors get some professional advice when they have questions."

"Adopt-a-school offers Chicago businesses a first-hand look at the schools. . . ."

Despite the snags, Krupa feels that "things are definitely going better. It's a worthwhile program. In fact, we're hoping the gas company will help us next year in the area of computer programing and with a schoolwide attendance program."

Checking Who Is Absent

• Attendance was the overriding problem at Benito Juarez High School, according to its principal, Richard Schnettler. Illinois Bell Telephone decided to try improving Juarez' attendance, which averaged 81 percent in the 1980–81 school year.

Bell kicked off a variety of programs by organizing a "call squad" of bilingual volunteers from within the company. The volunteers called the homes of absent children each morning after 9 a.m. after getting attendance records through the Board of Education's computer. Most calls confirmed legitimate absences, but many alerted parents to children playing hooky.

As the call squad was working on the attendance problem, Schnettler asked Bell for help in improving school spirit, which he felt could be boosted by an instrumental and vocal music program geared to the culture of the predominantly Mexican-American student body. He had tried in the past to hire a music teacher with special knowledge of Hispanic popular and folk music, but his requests had not been approved by the Board of Education. He passed his problem along to Illinois Bell.

Detailing what happened next, Francine Smith, Bell's director of education relations, recalls, "I phoned the Board of Education and explained that this request was part of our adoption of Juarez, and the request went through. Sometimes we in the business community have a certain clout downtown." Schnettler handpicked a music teacher and the fledgling music program is now underway.

In order to keep parents better informed about their school, Bell has printed and mailed newsletters and grade reports, and is publishing a handbook in Spanish and English for parents and community members.

The results of the attendance program have been dramatic. The 81 percent attendance rate of last year has been raised to 87 percent for September 1981 to May 1982. The call squad program has been turned over to the school. Bell hopes to make the paperwork involved in attendance-taking less burdensome as well. "Just having someone from the outside come in and look at their operations and ask questions has helped the school," says Smith. "It's given the staff at Juarez an opportunity to examine what they've been doing."

Bell is helping plan and may staff a freshman orientation tour in late summer, which Schnettler says will turn at least one day of confusion into a day of classes for the newcomers.

Schnettler hopes to set up a mock business office next year, featuring up-to-date word proc-

essors and business computers. "I hear from business people that too many Chicago public school graduates are not prepared to go into a modern office," he says. Asked where the machinery would come from, Schettler laughs, "We're open to donations."

Ad Campaigning

• Roberto Clemente High School was adopted by Ogilvie and Mather, an advertising agency. Ogilvie officials spent five months teaching Clemente sophomores how an advertising agency works and explaining functions like marketing surveys, needs analyses, promotions, and media analyses.

The students were divided up into teams and given the assignment of acting as the advertising agency, with Ogilvie as their client. The teams had to do everything from naming themselves as an advertising firm to interviewing 250 people in the community in order to pinpoint a concern which would serve as a focus for an advertising campaign. Each team was given a theoretical budget of $250,000.

After a month of work, the teams were assembled to make presentations to a panel of distinguished judges, including Chicago author Studs Terkel and top officials of Ogilvie and Mather. For two and a half hours the teams made impassioned presentations on such community problems as drugs, crime, and recruitment by street gangs. They presented proposed billboards, signs, and advertising copy for both print and electronic media.

Mixing Studies and Careers

• What are Sullivan High School seniors most concerned about? At a time of skyrocketing college costs, many in the polyglot North Side school are thinking about fulltime jobs, although they should be thinking about careers, said Jackie Davis.

Davis, a vocational counselor with Women's American ORT, a branch of the worldwide Jewish organization, tapped the interest in jobs by offering a range of career education activities, including mock job interviews. ORT (Organization for Rehabilitation through Training) adopted Sullivan.

Davis and other ORT volunteers met with seniors in shifts, once a week for four weeks. Davis started off her sessions with needs assessments. "There's a real problem in this country—neither children nor adults are taught to assess their skills and talents. They're not taught how to match those up with their studies or the jobs they seek," says Davis, who ran her workshops with the students in the same brisk, no-nonsense manner she uses with adults.

She heightened interest by turning the tables on students, asking them to conduct mock job interviews with ORT volunteers. These exercises were videotaped by the Board of Education, enabling the students to get a quick reading of their own strengths and weaknesses. "I knew I really had the students one day when the bell rang and they didn't get up, but just kept asking questions," Davis recalls.

She channeled the enthusiasm over the job search into basic skills by requiring students to draw up resumes, fill out job applications, and read classified ads in the newspapers.

The seniors were so impressed with the program that they urged that it be extended to include underclassmen next year. That idea is heartily endorsed by business education teacher Carolyn Starling, who coordinated the program for Sullivan. "This time of year it really comes home to seniors," she points out. "I'd like to drive it home with the underclassmen. I'd like them to get the benefit of this kind of activity sooner, so they could tailor some of what I call their 'free education' toward their real skills and strengths."

ORT and Sullivan are exploring an expanded program next year, possibly to include a segment in basic living skills such as drawing up a personal budget, reading a lease or purchase contract, and doing comparison shopping.

Starling hopes the Adopt-A-School program can solve another problem—the fact that many city kids lack exposure to successful, career-oriented people. "Many Sullivan students, and I'm not speaking simply about black or minority students, lack exposure to people who have succeeded in careers."

A Grab Bag of Projects

Some Sullivan students may get that exposure from their other adoptive "parent," First Federal Savings and Loan of Chicago. First Federal has adopted the 500 students in business education classes and about 150 students in the TESL (Teaching of English as a Second Language) program.

First Federal's program thus far is a grab-bag of projects and activities. The company arranged and paid for a bus tour for TESL students of Chicago cultural centers, including the Art Institute of Chicago and Field Museum of Natural History. "We knew that getting acquainted with these museums was something that would be very difficult for these students," explains Tyrone Bonds, manager of employment for First Federal. Bonds has also taken the students on a tour of First Federal. The company has hired a bilingual Hispanic and a bilingual Soviet Jewish student to work part time in its Rogers Park branch.

The company has also repaired about 25 typewriters which had been gathering dust instead of serving business education students and has run a careers day for Sullivan students.

Why do companies get involved? Although some company spokesmen say they have a direct stake in the schools, which will provide their future labor pool, this may be a rationalization. "You can't justify every nickel in business terms," says Tim Burns, senior vice president for marketing at First Federal. "We donate staff time to a variety of civic projects. We picked Sullivan because they are rich with ethnic backgrounds and reflect the diversity of our clientele."

The Reasons behind Adoptions

There has been a long history of civic activism by Chicago busi-

nesses, but it has mostly been confined to top corporate officers. Adopt-A-School allows employees at various levels to do good deeds. Some get release-time from their firms and some do not, but most get recognition through company newsletters and ceremonial events.

Employees at all levels seem eager to help. Darlene Redfield, senior personnel representative at Harris Trust and Savings Bank and herself a graduate of Chicago public schools, reflects on her role. "It's been rewarding for me because it's different, it's challenging, and I feel I'm contributing."

The citywide nature of Adopt-A-School and the good media coverage it has gotten have put a little more pressure on companies to expand previous commitments. Harris and CNA Insurance company, among others, have been working to expand existing career education and tutoring programs and to include more frequent contact with students and more basic skills development.

Dr. Love and coordinator Sterling plan to reward participants with a luncheon late in May, hosted by the Chicago *Tribune,* which has adopted the Field School.

Sterling has been collecting detailed evaluations from both businesses and schools. Based on the collected evaluations, Sterling rated the program a success while admitting there have been "growing pains," which include some programs short on basic skills emphasis. He plans to spread the word on successful programs through either a publication or a series of workshops. Sterling also said he was willing to serve as contact person for a possible national conference on adopt-a-school programs. He plans to involve 150 businesses next year and wants all 600 Chicago public schools adopted within five years.

Such growth would please Dr. Love, who is trying to generate business support for a tax increase. On that front, Love says, "Although the results are not yet certain, already I can say that businesses are much more willing to support the schools, even for a tax increase which is not popular. Business people have found out [through the Adopt-A-School program] that the schools are not as bad as they think, although they're not as good as we'd like them to be."

The organized business community is cautiously optimistic about the program. Warren Bacon, manager of community relations for Inland Steel and one of the first blacks to serve on the Chicago Board of Education, says, "It's a very positive activity. Anything that brings the business community together with the public schools will have some long-term benefits, by focusing interest on the public schools." He adds a cautionary note, saying "It's gotten off to an unexpected level of success. An original concern was to go slow and minimize missteps. There have to be the resources there to make sure it grows properly." ★

FOR MORE INFORMATION

Readers wishing more information may contact Al Sterling, Board of Education, City of Chicago, Adopt-a-School Program, 228 North LaSalle St., Room 912, Chicago, IL 60601.

THE MAN WHO LOVES JUNIOR HIGH

Bruce Brombacher, Teacher of the Year, chose teaching math over scientific research and has never regretted it

A 33-year-old Ohio mathematics teacher who began his teaching career in 1976 was named Teacher of the Year last April. He was chosen from more than two million elementary and secondary schoolteachers.

In a White House ceremony at which First Lady Nancy Reagan presided, Brombacher received the "crystal apple" award, given since 1951 to recognize excellence in teaching. Mrs. Reagan told him that "In honoring you we also honor other teachers of your commitment and caliber who are so conscientiously shaping our nation's future."

Brombacher teaches mathematics to eighth graders and algebra to eighth and ninth graders at Jones Junior High School in Upper Arlington, Ohio. He was commended for his development of a new mathematics curriculum and for his innovative teaching style aimed at making students take an active part in the learning process. When he was in Washington to receive his award, he lectured at the Department of Education on "Education—A Partnership with Technology."

Brombacher graduated in 1970 from Heidelberg College in Tiffin, Ohio, and then served 11 months in Vietnam. He later earned a master's degree in physics from Ohio State University and then attended Otterbein College for a year to get his teaching certificate.

Brombacher graciously agreed to take time out from his busy schedule to answer a few questions for *American Education* readers.

Q. *Why are you teaching math in Jones Junior High instead of working for some big company?*

A. Well, I guess the most important reason is my feeling that young people are our most precious resource, and as a teacher I have an opportunity to have a strong impact on their lives and futures. I think it's important to provide opportunities for them to be successful in tasks that fit their needs and use their talents. Kids need someone to really care about what they accomplish and to really love them. Working in a research lab, surrounded by four walls, doesn't offer that chance.

Q. *Have you been tempted by offers from industry?*

A. Not since I've started teaching. When I was working on my Ph.D. [which he did not complete] I was teaching freshman physics at Ohio State and I found myself enjoying teaching and helping develop the curriculum for introductory physics—I was enjoying that more than my lab work. I made the decision then to teach.

Q. *How did your background prepare you to become a teacher?*

A. Almost everyone in my family is involved in teaching. Altogether, there's about 150 years of teaching—my mother, brother, sister, my wife, her sister and her sister's husband, both her parents, and her two grandmothers were all in schoolhouses—one as a school librarian. That's quite a legacy.

Q. *How do you keep up with new ideas in math teaching?*

A. All kinds of ways. There are stacks of magazines, books, and newspaper articles on my desk. I rely on research clearinghouses on math. The ERIC system here at Ohio State has a clearinghouse for calculator information. I've gotten a lot of material there.

Then there are conferences—local, regional, and national—for math teachers, like the ones sponsored by the Ohio and the National Council of Teachers of Mathematics, the School Science and Math Association, and the Ohio and the National Middle School Association—from those seminars and workshops that deal with the middle grades. Then, too, I make it a point to visit other classes in the school and in the school district, and in other districts, too.

Mr. Brombacher was interviewed by Henrietta Wexler, Associate Editor.

Q. *Do you make these visits on your own or as a part of a group?*

A. Some I do myself. One program did give us release time to visit other schools in the district. That way, if I'm teaching at this level, I can see how it relates to other levels, rather than just hearing or reading about it. You get a feeling about how you're part of the bigger picture. We first made those visits as math teachers; now other subject teachers do it, too.

Q. *What mathematical concepts do you think are best suited to the junior high level?*

A. I guess my answer here is fairly broad. For this age group, problem-solving is most important, using various strategies and technology as the prime tools—microcomputers, videodiscs, and so on. I also like to stress math as recreation—we used to do quite a bit with puzzles—to get an appreciation of math for what it is, not only as a tool to solve problems.

What I do in the classroom reflects that. We sit down together, the kids and I. I bring in things *I* have to cover in the curriculum and ask them what they think is important in *their* lives. We put all of the suggestions in a big "spiderweb"—placing the central idea of the unit in the middle and building webbed paths to the many topics related to that central issue. Then we talk about a time frame, projects, ideas, tests—sharing them all. That's the best way to get kids involved. Once they have that kind of input into the decisionmaking, they're a lot less likely to tune out. If they have a part in developing the course, they want to see it succeed. When we make a contract, they agree to abide by it. When we set up a point system, they agree to accumulate so many points from different areas. That's a lot of time just to get started, but the extra effort is worth it.

In middle school, kids are at a point where their brains are at a plateau. They have spent seven years covering a wide range of concepts and are now trying to apply them to their surroundings. Now, they must make a transition from concrete to abstract thinking. Some kids are capable of thinking abstractly; others can think only concretely. Some haven't yet developed along these lines. But they're all in transition. There's a very wide range of what they're able to absorb in these grades.

Q. *Do you notice any differences between boys and girls in the way they relate to mathematics?*

A. In my own classroom, I don't really see too much difference. Some recent studies have shown that females are better in abstract reasoning and boys in computation, but I don't notice that much difference. Even in the computer area, the expectation was that a lot more boys would be interested. But at this point we have a roughly even number of boys and girls in the program. Basically, it goes back to the home and family. The superior computation students tend to be boys, probably because they generally grew up in families where boys are doing computational, hands-on things. Girls were more involved in geometric design work because it was stressed in their childhood.

At this middle level, girls seem more mature as far as socializing and study habits are concerned. But as far as the relationship [of gender] to math content or performance goes, I don't see that much difference. A study is being done with our eighth grade class relating to math anxiety in girls—there's not so much of that anxiety nowadays.

I really don't handle boys and girls differently. On an individual basis, some kids may have trouble with math. I find them and take them at their own level. What excites a kid may be a topic not even related to math. You get them to work math into that topic. Then you support and encourage the feeling, "I can handle it." You help them feel good about what they're doing.

Q. *Would you prefer to be teaching at another level?*

A. No. These kids may be hectic, but they're exciting at the same time. It's a rough time for them, with lots of ups and downs. The rewards for a teacher come from having a positive impact on them and helping them over the rough spots. I enjoy challenging and helping these kids.

Q. *Have you taught at other levels?*

A. I taught introductory physics at the college level, before I quit working on my Ph.D. My student teaching was at the high school level, physics and math, and in high school I had an early experience as a Future Teacher of America. My wife was president and I was vice president of the charter chapter of Future Teachers in our high school in Bucyrus, Ohio. She taught fourth and fifth grades for seven years in Westerville. She'll go back to teaching when our kids are older. To keep her hand in, she does substitute and tutoring work with special kids in the district—deaf and partially deaf kids.

Q. *Do you think the New Math was a passing fad, as the criticism goes today, or did it make a real impact on math education?*

A. I wasn't personally involved in teaching New Math. But I guess it helped because we may have gone a little too far emphasizing the "why" of math, with the "how" not being stressed enough. We found a middle ground. Now, as we consider the role of technology, we get input from parents and teachers on how we want this to play a role in education, so we shouldn't go overboard in any one direction.

Q. *What do you see as the best uses for microcomputer technology in the classroom?*

A. Basically, as a tool—not as a

teacher. I think it's not going to be very successful in the role of teacher. It's able to imitate many processes, but it cannot simulate a teacher. You have to tell the computer very small details of how to interact with the child. And before you can do that, you yourself have to know those details. No one has that complete an understanding of how people learn or how people interact with each other. So there are some human qualities that are not programable. At this point, we can't break them down into very small details in order to program a computer to react like a human being. They're making computers more interactive now, helping in the management of instruction—computer-assisted instruction—and in processing information. Now, with systems like the "Source" and "CompuServe," there are networks and other databases to hook up with and exchange information.

Technology is powerful, but what do you do with all that information? The best use of technology now is to help us solve problems creatively and to manage instruction better. For example, in the area of writing, going back and correcting [one's writing] by hand is very time-consuming, yet with word-processing machines it's very easy to go back and correct mistakes. There are lots of exciting ways to use computers as a tool in the instructional process rather than as a teacher. For the kids, it's another alternative, a chance to use computers in ways appropriate to themselves.

Q. *What is the teacher's role in a math curriculum using computers?*

A. To find ways for kids to use them as a tool. Microcomputers have done something for math curriculums because they've been able to put computation on an equal footing with theory. Calculations used to be tedious; now computers can help us see certain patterns in math. Before, we were limited by the very time it took to check out theories. Computers help students explore and become creative and to develop very positive attitudes towards math. And since we're all going to have to end up knowing how to use the technology, we're giving the kids marketable skills.

Q. *Do you think the role of microcomputers in education is overrated, as some are saying?*

A. I think they're valuable if you see them as more than information providers, and realize that their strong role is as a tool. It's true the software on the market varies in quality. Some is very good, but most software is not very creative. For the amount of software floating around, there aren't that many programs really useful to many teachers. I look at a program, and if the author wrote for a certain purpose, I may find it useful but not necessarily in the very same way.

Although we haven't used that much software, we do have *kids* designing programs. They'll say, "Gee, for my project, for the next eight weeks, can I write the program, say, to help teach grammar skills?" They'll use computer graphics, sounds, and so forth. But they have really to understand grammar skills first. They quickly find out all about it because they realize they have to know quite a bit about the material themselves. So it works to our advantage that way.

Q. *Seymour Papert has said that the present use of microcomputers in the classroom is tedious and hardly revolutionary. What do you think about that?*

A. The man with the LOGO language? More and more you have to know a specific computer language. Kids as early as second, third, fourth grade have no problem interacting with the computer. They have less trouble than adults with it because they're not scared of it. They can program and they can make neat simulations in math in the early grades. Just a simple thing like having a computer count by fives to 200, a child has to know how himself.

Kids are coming into the classroom with microcomputers that fit into their pocket and cost $100. So we're talking about a lot of kids who have ready access to microcomputers as a very useful tool. I agree with Papert about the use of microcomputers being hardly revolutionary. The really revolutionary thing is that they are becoming available—affordable and portable. Everyone will be making use of them in their personal lives, interacting with them in some way, shape, or form. I also agree with Papert in that kids must be involved in the decisionmaking process—that's part of my basic philosophy.

Q. *Can computer technology be brought to students at all socioeconomic levels?*

A. My kids are mostly middle- and upper-middle class children in a suburb of Columbus, Ohio, whose parents are business and professional people. As far as microcomputer technology goes, even in large city schools it can be brought in with Title I funds. It can be used effectively in a wide range of areas.

The problem of school districts being able to afford it is another question. There's a small school district outside Columbus where a parent group donated eight microcomputers to the school. The prices of microcomputers now range from $100 to $2,000–$3,000, up to a sophisticated model costing $10,000. Columbus schools, with Title I funds, have quite a few microcomputers. So funding is coming from somewhere, some from parent groups, some from business groups. The availability of $100 pocketsize ones makes it easier to use the technology. When the cost comes down enough, most anyone will be able to afford them. A calculator I bought for $45 five or ten years ago is now $5.95. It's likely the same sort of thing is going to happen with microcomputers, and prohibitive prices won't keep them from disadvantaged areas. ★

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EDUCATION DEPARTMENT

Office of Inspector General Semi-Annual Report to Congress
Congressionally-mandated report on activities of ED's Office of Inspector General from October 1, 1981, to March 31, 1982, to make Department programs more efficient and to prevent fraud and abuse. Single copies free, while limited supplies last, from ED Office of Inspector General, 4200 Switzer Bldg., Washington, DC 20202.

National Center for Education Statistics

Discipline, Order and Student Behavior in American High Schools
$7.50. G.P.O. No. 065-000-00126-8.
Derived from data collected in "High School and Beyond," the national longitudinal NCES survey, the report focuses on problems most often cited by school administrators: absenteeism, drug and alcohol abuse, and class-cutting.

OTHER FEDERAL AGENCIES

Education Paperwork Requirements are Burdensome: Better Federal Controls Needed
General Accounting Office report recommends ways to reduce paperwork requirements in the U.S. Education Department. Up to five copies free (additional copies $3.25 each, prepaid), from U.S. General Accounting Office, Document Handling and Information Services Facility, P.O. Box 6015, Gaithersburg, MD 20760, tel. 202/275-6241.

1982–83 Occupational Outlook Handbook
$9.00 paperback (G.P.O. No. 029-001-02650-0), $13.00 hardback (G.P.O. No. 029-001-02650-1). Labor Department's Bureau of Labor Statistics reports on job prospects for about 250 occupations in the 1980s. For a free seven-page summary, contact Kathy Hoyle, Bureau of Labor Statistics, Washington, DC 20212, tel. 202/523-1913.

FEDERALLY FUNDED

Women and Rehabilitation of Disabled Persons
82 pp. Monograph of the proceedings of the Sixth Mary E. Switzer Memorial Seminar. Sponsored by several associations together with the President's Committee on Employment of the Handicapped, the seminar was hosted by Gallaudet College in Washington, D.C., in November 1981. Focuses on disabled women in these areas: employment, access to benefits and services, special populations, and international programs. $10, including postage, from Switzer Memorial Fund, National Rehabilitation Association, 633 S. Washington St., Alexandria, VA 22314. (Specify Monograph No. 6.)

OTHER SOURCES

Corporate Giving: The Views of Chief Executive Officers of Major American Corporations
Prepared by the polling firm of Yankelovich, Skelly and White, this report of a survey of 219 corporate executive officers reveals that 47 percent of them said most of their corporate contributions go to education. $30 prepaid from Council on Foundations, 1828 L St. NW, Washington, DC 20036.

The Cost of Special Education
Rand Corporation study using a representative sample of U.S. school districts in 1977–78 gives detailed information about the education of handicapped students by type of handicap, grade level, and type of placement. The basic report, 358 pp., is $25; a detailed summary of the study findings, 56 pp., is $7.50, both from The Rand Corporation, Publications Dept., 1700 Main St., Santa Monica, CA 90406, tel. 213/393-0411.

Evaluating Educational Programs
80 pp. Based on a national survey of school administrators, this book examines the inexact science of evaluating programs, cautions against relying too heavily on standardized testing, and makes recommendations to improve evaluation methods. $10.95 from American Association of School Administrators, 1801 N. Moore St., Arlington, VA 22209.

Evaluation of the New York State Experimental Prekindergarten Program: Final Report
22 pp. Summarizes findings of a five-year longitudinal evaluation of the New York State Experimental Prekindergarten Program. Free from Dr. David J. Irvine, Education for the Gifted and Talented, Room 367 EBA, State Education Department, Albany, NY 12234. Send self-addressed mailing label or 9 × 12 envelope.

Figure Out
Classroom video series of 15 quarter-hour programs for fourth, fifth, and sixth graders introduces students to a young computer whiz named Alice and her electronic friend Mac. Programs include problem-solving strategies and computations, and step-by-step demonstrations of processes needed to perform basic mathematical operations. Produced by Mississippi Authority for Educational Television in association with Agency for Instructional TV. For details about preview, purchase, or leasing, contact AIT, Box A, Bloomington, IN 47402, or call toll-free 800/457-4509.

Foundation Grants Index
Over 22,000 foundation grants totaling more than $1.25 billion, reported during 1981, are described in the 11th edition of this annual index. Available for $30 from The Foundation Center, 888 Seventh Ave., New York, NY 10106, tel. 212/975-1120. The index and other Foundation Center publicatons are also available for free public use at more than 100 cooperating reference collections. For address of nearest collection, write to the same address or call toll-free, 800/424-9836.

GED Annual Report, 1981
More than half a million people earned high school diplomas last year by taking the General Educational Development Tests, a credential accepted by more than 90 percent of colleges and universities. Includes statistics on who takes and passes the GED. $3.50 prepaid from the GED Testing Service R & D, Annual Statistical Reports, American Council on Education, 1 Dupont Circle NW, Suite 20, Washington, DC 20036. Make checks payable to GED.

STATISTIC OF THE MONTH

In Higher Education the Trend Is Toward Coeducation

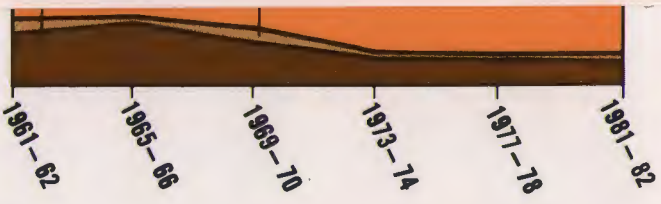
The 1981–82 edition of the *Education Directory, Colleges and Universities,* prepared by the National Center for Education Statistics, lists 3,253 colleges, universities, and branch campuses in the United States. Of this total, 214 are

Number of co-educational institutions of higher education and the number for men and for women: United States, 1961–62 to 1981–82

tion for men is Virginia Military Institute. An overwhelming majority of the men's colleges are affiliated with some religious denomination.

The women's colleges enroll a total of about 113,000 students, or slightly over 1,000 students per institution. The largest institution in the group is Texas Woman's University with about 7,900 students. It is one of only two publicly controlled institutions among the women's colleges. The other is Mississippi University for Women, which enrolls about 2,100 students. The approximate enrollments of a few of the well-known, independently controlled colleges for women are as follows: Smith, 3,000; Barnard, 2,500; Wellesley, 2,200; Mount Holyoke, 2,000; and Bryn Mawr, 1,800. There are also many women's colleges that are affiliated with religious groups.

—W. Vance Grant
Specialist in Education Statistics
National Center for Education Statistics



[1] Includes a relatively small number of institutions (14 in 1981–82) with coordinate campuses for men and for women students.
NOTE: From 1961–62 through 1973–74, branch campuses were counted as part of the parent institution; in 1977–78 and 1981–82, they were counted separately.
SOURCES: U.S. Department of Education, National Center for Education Statistics, *Education Directory, Colleges and Universities,* 1969–70 to 1981–82; Office of Education, Bureau of Higher Education, *Education Directory, Higher Education,* 1961–62 and 1965–66.

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STATISTIC OF THE MONTH

In Higher Education the Trend Is Toward Coeducation

The 1981–82 edition of the *Education Directory, Colleges and Universities,* prepared by the National Center for Education Statistics, lists 3,253 colleges, universities, and branch campuses in the United States. Of this total, 214 are designated as "single-sex" institutions, 103 for men and 111 for women; 3,039 are for both men and women.

Over the past two decades there has been a substantial increase in the total number of higher education institutions in the country. Allowing for the fact that branch campuses are now counted separately whereas in 1961–62 they were counted as part of their parent institution, there has been a net gain of well over 900 schools during the past 20 years. Many of the newly established institutions have been public two-year colleges, which have made postsecondary education more accessible and less expensive.

In contrast to the growth of colleges and universities in general, there has been a substantial decline in the number of institutions for men and for women. The number of single-sex schools peaked in 1963–64 at 519 (240 for men and 279 for women). The trend was sharply downward in the decade that followed. Some of the Nation's most prestigious private institutions went co-educational during this period, and publicly controlled single-sex colleges were becoming very rare indeed. The movement toward co-education has continued right down to the present day. In the past eight years there has been a net decrease of 24 men's and 31 women's colleges. (See the accompanying chart.)

The men's colleges still remaining tend to be relatively small institutions. Their average enrollment is about 220 students, and their combined enrollment is only about 23,000. The largest institutions in the group are Morehouse College in Georgia, with an enrollment of about 2,000, and two Virginia schools, Washington and Lee University and Virginia Military Institute, with enrollments of about 1,600 and 1,300 students, respectively. The only publicly controlled institution for men is Virginia Military Institute. An overwhelming majority of the men's colleges are affiliated with some religious denomination.

The women's colleges enroll a total of about 113,000 students, or slightly over 1,000 students per institution. The largest institution in the group is Texas Woman's University with about 7,900 students. It is one of only two publicly controlled institutions among the women's colleges. The other is Mississippi University for Women, which enrolls about 2,100 students. The approximate enrollments of a few of the well-known, independently controlled colleges for women are as follows: Smith, 3,000; Barnard, 2,500; Wellesley, 2,200; Mount Holyoke, 2,000; and Bryn Mawr, 1,800. There are also many women's colleges that are affiliated with religious groups.

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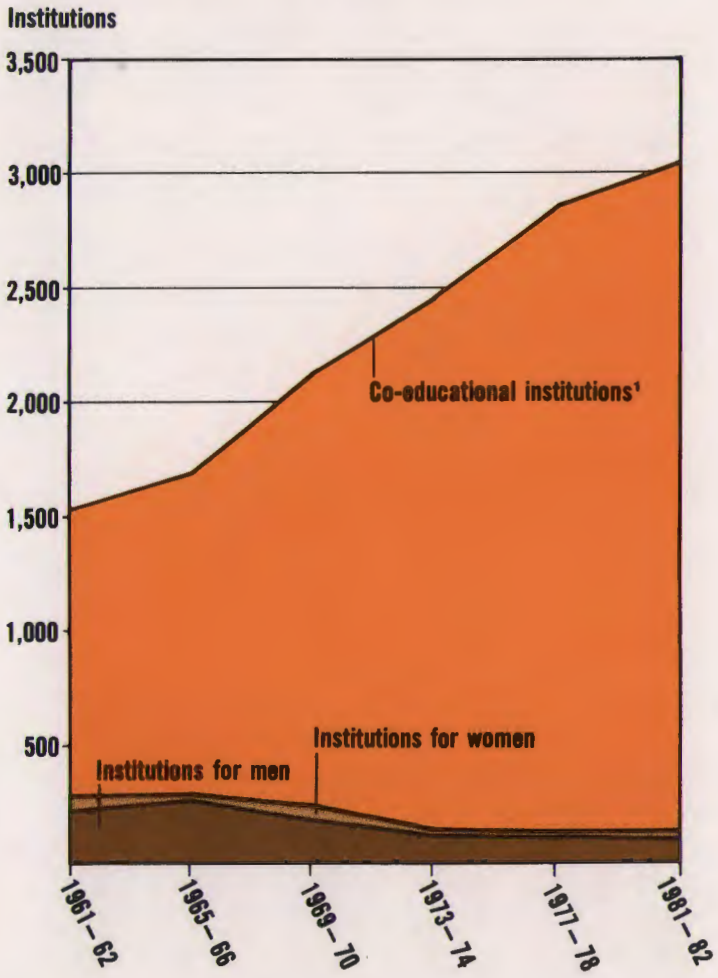
Number of co-educational institutions of higher education and the number for men and for women: United States, 1961–62 to 1981–82



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You don't know me ...yet.

But you will. See, I've been assigned to help you learn how to protect yourself against crime. I'll be giving you tips on how to discourage burglars, disappoint muggers, and generally make life a little harder for criminals.

Like, for instance, did you know if a burglar can't break into your place after four minutes, chances are, he'll quit? So locking your door could ruin a crook's night.

Another example. Don't carry a purse when you don't need one. It makes a lot of sense; if you don't have your purse, it can't be snatched.

You'll be seeing a lot of me, but in the meantime, find out more. Write to: Crime Prevention Coalition, Box 6600, Rockville, Maryland 20850.

Find out what you and your neighbors can do to prevent crime. That's one way to help.

TAKE A BITE OUT OF CRIME

Ad Council

A message from the Crime Prevention Coalition, this publication and The Ad Council

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UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF THE ASSISTANT SECRETARY FOR LEGISLATION AND PUBLIC AFFAIRS

Dodie
Let's do this.
Call her and get
questions.
ST

MEMORANDUM

DATE : October 12, 1982

TO : Sheila Tate
Press Secretary to the First Lady

FROM : Anne Graham AG
Assistant Secretary
Legislation and Public Affairs

SUBJECT : Article by the First Lady for Department magazine

The Department of Education publishes a magazine, American Education, which sells by subscription to approximately ten thousand educators nationally.

Because the Department's "school-team" approach is being used in the Federal strategy on the prevention of drug abuse, I intend to publicize this successful practice in the department magazine. As you know, the First Lady is currently scheduled to visit the San Antonio School District in Arkansas, one of several sites where the school-team approach has resulted in prevention of drug abuse. I have personally reviewed the results of the Department's program and feel that it deserves greater recognition as a tool to be used against drug abuse.

I would like to begin this series with an article by the First Lady on her work in drug abuse prevention. Any format, from an article similar to the one in the September edition of Government Executive to a question and answer piece, is acceptable. Normally articles range from 3,000 to 10,000 words in length, depending on the depth of treatment a subject warrants. Because the use of photographs has been eliminated to reduce costs, no photo session will have to be scheduled. If you prefer the interview format, written questions can be submitted, or we will be pleased to accept questions and answers provided by your office.

I have enclosed an edition of the magazine for your review. Please let me know if you wish to have an article in the magazine. My office number is 245-8233.

Attachment