

ED 022 587

RC 002 551

STATEWIDE PLANNING FOR PROGRAMS IN EDUCATION, ALASKA STATE DEPARTMENT OF EDUCATION.

Alaska State Dept. of Education, Juneau.

Pub Date [68]

Note-40p.

EDRS Price MF-\$0.25 HC-\$1.68

Descriptors-COOPERATIVE PLANNING, EDUCATIONAL CHANGE, \*EDUCATIONAL PLANNING, \*FEDERAL STATE RELATIONSHIP, \*INDIVIDUALIZED CURRICULUM, RURAL AREAS, SCHOOL PLANNING, \*SOCIAL CHANGE, STATE DEPARTMENTS OF EDUCATION, STATE PROGRAMS, \*STATE SCHOOL DISTRICT RELATIONSHIP

Identifiers- \*Alaska, Eight State Study Project

The projected changes in society by 1980 and their implications for education, government, and society (as anticipated by the Eight-State Study) form a backdrop for this proposed project of state-wide planning in Alaska. Stress is placed on the development of a strong State Department of Education as an integral part of the concept of creative federalism (a partnership in which federal, state, and local school interests operate as equals, each assuming the responsibility to perform the educational functions that can be most appropriately dealt with at that level). It is projected that through the implementation of a state-wide program of individualized instruction the various agencies of the State Department could be welded into a united force to meet the problems of local school districts and eventually develop a program of total planning and cooperation for local and state agencies. (DK)



## STATEWIDE PLANNING FOR PROGRAMS IN EDUCATION

### INTRODUCTION

As a result of the greatly increased participation in educational expansion and change, particularly on the part of the Federal Government, the popularity of educational planning has grown rapidly in the past decade. It is now widely recognized that costly imbalances and waste in educational development can be avoided only by careful planning. Moreover, the case for planning becomes even stronger as countries increasingly encounter severe limitations on the resources available for education.

An essential core of the concept of educational planning and its processes involves the following components:

1. Diagnosis and appraisal of the existing educational system, its performance and main problems;
2. Determination of basic policies and the setting of basic directives, priorities, and targets for their achievement, including decisions on resource allocations to education and within education, in view of the need to integrate educational development with the nation's economic, cultural, and social development;
3. Translation of overall targets into specific educational programs, projects and social development plans;
4. Implementation of plans, programs and projects by action at the national, regional, state, and local levels, supported at all levels by annual budgets and external assistance. Cooperation between public and private education and attention to non-formal as well as formal education are essentials;

5. Evaluation and revision of plans in the light of achievements and new developments.

In Alaska an excellent example of statewide planning is the development of "An Overall Education Plan for Rural Alaska." Such planning commenced on March 1, 1962, when officials attending a meeting at Washington, D. C., representing the Bureau of Indian Affairs, the State of Alaska, the University of Alaska, and the U. S. Office of Education, met to formulate an inter-agency plan. A continuing committee was established to review conditions within the State of Alaska as a result of developing educational programs of the State and the Bureau of Indian Affairs.

A project of even broader meaning, since it crossed state lines and involved the states of Arizona, Colorado, Idaho, Montana, Nevada, New Mexico, Utah, and Wyoming was financed by funds provided under the Elementary and Secondary Education Act of 1965 (Public Law 89-10). Known as the Eight-State Study, and with consultants Edgar L. Morphet and Charles O. Ryan leading the way, the study attempted to do three things:

1. Identify some of the probable major changes in society by 1980;
2. Determine the major implications for education of prospective changes in society;
3. To focus attention and provide information on the strategies and procedures in planning and effecting changes.

Many of the sections in this paper are taken from the Eight-State Study because of their applicability to the need for planning in Alaska. Of especial interest are the design bases, the goals, and the implications of possible changes in society by 1980.

The design for the project was based on several propositions:

- ...that change is inevitable;
- ...that rapid change will continue;
- ...that some changes will be beneficial to society, others may become harmful;
- ...that to a marked extent man can plan and guide change;
- ...that education is an important factor in the change process;
- ...that education must also change rapidly to meet the challenge of change;
- ...that planning rather than expediency should be the mode of operation in order to assure acceptable results;
- ...that long range planning is essential, particularly since time and distance have been reduced through improved technology;
- ...that the geographic environment in which change, planning and education take place must be broader than a community, even a state, as large as a region, perhaps as expansive as the nation itself. (Miller, II, 3)

The Eight State Project also set forth these propositions:

- ...that selective experience will continue to be the best teacher;
- ...that simulated laboratory testing of selective experience is needed;
- ...that the improvability of man through education is his hope for survival;
- ...that learning is a fissionable process;
- ...that the development of self-disciplined, free men is the ultimate purpose of education;
- ...that instant, impact learning is essential to achievement;
- ...that the classrooms constitute the basic regenerative cells for a free society. (Miller, II, 3)

Five goals were set forth as of continuing importance for all those born in the period between now and 1980: (1) to learn about self and seek self realization; (2) to learn about others and the art of human relations; (3) to learn about economic life, so he may be fed, clothed, and sheltered; (4) to learn about organized man and his civic responsibility because organized resources--government, if you please--make it more certain that self preservation becomes possible; and finally, (5) to learn to battle the elements with attendant successes and failures, and thus to become a philosopher to contemplate the purpose of things. (Miller, II, 4)

This paper will attempt to set forth as background material some of the statements made relative to changes and implications from that study, and having relevance to planning in Alaska.

PART I  
IMPLICATIONS FOR SOCIETY OF THE CHANGES BY 1980

Implicit in the Eight-State Study were the changes to be anticipated in society by a certain marked point in time. As each change was set forth, it was examined as to its meaning for the various sections of society. The following changes and implications are paired in brief form, followed by an attempt to then identify the major implications for levels of government and educations.

CHANGES AND IMPLICATIONS

Change: By 1980 our population will have increased by about 25 per cent, with most of the increase occurring in metropolitan areas in which nearly 80 per cent of the nation's population will reside.

Implication: Social inventiveness will be taxed to keep pace with the expanding urbanization and to assure adequate living conditions, services, and programs of education.

Change: Knowledge will continue to increase and probably will double in many areas.

Implication: Greatly improved storage and retrieval systems will be needed, especially for education, in order to avoid the waste and duplicating experiments and studies due to the inability to find what is known and to activate learning.

Change: Instant communication will be available at the home level.

Implication: The organization of various telecommunication devices into a coordinated console arrangement is pertinent to the teacher's task, the student's self learning efforts, and the adult's continuing education.

Change: Transportation will move up to the Mach III level in the air and will be greatly improved on the surface.

Implication: Increasing mobility of population is already evident. Meeting the problems of adjustment in local schools and communities throughout the nation will necessitate the development and transfer of adequate individual records and of effective provisions in local school systems for determining and meeting the needs of individual students.

Change: Economists indicate that the gross national product may increase by more than 50 per cent of present levels.

Implication: The proportion or amount needed for education must be established at local, state, and federal levels and made available on a basis that will assure the maintenance of relative autonomy in relationship to the responsibility at all levels.

Change: The work force will increase by about one-third and many new kinds of occupations will develop.

Implication: People must be prepared to meet vocational as well as other citizenship needs. Continuing education for all to meet job changes will be paramount.

Change: The productivity of each individual and the effectiveness of the organizational and operational procedures will determine the economic level of any community in the nation. This is anticipated to increase by a third.

Implication: The know how of education will become a product in itself. This further highlights mobility as a strength of national as well as international stability.

Change: Many ideas have been and will be increasingly in conflict. This will be influenced particularly by the greater proportion of the young, while leadership control still will be in the hands of the older population. The struggle between the conservational and the progressive approach will further complicate value choices.

Implication: For education this will require careful selection on tested bases of the best from the past and the present and the equally careful use of progressive inventions which have been proven under simulated conditions. Procedures will need to be discovered to improve the rationality of decisions and choices.

Change: The human constant will bring to man's life the same pattern of development and basic urges as in the past. The environment into which the child is brought will be vastly different from that of the individual who is responsible for his birth.

Implication: Due recognition of the ever widening environmental gap between child and parent must be recognized and education brought to bare to close that developing chasm.

Change: Government at all levels will be much closer to the individual yet will seem farther away in means of influencing its decisions. A developing schism between the new establishment and the old is chronic now and may develop into an acute problem.

Implication: Social invention must be provided to assure that the leadership elite does not lose touch with the masses. Conversely, education for the masses must develop ways and means of keeping all persons abreast and a part of the local, state, and national goals and developments.

Change: Non-government organizations over the years have been a stabilizing influence and will play an evermore important role in maintaining the balance of ideas, progress, and local, state, and national achievement.

Implication: Through education, students need to learn to understand better the strength and weakness of organizations. For the educational profession this will mean change in associational relationships, perhaps through the creation of an American Association for the Advancement of Education, including all of the influential non-governmental educational groups. Such an organization would be of such size and influence as to be looked to as a source of sound authoritative education.

Change: The above are positive changes. There are negative ones, such as war, the race issue, a depression, or a national catastrophe.

Implication: In the teaching process, children and youth need to understand the human processes and ways of preventing, when possible, or dealing effectively with unfavorable developments.

### Implications For The Federal Government

Since the federal government is the largest and most effective tax collector and since lay autonomy in education is a tested principle in our national tradition, then an acceptable formula for sharing in the resources of the nation is paramount. The U. S. Office of Education could properly and more adequately tap the lode of state and local educational expertise rather than develop a new administrative hierarchy. Furthermore, the Office of Education could properly devote its major attention to the greatest need in education--adequate research, application, and development--to provide the pertinent facts for the solution of educational problems and the enhancement of its traditional role.

### Implications For The State Government

Bona fide state leadership and unitary professional administration of education with the same prerogatives and responsibilities now held by many local administrators and their boards of education, particularly in urban centers, are essential; the encouragement of arrangements among states of a region for the more adequate pooling of resources is necessary.

### Implications For The Curriculum

Arrangements for further individualization of instruction on a self learning as well as a directed teaching basis are required. Mastery of retrieval technology is important to achieve a more valid means of assuring selectivity in materials. To reduce repetition and to achieve impact learning is a necessary goal. (This is the basic premise of this paper.)

### Implications For The Teacher

The mastery of the tools of technology is essential in order to bring at least simulated experience of all kinds and varieties in the classroom; furthermore, the art of administering learning will cause the redeployment of teachers in many varying teaching tasks.

### Implications For The Student

Self learning on a continuous basis will be the goal. How to maintain individual identity either in isolation or in groups will be the end. The student will need the ability to measure continuously his own improvement, particularly his ability to behave not only in terms of what he knows but in relationship to what appears to be desirable and acceptable behavior.

The above changes and implications are taken from "Major Implications For Education of Prospective Changes in Society", as written by Paul A. Miller, and illustrate the type of society we will be involved with by 1980. Of the various implications, a series will stand out placing more and more responsibility on the individual for his own education, thus reversing the student and teacher role as it exists in today's society, and as it has existed in the past. Miller's comments were made in Volume II of the Eight-State Study, pages 20 to 23 inclusive.

Laurence D. Haskew, writing in the same volume, commented on Miller's "Changes and Implications" by pointing out some implications of his own:

1. The local school district structure is in need of prompt and sharp revision.
2. For proper and effective expression of the national interest in the direction and execution of public schooling, our whole basic structure has to be recast to expedite efficient, prophetically prudential, and economical applications of that interest.
3. Modernization of state tax and finance programs needs to be undertaken immediately.
4. The state level structure for executing public education apparently faces decisive retooling.
5. The task of reordering our basic nation-state-local structure to comprehend and coordinate transcending operational entities, and to make them truly effective parts of a whole, is high on the agenda for innovators in education.
6. All states definitely need to provide for the establishment and support of ways and means to conduct continuously the planning function as a vital element in their organization for education.
7. Prospective changes in society reinforce the necessity of developing--for the management of education--professional level competence in the discipline of planning.
8. Schooling should viably implement an intent to identify the individual with social change.
9. The programs and curriculums of schools should be decidedly improved and expanded in the provisions they make for content which is community producing.
10. The individualizing humanistic content of schooling should be demonstrated to be the most important reason for keeping schools in operation. (Haskew, II, Pages 25-43)

The emphasis in the above ten items on individualized instruction, planning, and the local, state, federal partnership should be kept in mind as later pages of this paper are read.

#### The Effect Of Technological Change

The U. S. Bureau of the Census reports that employed persons increased by ten and one-half millions in the 15-year period between 1950 and 1965. The increase is accounted for by: (1) Four and one-half millions more professional, technical, and kindred workers; (2) Two millions fewer farmers and farm managers; (3) One million more non-farm managers, officials and proprietors; (4) Three

and one-third millions more clerical and kindred workers; (5) One million more sales workers; (6) One million more draftsmen, foremen, etc.; (7) One million more operatives; (8) One half million more household workers; (9) Two millions more service workers; and (10) Over one and one-half millions fewer farm laborers and foremen. The number of laborers other than farm laborers remain about the same. The occupations on the increase are those that will require even more education in the future; the ones that are on the decrease are those requiring few skills and lesser knowledge. (Fawcett, II, 199)

#### Implications For Vocational Education

Only a very small number of people today can find employment in unskilled occupations. Education has become a prerequisite for almost all jobs, but many of our former definitions of vocational education are inadequate to cover the world of work as it is now developing. The traditional vocational education programs of the high school involved agriculture, trade and industry, business and office occupations, distributive occupations and vocational home economics. Only about one-seventh of the high school students were enrolled in such programs as of 1960 and less than half of those found employment in the fields in which they were enrolled. (Tyler, II, 44)

The education required for occupational competence involves much more than training in specific vocational skills. It begins in early childhood and continues throughout active occupational life. Its objectives include: increasing understanding of the world of work, knowledge of vocational opportunities, development of basic literacy and work habits, development of ability to plan for a career, development of the abilities required in the general field of an occupation, and development of specific occupational skills as needed. Occupational education is a core responsibility of the schools when viewed in this larger context, but as such it should emphasize individual flexibility, broad general education, competence in career planning and in developing more specific skills as needed. It involves not only experiences in the elementary and secondary schools but also in colleges and other post-high school institutions. Opportunity should not be limited by age or previous schooling if the student can be substantially aided in his educational development by further school experiences. (Tyler, II, 44)

#### Cooperative Educational Ventures

For many students, school learning seems irrelevant because it is not seen as closely related to their future lives in the community. This is one of the factors that causes many to drop out of school. For many students who do not drop out, the apparent lack of relevance of their school work results in low interest and effort in their studies. From the standpoint of society, the separation of school life from many aspects of community life makes more difficult the transition from school to work and from school to constructive community membership. Foreseeing the increased isolation of the schools as the urban and metropolitan areas develop, the educational authorities with the cooperation of others, should be planning now and instituting as rapidly as possible, school-community organizations to provide cooperative education (work-study programs), community services programs, and other means by which

school use can be actively involved in work experiences, in community services, in joint civic participation with adults and the like. These programs will be of benefit both to the educational development of the individual and to the community's advancement. (Tyler, II, 45)

#### REALITIES OF THE PRESENT

John I. Goodlad, writing about "The Educational Program to 1980 and Beyond," sets forth an inventory of education as he sees it today:

1. There appears to be little relationship between the earmarks of success in school and subsequent demonstration of those virtues inherent in many statements of educational aims.
2. There is an unwillingness or an inability (or both) to state-- at any level of responsibility or authority--what purposes are to be served by education, schools, or specific programs of instruction. States are confused as to their freedom and responsibilities in this regard and do not define adequately the role of their departments of education, as any cursory examination of state courses of study reveals.
3. The common expectation and demonstrated function of our schools are to cover tasks and materials that have been predetermined for specific grades and periods of time. This condition appears not to have a sound pedagogical base. It denies our growing awareness of individual differences in learning.
4. A substantial portion of the curriculum has not been justified on criteria other than habit or tradition.
5. The separate-subject pattern of curriculum organization that has predominated during the past decade of curriculum reform has placed profound problems of choice upon local school districts. There simply cannot be 30 or more academic disciplines in the kindergarten.
6. The much-heralded pedagogical revolution is still largely in the cumulo-nimbus clouds of educational reform that roll back and forth across this vast and varied land. To be specific, teaching is still largely a "telling" procedure; the processes of "discovery" and "inquiry," seem not to be well understood and tend to be used mechanically, if at all. The textbook dominates instruction.
7. Innovations which, in concept, are designed to unshackle the restrictive, monolithic structure of schools appear often to be tacked on.

8. There is precious little experimentation with the school as an educational instrument. A recent poll suggests that the lay public is at least as ready for change as the educators.
9. Teacher education, which should be the fountainhead, too often is a drainage ditch. It seems apparent that nothing short of a complete overhaul will bring to our teacher education programs, both pre-service and in-service, the vitality they must have if teachers are to effect the rapid educational evolution we want.
10. There is an assumption abroad in the land that the task before us now is to implement a host of educational innovations which already have been amply demonstrated and proved worthy. We have had but a handful of potent, imaginative, educational innovations during the past decade or so. (Goodlad, II, Pages 49 to 52)

#### SOME EVIDENCES OF PROGRESS

Current curriculum reform is designed primarily to update the content of instruction; to provide structured approaches to otherwise unmanageable accumulations of knowledge; and to bring the student into processes of the scholar, into reasoning for himself. Bothered by apparent submergence of the disciplines into broad fields and fused types of curriculum organization, current reformers have begun with and held to separate subjects, merging them only with great care. Any new cycle of curriculum change certainly should build upon progress of the last 15 years. We have given too little attention to what knowledge might be of most worth to children and have neglected the question of what kinds of human beings we should seek to develop. (Goodlad, II, 53)

New patterns of organizing classes and personnel are designed to widen the range of educational expectancy for an age group; eliminate the stops and starts of pupil non-promotion practices; encourage attention to individual differences; break down the monolithic concept of class size; encourage flexible grouping; and broaden the range of instructional personnel brought into the schools. In considering what materials to use with these new patterns of organization, the most promising are those which are designed to be responsive to the explorations of the students; enable the student to be self-propelling; extend the range of stimuli to several senses; provide alternative means to common ends; and free the teacher from burdens of routine correcting and testing. (Goodlad, II 54-55)

#### THE ROLE OF HIGHER EDUCATION

In many states, in the past, each segment of the public education enterprise acted rather independently and sought to achieve its goals through dealing

directly with the legislature on financial and sometimes on other matters. Frequently this was accompanied by a measure of consultation and cooperation among the heads of major institutions with relatively little regard for the smaller institutions. The great increase in the number of institutions engaged in education, the need to plan for additional ones, the necessity of reaching some agreement on the spheres of activity of the respective institutions, the raising of normal schools to colleges and even to universities--all these developments have made it clear that continued independent action can only result in severe competition, unmet needs and chaos. Therefore, it is reasonable to expect the development of coordinating boards or bodies in all states. Such boards may begin with little power other than to seek cooperation and to review new proposals for submission to the legislature. Gradually, however, it is to be expected that these boards will have substantial responsibility and will have the assistance of strong staffs which will play a large role in policy determination through the collection of essential data and development of proposals. (Reller and Corbally, II, 147)

Schools of education are slowly beginning to react to demands for specialization; research concerning the content of skills, attitudes, and knowledge required for teaching occupations is beginning to be produced. It is reasonable to predict that the content of teacher training by 1980 will concentrate more on the professional skills, attitudes, and knowledge required for specified responsibilities.

## PART II THE CONCEPT OF CREATIVE FEDERALISM

Considerable attention has been given recently to the concept known as "creative federalism." Opposition to the increase of state or Federal control over education has been based on the traditional assumption that there is a fixed quantity of power and that if the power of one level of government is increased, automatically the power of other levels of government is decreased. It is similar to the assumption of the classical economist that there is a fixed volume of goods and services and that if more goods and services are allocated to one sector of the economy, such as education, the amount of goods and services consumed by other sectors of the economy, especially the private sector, would be automatically reduced. This concept of the classical economist ignored the fact that in a dynamic economy, the total volume of goods and services is never fixed but constantly growing. Therefore the increase in the allocation of resources to investment sectors of the economy, such as education, will not reduce but actually increase the resources available to other sectors of the economy. (Johns, II, 262f)

The concept of creative federalism is based on the assumption that the power to deal with educational problems is now a fixed quantity but that it is expanding very rapidly. The increase in the power of one level of government to deal with a particular educational problem does not reduce the power of another level of government to deal with that problem. For example, educators have known for many years that education was one of the important means by which economic and social deprivation can be reduced. But the power of the states and local school districts could not be effectively harnessed to deal with this problem until the Federal Government was given the power to assist in dealing with it. Therefore the increase in the educational power of the Federal Government to deal with social and economic deprivation actually increased the power of the state and local school districts to deal with this same problem. This is what is meant by the term creative federalism. (Johns, II, 263)

The concept mentioned above is one of partnership in which the Federal, state, and local school districts operate as equals, each assuming the responsibility to perform the educational functions that can be most appropriately dealt with at that level. What is needed is a social systems model with a strong, well-staffed, capable Federal education agency interacting with strong, well-staffed, capable state education agencies in interaction with strong, well-staffed, capable local education agencies. Furthermore, each of these social systems -- the Federal education agency, the state educational agencies, and the local education agencies -- will be in continuous interaction with the decision making political power systems in their environments. The Federal agency needs the feedback from local school districts and one of the important functions of state education agencies is to provide the linkage necessary for the Federal education agency to receive that feedback. (Johns, II, 263)

If state departments of education do not accept their new and emerging roles, they are going to sink into bureaucratic impotency and their leadership functions, and even their control functions, will largely be taken over by regional Federal

educational agencies which have already been established or will be established.  
(Johns, II, 264)

#### THE FEDERAL GOVERNMENT

The Federal Government has made itself much more available to citizens for the solution of educational problems. The adoption of an American version of the Keynesian economic doctrine has been developed by successive Congresses to the point that it has included a policy of investment in education for the purpose of achieving national economic growth. Recent legislation emphasizing education for underprivileged groups has extended this economic purpose to designate the school as a conscious agency for social change. The events of the post-World War II international struggle for political balance between Russia and the United States have led to the tacit adoption of public education as an agency for the achievement of national purposes including defense. The classic purposes of public education to teach children the right and wrong of personal actions in society, to develop citizenship skills, and to provide an opportunity for social mobility have been augmented by both national and state purposes. A teacher tends, under these circumstances, to become to an increasing extent an agent of the state with relatively fixed goals requiring greater expertise to accomplish societal demands. The growth of specificity in results to be achieved by public school instruction may well lead to professional demands for definite assignments, evaluation in terms of known successful skills, and provision of opportunities for self-evaluation and intrinsic motivation not now entirely clear in terms of the more general purposes of education.. (Fawcett, II, 197f)

In our period of history, the Federal Elementary-Secondary Education Act, the Higher Education Act, and the Vocational Education Act presage a major shift in acceptance of responsibility by the Federal Government. The roles of both state and local governments in education have been changed thereby. This augmentation of the role of the Federal Government in education has come at a time when major increases in the size and complexity of the local school governmental units have made the consultative-consensus procedures of local school boards difficult to maintain. Citizens and groups of citizens interested in educational problems have long accepted in practice, if not in theory, the partnership concept of tripartite educational governments. (Fawcett, II, 198)

#### THE OBLIGATION OF THE STATES

Current efforts to strengthen state departments bode well for the future, but the process of improvement has only begun. State boards of education need to be examined rather carefully and their functions assessed. The vitality of state board of education leadership varies but on the whole has not evidenced the boldness and farsightedness that seems to be in order. State departments, starved in

most states by state legislatures, must be restored to positions of prominence and be modified to fulfill new and advanced responsibilities. Changes are needed especially in areas such as research and long range planning. The states have lagged badly in educational problem identification and anticipation of needs. Considerable growth in this capacity is in order. (Cunningham, II, 195) This is the second basic premise of this paper.

#### LOCAL EDUCATION AGENCIES

What a youth learns from agencies and institutions of the community shapes his character and his future less than what he learns from his teachers. Education of the young does not occur in a vacuum. It is socially developed, sustained, and expanded. Schools in which children are highly motivated, and the dropouts consequently low, will be found in a community that mobilizes its social resources and directs them to the creation of environment that gives significance to the lives of children and youth. (Smith, II, 65)

A local educational employee by 1980 is quite likely to be serving in a much larger school district than is common now. He will be faced with all the problems of large group participation. He will have to participate freely in the educational programs of national, state, and local governments. He will need to cope with more precise national, state, and local purposes of instruction. He will need to accept personal responsibility for keeping abreast of new knowledge. He will have to develop precise skills for teaching many who are now neglected or considered substantially uneducable. He will need to give much attention to the professionalization of his own work. He will need to participate in the affairs of the profession on a state and national basis. Most of all, he will need to accept full personal responsibility for participation in an organizational democracy. A major concern of educational governments should be to develop and maintain personnel policies and practices that will free educational personnel to make appropriate responses to societal change. (Fawcett, II, 201).

PART III  
THE EMERGING ROLE OF STATE DEPARTMENTS OF EDUCATION

Educational government has been a tripartite partnership since 1787. Assumptions of new responsibilities by the Federal Government and increases in the size of school districts will require a reexamination of the roles of state and local governments.

New Federal goals of education, as in the case of economic growth, national defense, and social change, should be incorporated with classic goals as in the right and wrong of social behavior, citizenship, and social mobility to provide a unified goal structure for the guidance of the public and of local educational agencies.

R. L. Johns, in his paper on "State Organization and Responsibilities for Education", states three conclusions as to the existing role of state departments:

1. International and national conditions make it more imperative than ever before that all 50 state departments of education provide aggressive and competent professional and political leadership for educational decision making. 2. Few, if any, state departments of education are now adequately staffed to provide the leadership and administrative functions required of them. 3. There is a need for improving the administrative, supervisory, and leadership services for education at all levels -- federal, state, and local -- but at this particular time, the most critical need is to provide more adequately for these services at the state level. (Johns, II, 255)

It has not been generally recognized that the Federal Government has the power -- if it deems it essential for the general welfare -- to establish a complete Federal system of elementary, secondary, and higher education. If the states should abolish their systems of public education -- an action which some of the southern states threatened to take following the 1954 decision of the Supreme Court abolishing school segregation by race -- the Federal Government would no doubt establish a Federal system of public education. This point is emphasized because it is sometimes assumed that the states have the exclusive right to operate public schools. Legally the states have the responsibility and the authority to establish and operate schools and colleges. The Federal Government, under the general welfare clause, also has the legal authority to operate schools and colleges. The extent to which the Federal Government will exercise that power depends to a large degree upon the extent to which the states discharge their responsibilities for providing educational opportunities. (Johns, II, 246)

Johns also questions whether some states have been unwilling to assume their educational responsibilities even though they have sufficient economic resources available to them. What should be the Federal policy in that event? The states have long ago decided that no school district has the right to provide a grossly inferior educational program. All states have established certain standards which must be met by all districts. Will the general welfare of the nation permit any state to provide as inferior an educational program as it desires? This is a rational question and it will be raised much more in the future than it has in the past. The evidence is clear that the importance of the role of the states in

education in the future will be determined by how effectively the states discharge their educational responsibility. (Johns, II, 247)

A local school district has no legal powers and responsibilities except those given to it by the state. School districts are created by the state, therefore there is no inherent power of local school government. The states do not have the exclusive right to provide public education and experience has shown that the Federal Government can and will intervene in providing public education when the states fail to discharge their responsibilities. The states cannot blame their educational shortcomings on the failure of local school districts because the states created those districts and are responsible for them. (Johns, II, 247f)

Johns also questions how long the environment will tolerate a weak, poorly organized, poorly staffed central education agency. He points out that if a social system such as the state department of education does not satisfy the needs of its environment, other social systems will supplant it. (Johns, II, 254)

Johns suggests that there are several conditions affecting the role of state departments and the Federal Government in education:

1. Today every advanced country in the world recognizes that education is the key to economic growth and even to national survival in this world of change.
2. The numerous Federal acts supported by Federal appropriations are causing a major shift in the locus of decision making from local and state levels to the Federal level.
3. Most local school systems spent far more staff time in complying with Federal regulations to obtain 8% of their funds than they spent in complying with state regulations to obtain 39% of their funds.
4. Only strong state departments of education can provide the needed linkage between local school systems and political decision making at the state and Federal levels.
5. It is true that public education should be protected from the vicissitudes of partisan politics but all important educational policies must ultimately be legitimized through political processes.
6. Perhaps the greatest single problem facing the civilized world today is the determination of what values shall take precedence in these changing times.
7. Unless the leadership, authority, and influence of chief state school officers in state departments

are firmly established, the state governors through the national compact may attempt to influence Federal policy decisions on education without consulting state departments of education.

8. Probably the most important leadership function now being requested of the state department of education is that it provide a linkage between innovators and local school systems. State department of education personnel are now expected to serve as "change agents" in spreading desirable innovations, developed not only by universities but also by innovative local school systems throughout the nation.
9. Very few state departments of education are in a favorable position to compete for top-quality personnel. In some states the controlling factor is the limitation on salaries and in other states it is the political "spoils system" coupled with low salaries.
10. It would make much better sense to provide 25% of school revenue from Federal sources, 50% from state sources, and 25% from local sources. These percentages should of course vary from state to state depending upon variations in wealth and other factors. (Johns, II, 255-262)

#### CLARIFYING THE MISSION OF STATE DEPARTMENTS OF EDUCATION

Despite the rhetoric sometimes employed, most state departments of education devote the major part of their energy to regulatory activities. Teachers must be certificated, state funds must be distributed, and textbooks must be adopted. These and other regulatory functions need to be carried out, but in many instances the operation is little more than a routine implementation of the law. The time has come when the leadership function, long bandied about and quite ambiguous in meaning, must be taken seriously.

Perhaps the meaning of leadership can be sharpened if it be contrasted with maintenance. To keep the organization going, to administer the law, to visit schools as usual, to convene the state board as is the custom are common maintenance activities. We shall always have maintenance functions with us. But if the state department is to exercise leadership it must help create new law, work out unique arrangements with schools in the fields, and convene productive meetings with people and agencies never before involved. In short, the educational scene in the state will undergo some change ascribed, at least in part, to the leadership activities of the state agency for education. Leaders must lead. (Campbell, II, 268)

To be more specific, most state departments have responded, after due course, to the pressures around them. These pressures may come from school districts, from the state legislature, and they are now coming increasingly from the Federal Government. In many instances the state does little with Federal pressures except act as a broker between Federal and local agencies. If the state is to lead it must do more than mediate, it must influence Federal legislation and guidelines as well as the positions taken by local districts in their responses to Federal provisions. The state department ought to be a responsible voice -- at times a countervailing voice -- and not merely a reluctant expeditor of Federal programs. (Campbell, II, 268)

#### ADOPTING A NEW APPROACH

In the future, state departments should stress -- far more than in the past -- coordination and support. For instance, instead of employing a number of so-called specialists in education for the gifted, one state chose to set up centers where model programs for the education of the gifted could be developed and where these programs might be observed. The state invited proposals from schools and school systems and offered some financial support for the proposals found acceptable. Each center involved a number of its regular teachers in the establishment and operation of its program and, thus, the efforts of the state were multiplied by using the talent found in the local districts. State money was granted to the local district for the employment of a coordinator of the project and for compensation of released time of local staff necessary in the demonstration of the project to many visitors. (Campbell, II, 269)

Although the following comments were essentially made by John Goodlad, they should be viewed in light of the plans for a supplementary center in the State of Alaska.

There should be a center permanently and continuously engaged in the kinds of societal projections and educational extrapolations sought in the present Eight State Study. This center, or another one, should engage in an array of simulation activities designed to reveal alternative school programs and the consequences of introducing any combination of changes into a school. There should be several experimental schools existing apart from the requirements of any state or local school system. And finally, there should be a network of demonstration schools linked communicatively with the several experimental schools.

One of the functions assumed by the study center proposed should be determination of the respective roles of state and local school districts, universities, and industries in developing the experimental-demonstration system. The need for cooperative involvement is particularly clear in teacher education. (Goodlad, II, 59)

#### The Research Function

The research function -- now largely neglected in most state departments -- could be coordinated and supported in much the same way. With the employment of a few competent research people in the state department itself, the talents of gifted researchers in universities and other research centers might be enlisted on a

contract basis. With appropriate encouragement, the talents of individuals outside the organization can be enlisted toward achieving the ultimate purpose of the state department. In short, research divisions of state departments may become expert in sensing problems, in supporting researchers in many institutions in working on such problems, and in disseminating to the field useful information growing out of such research activity. (Campbell, II, 269)

### The Development Function

David Clark has made several comments on the developmental function in state departments, some of which are included here as prophecies. The development program of state education agencies will probably emphasize: (1) gathering administrative and planning data; (2) field testing innovations; (3) demonstrating and disseminating. Surely the state education agency will serve as a vital communications link between the Federal Government, regional laboratories, and the local district. It is likely that the Office of Education will decentralize the administration of much of what is now included in Titles I and III so that the state agency, working directly with local districts, will administer completely the bulk of these monies (a process largely accomplished by the Congress in 1967).

Many state education agencies have already assumed leadership in establishing a national system of educational statistics. This trend will certainly continue and such agencies will represent storage and retrieval centers of major significance in educational planning.

Most state departments will set aside state monies to be used for innovation and will establish state-wide, decentralized programs for the diffusion of educational inventions. These state hookups will tie in with all the regional educational laboratories in the country. They will be able to bring news of innovations to all teachers in the state through educational television and will be able to mount intra-state regional demonstrations at short notice. Key districts spotted throughout the state will serve as local dissemination and demonstration centers. (Clark, II, 173f).

### The Planning Function

Even the planning function -- almost completely non-existent in most state departments -- might become a reality if the approach is to be one of coordination and support. Few state department personnel are trained to be planners and few state board of education members have the time or competence for such a task. One approach -- used increasingly in recent years in higher education and in government -- is the appointment of a group of able and influential citizens to an ad hoc committee or task force. Several states following this policy have developed master plans for higher education. Every state needs a master plan for elementary and secondary education. If the state department can define the task and make it appear important, able citizens can be attracted for short periods of challenging service. Ordinarily, such citizens expect no pay. They do expect to have a small staff available to them, and, of course, they should be reimbursed for expenses incurred. Thus, the talents of many people can be enlisted in helping with the business of the state agency. (Campbell, II, 269f)

### Upgrading The Staff

Fully as important as seeking good state boards and chief state school officers is a program for upgrading the staff of the entire state department of education. In some states, the number of staff members probably needs to be increased, but more important than number is the quality of the people who serve in the department. At present, most states use the public schools as almost their only source of staff members. Frequently these are the rural public schools for the reason that state department salaries are not competitive with salaries paid teachers and administrators in city and suburban school districts. With staff members coming from the rural schools, the rural orientation in most state departments is reinforced and the inadequacy of state departments to deal with urban and metropolitan problems is thus accentuated. It is also necessary that state departments seek personnel from agencies and institutions other than schools. For instance, a research director may come from a university, a planner may come from a planning agency, a staff member in finance may come from business, and a computer expert may come from one of the testing agencies. In any case, the pool from which talent is sought needs to be enlarged. (Campbell, II, 272)

PART IV  
THE NEED FOR STATEWIDE PLANNING

Set forth in the preceding pages are the changes in society by 1980, with attendant implications for education as visualized by the various writers and presenters of the Eight-State Study Project. An attempt has been made to define and further the concept of "creative federalism." After stating the emerging roles of state education agencies, it is now necessary to enter the area of planning at the state level to meet the changes that will occur.

If educational planning is to flourish at the state level and if it is to serve educational institutions effectively, organizations will need to be adapted or created which will provide a setting to which competent planners will be attracted and in which they can function effectively. The following functions are judged to be among those which state planning groups should perform: (1) determining through analysis and assessment those educational objectives for a state which should receive highest priority for given time periods; (2) developing multi-year master plans designed to insure the effective attainment of high priority and other educational objectives for pre-school, K-12, and higher education; (3) creating various program alternatives designed to achieve high priority objectives, performing cost-benefit analysis of these alternatives, and translating the results into specific proposals; (4) assessing state programs of financial support in order to determine their adequacy for insuring investments needed to achieve educational goals and, when necessary, developing legislative proposals to correct inadequacies; (5) examining school district, intermediate, and state department structures in order to determine their adequacy in relation to achieving established educational objectives, and, when necessary, developing alternative recommendations designed to improve these structures; and (6) serving as an interpreter of quantitative data on education and of important state and national studies which bear upon and have implications for educational planning.  
(Culbertson, III, 280f)

The Characteristics Of Planning

The following characteristics typify the newer approaches to planning which must be undertaken if there is to be a coordinated approach to planning: (1) a more open and deliberate attention to the selection of ends toward which planned action is directed, and an effort to improve planning by sharpening the definition of ends; (2) a more systematic advanced comparison of means by criteria derived from the ends selected; (3) a more candid and effective assessment of results usually including a system of keeping track of progress toward interim goals. Along with this goes a "market-like" sensitivity to changing values and evolving ends; (4) an effort, often intellectually strenuous, to mobilize science and other specialized knowledge into a flexible framework of information and decision so that specific responsibilities can be assigned to the points of greatest competence; (5) an emphasis on information, prediction, and persuasion rather than on coercive or authoritarian power, as the main agent of coordinating the separate elements of an effort; (6) an increased capability of predicting the combined effect of several kinds of

simultaneous actions on one another; this can modify policy so as to reduce unwanted consequences or it can generate other lines of action to correct or compensate for such predicted consequences. (These points are attributed to Max Ways, in his "The Road To 1977," as it appeared in Fortune, in January, 1967, and as quoted by Culbertson, III, 267)

### The "Emerging North" And International Education

A conference sponsored by the Ford Foundation at Montreal on January 23 and 24, 1968, set forth as its rationale for the meeting that all public education in general is acknowledged to be growing increasingly complex and of necessity seeking new directions to meet effectively the changing demands of modern society. The problems of northern education are, however, even more complex because they involve the problems of an emerging group of people. Cross cultural implications with their attendant questions of value judgements and natural environment factors of vastness, isolation, harsh climatic and geographical features further compound the situation.

It was further stated that the unique qualities of the "Emerging North," combined with the developing social awareness of non-dominant ethnic groups, compounded by the new demands of public education in general, requires a degree of attention of the educational programs in the North heretofore completely neglected. There are, at present, many people from various disciplines, spread across numerous political boundaries, all concerned with northern development and the potential of the indigenous people of the North. There is, however, little interplay among such people in any given country and even less from nation to nation. With all circumpolar nations reflecting certain similarities, and all people working on northern development regardless of their specialty reflecting certain concerns, a means of drawing such people together to form a common denominator of experience and interest seems to be one reasonable approach to investigating the problems of human resource development in the North.

At the Montreal meeting, representatives from the fields of economics, geography, sociology, cultural anthropology, psychology, educational curriculum, educational research, and educational administration met to discuss the possibilities of an international conference for the purpose of regional planning.

As visualized by the conference participants, the problem involves an investigation of a new and different method or means of developing the resources (people) of the North. The conference would base its efforts on stating desirable outcomes, available resources, defining target groups, the processes to be used, past successes and failures, adjustment and readjustment to change, using continuing international discussions as focused on the helping professions and personnel involved.

This writer sees the development of such a program as being of extreme importance, not only in what may result from the conference itself, but in what will occur before the conference takes place. It will be necessary for each state or nation represented to take stock, to say "what is," "what should be," and to state possible means of getting there. Two projects having a great import for saying "what is," and "what should be" in Alaska are set forth in brief form at this point.

An Arctic Development And Demonstration Center

With a program for determination of statewide needs in mind, the State Department of Education in Alaska has developed a proposal focusing on the establishment of an Arctic Service Center to help provide a "relevant" education for youth throughout Alaska. It is aimed at combining the potentials of many diverse educational, social and cultural agencies to enlarge the aspirations and capabilities of Alaskan children and youths. The first objectives of the center are to:

1. Assess needs and potentials of youths age 13 to 20 who are in the process of cultural transition.
2. Develop techniques to evaluate the preparation and abilities of these students within the various stages of the educational process.
3. Develop, field test, demonstrate and disseminate instructional materials and teaching strategies which will provide that relevant education.
4. Organization of four or more satellite schools to demonstrate the use of materials and teaching strategies as mentioned above.
5. Help prepare teachers especially trained to work with youth in cultural transition, and their parents in the communities.

Within the objectives listed above is the concept of the satellite schools; a pilot project proposal has been developed to demonstrate such an area service center with the objectives of:

1. The development and improvement of curricular offerings and instructional programs as needed for an area secondary school.
2. Development and evaluation of the effects of a resource center with primary emphasis at the secondary level, but also the provision of improved materials and services for elementary programs.
3. The development of an in-service training program directed toward the individualization of instruction.
4. The development of a program of supplementary services to area elementary schools.

These two projects, or a project within a project as it may work out, both have as their focal points the determination of needs and development of programs for individualized instruction. Upon such efforts to locate problems and plan effective programs to counteract those problems lie the hopes of many in our future generations. Alaskan educators cannot continue to teach toward the larger middle group and ignore the peripheral students; there must be efforts to make education relevant and meaningful to all students. Thus the emphasis on planning in this paper.

PART V  
ACHIEVING GREATER UNITY OF PERSONNEL IN THE ALASKA DEPARTMENT

The concept in planning which appears to be emerging in some areas of the United States is the "packaging" of special purpose and general support funds based upon a desire to provide a better coordinated effort to improve educational programs. Regional groupings of states are discussing this concept and each state will have to define its needs, its problems, possible solutions to problems and funding sources prior to such a regional program.

Recent federal legislation emphasizes the desirability of broad planning in education. The Elementary and Secondary Education Act of 1965 (ESEA, P.L. 89-10) places emphasis on programs for the disadvantaged (Title I), establishment of supplementary centers (Title III), and the strengthening of state departments (Title V) as one example. The Educational Professions Development Act (EPDA, P.L. 90-35), with its emphasis on training of professional and non-professional educational personnel is another.

The need for state and national information on programs inherent in the "Circumpolar Conference" at Montreal will also make it mandatory that political divisions and sub-divisions reexamine their attitudes and approaches to education.

INVOLVING STATE DEPARTMENT PERSONNEL  
IN PLANNING

State department personnel must realize that the goals of public education change as society changes; they change as research provides more data concerning their content; they change as the capabilities of students and teachers change at the local district level.

A new employee in the state department will need to determine as soon as possible the institutional goals and language used. The individual, under the governmental tripartite cooperative system of school operation, will need a precise knowledge of the values used in state and national governments as they apply in local school districts. Institutional definition will need to show the precise decisions made concerning goals of instruction, since they are, at any time, a product of compromise and adjustment of differences among citizens under professional leadership. The new employee will need to know the procedures by which goals are to be reached. He will need to know assignments, not only for himself but for all the others within the organization with whom he participates in a cooperative endeavor. His goals, in relation to those of the state and the local school systems are identifiable if these data are available to him, and he has some chance of examining them in relation to his own hopes, desires, and ambitions. (Fawcett, II, 207)

An effective colleague needs to be familiar with the characteristic interpersonal

behavioral patterns of those with whom he works. Mutual respect is often possible only if this kind of behavior is identifiable. One aspect of the problem is the group behavior of members in the organization. Research has identified three dimensions of this behavior as acceptance, leadership, and affection. Although understanding of group behavior is indispensable, mutual respect is also dependent upon understanding of fellow workers' characteristic attitudes toward work, the difficulty of the skills displayed in work, and the utilization of knowledge. These are appreciated most when there is a precise knowledge of their relation to cooperative goal accomplishment. (Fawcett, II, 207)

With these factors in mind, the Alaska Department of Education should commence planning on an inter-institutional basis. But it will be necessary, prior to working with other agencies, institutions, and organizations, for the common purpose of master planning, for the Department to pull its various units and divisions together under a commonly accepted and cooperative attitude and philosophy.

The desirable outcome of such an effort would be a positive attitude on the part of all Department of Education personnel in the creation of statewide goals and procedures for obtaining such goals. At the Department level statewide planning is essential to obtain a viable, visible plan for state participation in the tripartite system mentioned in earlier stages of this paper.

A major concern should be the assistance of individuals within the Department to obtain a definable role for themselves within the commonly accepted role of the Department. Many of the difficulties and partial failures of the Department are based on a lack of involvement of many individuals in such planning. An attempt must be made to individualize the Department's programs and still state the individuals' responsibility to the Department in general. The concern in the Department should be to state the overall plan for education and then to plan for each divisions' part in it; then to state each individuals' role within the division.

The divisions of the Department have existed in the past on a separate entity basis; participation in programs has been by discreet units. Therefore, a vehicle for solidifying the philosophy, objectives, and goals of the Department must be found to provide a common approach to educational problems within the State. This proposal is an attempt to state that vehicle, and to search for ways to implement a program which would bring about the desirable outcome.

Over the past three years, the Department staff has grown from a very few persons involved in many areas to many individuals with specific responsibilities, although there is still some overlap as new programs are added from the Federal and State levels. During that three year period, individual staff members have visited local education agencies in the attempt to represent the Department in a visible manner. Such individuals are seldom able to provide specific information desired by the local education agency. They have been able to speak only in their own special area. Better planning, as well as better utilization of the total Department staff can be provided to local agencies through implementation of a "task force" concept involving individuals from various divisions.

PHASE I  
THE INTRA-DEPARTMENTAL PROPOSAL

As mentioned earlier, some members of the Department staff have been working with the workshops in Inquiry Development sponsored by the Northwest Regional Educational Laboratory. With this background, and the additional training in the techniques of working with teachers and developing materials for individualizing instruction gained by the work set forth in this proposal, the members of the staff will be available to demonstrate before the regular workshops and conferences held by the Department during the coming summer and fall. There will be a dozen or more of these, involving teachers and administrators of both district and State-Operated schools.

Using such conferences and workshops, as well as regular school visitations, the staff will need no monies beyond the regularly budgeted funds to carry on the types of projects described here. The primary intent of the training and visitations described in this proposal is to gain a united effort and preparation of the staff where it is not now possible. Until a massive effort is made, individuals can only discuss such instructional methods and techniques in broad generalities.

Two assumptions are being made relative to this proposal:

- (1) An external agency is necessary where an attempt is made to bring the separate divisions together.
- (2) A vehicle is needed on which all parties can agree and which will have meaning for Alaskan programs.

An external institution available to the Department is the Northwest Regional Educational Laboratory at Portland, Oregon. As a member of that institution, the Department's personnel have been following the growth of programs and have been participating in an active manner in many. The Laboratory's Executive Director and his staff have indicated verbal agreement to spending one day or more orienting the staff of the Department to programs of the Lab. For once, the Lab staff would have an opportunity to work directly with an entire State Department unit, thus cutting down some of their costly and time-consuming communication problems. For the Department staff, the advantage would lie in obtaining an overall picture of what the Lab is attempting to do. Thus, the Lab becomes the external unifying force.

The vehicle which all Divisions could agree on philosophically is individualized instruction. From various parts of the country, and especially the Research For Better Schools (RBS) program of the Philadelphia Regional Laboratory, have come new programs in the area of such instruction. "Individually Prescribed Instruction" (IPI) is the product of RBS and several schools in Alaska are interested. The Department staff needs to know the advantages of such programs and the problems attendant to them. The NWREL staff is acting as a communicator with RBS in developing information on IPI, and the two assumptions could be combined in one at this point. In addition, a project aimed at individualized instruction

has been written for a small area high school in the State, to which all divisions contributed.

With the external force and the vehicle in hand, a six-stage program for visitation and developmental work is set forth involving the following Divisions and personnel:

**Division of Instructional Services:**

Earl Andersen, Consultant for Special Education  
 Jack Carruthers, Technical Assistant, Federal Programs  
 Wanda Cooksey, Consultant, Guidance and Counseling  
 Kenneth Grieser, Consultant, Science and Math  
 Jeff Jeffers, Coordinator, Pre-School and Adult Education  
 Margaret Justice, Consultant, Elementary Education  
 Harvey King, Consultant, Secondary Education  
 Dorothy Novatney, Consultant, Language Arts and Social Studies

**Division of Vocational Education:**

Ralph Matthews, Director  
 James Beima, Supervisor, Business Occupations  
 Elladean Bittner, Supervisor, Home Economics  
 Louis Ridle, Supervisor, Manpower Development Training

**Division of Administrative Services:**

Robert L. Thomas, Director  
 Michael Wheeler, Systems Analyst.

**Commissioner's Office:**

Robert Isaac, Special Assistant

Stage I  
 Mid-April, 1968

All personnel from the three Divisions listed above will travel to the Northwest Regional Educational Laboratory at Portland, Oregon. A one-day (or more) orientation to programs of the Laboratory will be presented by the Laboratory staff.

Stage II  
 Mid-April, 1968

Small groups of the Department staff will travel to specified locations to view developing projects as follows:

- A. Thomas and Wheeler: Further work with NWREL staff on computer needs of the State and the Lab; also on informational systems development.

Jack Carruthers: Further work with NWREL staff on their development of project design and evaluation techniques.

Following these two sessions, Thomas and Wheeler, would visit with the Oregon Total Information System (OTIS) project at Eugene on an application of the system approach to modern educational data processing problems.

- B. Earl Andersen and Louis Ridle would visit the Special Education Instructional Materials Center at Eugene, Oregon, as both operate as consultants in that area for the Department. The IMC is planning to establish a satellite center in Alaska, so their travel would result in benefits to future planning.
- C. Ralph Matthews and James Beima would travel to Pullman, Washington, to visit the vocational education instructional materials development program operating there under Dr. Gordon McCloskey.
- D. Kenneth Grieser, Wanda Cooksey and Harvey King would travel to Hagerman, Idaho, to view the Western States Small School Project to determine its value to secondary education and counseling programs in Alaska.
- E. Dr. Dorothy Novatney would return to Alaska via Seattle, where she would visit the Tri-University program in the Social Studies at the University of Washington under Dr. John Jarolimek.
- F. Margaret Justice and Jeff Jeffers will travel to Albuquerque, New Mexico, to visit the Southwestern Cooperative Educational Laboratory (SWCEL) whose program is to develop materials and methods for teaching children of culturally diverse groups. This most certainly is applicable to the Alaskan area.

While at Albuquerque, Justice and Jeffers would also visit the Educational Research Information Center for Small Schools, as this is also highly applicable to Alaska.

The same two people would also travel to Mullinville, Kansas to visit a project being developed there between the local schools and Fort Hays State College in teacher techniques of individualized instruction.

- G. Elladean Bittner to visit workshops in the San Francisco area (Region IX) related to aide training, and specifically in the health training

area. The need for aides in a program of individual instruction is well established.

- H. Robert Isaac to visit the Summit School (K-12) at Frisco, Colorado, and the offices of Caudill Associates in Aspen, Colorado. These architects are involved in developing flexible construction which will complement the types of instruction needed for small schools and are written up in the exhibits of the National Council on Schoolhouse Construction.

Stage III  
End of April, 1968

Each of the visitation groups listed above will prepare written materials relative to what applicability the various projects will have for future program planning in Alaska. Copies will be distributed to all members of the Department, to advisory groups working with the Department, and to local educational agencies who may evince an interest in such projects.

Stage IV  
Mid-May, 1968

After allowing a period of time for reading and digesting the information in the prepared reports, the Department staff will meet to discuss and put together a balanced report as to each Division's part in developing the techniques and materials of individualized instruction for schools in Alaska. It should be noted that the Division of Vocational Education has much experience in the program over the past years in that the types of skill subjects they have been working with lend themselves to individualization. When one enters the areas of the sciences, behavioral sciences, etc., it is much more difficult to evaluate individual skills.

Stage V  
End of May, 1968

Following these preliminary steps, a workshop would be held for Department personnel on the techniques of individualized instruction; they would be involved in developing programs of individualized instruction and materials for such projects. It is anticipated that the workshop would be operated by consultants from other states, specifically the types of personnel involved in the Oakleaf, Pennsylvania project for "Individually Prescribed Instruction" (IPI). Dr. John Goodlad, from California is another individual who might be brought in to operate the workshop. Following approval of this proposal, a solid choice will be made.

Stage VI  
End of May, 1968

Following these workshops, and to a certain extent during them, demonstration units will be developed

across division lines so that task force groups could work with local education agencies.

The appearance of such combined groups in local school districts would have much more effect than the individual visitations of the past.

#### Funding Of Phase I

It will undoubtedly be difficult to obtain permission to send so many of the Department staff out of Juneau at a single time, but, since we cannot get several out in the attempt to upgrade them through in-service or extended sessions, it will help to use a short period to accomplish the same thing. The shortest period of visitation in this proposal for anyone to be out will be four days, with the longest a period of nine days. Of the latter, two will be weekend days. The following represents the total travel, per diem and costs involved in Phase I:

<u>Name</u>	<u>Travel to</u>	<u>Transportation</u>	<u>Per diem</u>	<u>Other</u>	<u>Total</u>
Andersen	Eugene, Oregon	155.40	105.00	15.00	275.40
Carruthers	Portland, Oregon	135.40	105.00	15.00	255.40
Cooksey	Hagerman, Idaho	215.70 50.00	147.00	15.00	427.70
Grieser	Hagerman, Idaho	215.70 50.00	147.00	15.00	427.70
Jeffers	Albuquerque, New Mexico Mullinville, Kansas	381.70 50.00	189.00	15.00	635.70
Justice	Albuquerque, New Mexico Mullinville, Kansas	381.70 50.00	189.00	15.00	635.70
King	Hagerman, Idaho	215.70 50.00	147.00	15.00	427.70
Novatney	Portland, Oregon	135.40	84.00	15.00	234.40
Matthews	Pullman, Washington	179.70	105.00	15.00	299.70
Beima	Pullman, Washington	179.70	105.00	15.00	299.70
Bittner	San Francisco, California	206.00	105.00	15.00	326.00

<u>Name</u>	<u>Travel to</u>	<u>Transportation</u>	<u>Per diem</u>	<u>Other</u>	<u>Total</u>
Ridle	Eugene, Oregon	155.40	105.00	15.00	275.40
Thomas	Eugene, Oregon	155.40	84.00	15.00	254.40
Wheeler	Eugene, Oregon	155.40	84.00	15.00	254.40
Isaac	Frisco, Colorado	266.20	147.00	15.00	478.20
		50.00			
		<u>3,434.50</u>	<u>1,848.00</u>	<u>225.00</u>	<u>5,508.00</u>
Travel for Outside Consultants (Workshop in Juneau)		2 @ \$500			1,000.00
		1 @ 250			250.00
Subsistence and Honorarium for Outside Consultants		2 @ \$125 per day			1,334.00
x 5 days + 2 days per diem					
		1 @ 100 per day			342.00
x 3 days + 2 days per diem					
Telephone and telegram					150.00
Paper and Printing Supplies					500.00
					<u>\$9,084.00</u>

Funds in the amount of \$9100 remain with the Department of Education as a result of a \$10,000 grant from the Ford Foundation for evaluation of programs commenced with other grants to local school districts in Alaska to overcome the effects of the 1964 earthquake. These funds will be withdrawn if not expended soon.

This writer can see no more reasonable use of these funds than commencing a program of Statewide planning which would bear directly upon improvement of instructional programs for children throughout the State. With the experience gained in this first phase, the development of individualized programs and projects will become of paramount interest to the staff. Of particular importance will be the aid to local districts in developing projects under the various titles of Federal legislation. Where only a very few were able to aid in this area before, the districts will have access to many; several in a "task force" will be able to aid in building a more comprehensive project, especially for disadvantage children under Title I of the Elementary and Secondary Education Act. In an overall sense, the determination of needs throughout the State will be aided by comprehensive studies of local education agencies by such "task forces" as set forth here.

Thus, funds for Phase I will be requested from the Ford Foundation.

PART VI  
INTERAGENCY PLANNING

Any planning toward education in the State of Alaska should involve as many of the educational agencies, as well as social and cultural agencies, as it is possible to bring together. The University of Alaska, the State Department of Education, Alaska Methodist University, the Bureau of Indian Affairs, the various school districts, and other organizations interested in education should form a group which would become the major planner of education for the future. In this regard close and responsive relations are being established with educational laboratories, particularly the Northwest Regional Educational Laboratory of Portland, Oregon. Through such relationships very large mutual benefits are to be attained. If the educational research and planning needs of the states and local districts are to be met the latter two will need to work closely with the universities. The staff and programs of the universities may benefit no less than the elementary and secondary schools if they are prepared to cooperate while keeping in mind their responsibilities for instruction, research and services--and achieving balance and mutual reinforcement among those goals.

For the purposes of planning in one specific area (Title III, Elementary and Secondary Education Act, Establishment of Supplementary Centers) the State Department is appointing a Statewide Advisory Council made up of representatives of elementary education, secondary education, private elementary/secondary education, community colleges, higher education, private higher education, public school teachers in general, special education, the Legislature and the culturally different, economics, anthropology, and the arts. Ex officio membership will be extended to the Bureau of Indian Affairs and the Northwest Regional Educational Laboratory. Such an advisory group, also distributed geographically, can well serve the planning function in other areas than that for which it was originally established.

When one discusses the programs for consultation, visitation, and conferencing, whether on the state level, or on the level of the local education agency, one must consider the lack of human resources available in a small department of education. There is, however, another approach that could, and should, be taken. If all of the educational agencies, organizations, and institutions could be drawn into an overall planned program, then the reservoir of human resources around the state would be increased manyfold. There is a need for planning to draw upon these resources, regardless of the administrative agency involved. If one could combine the resources available from the Alaska Department of Education, the Bureau of Indian Affairs, the Alaska Rural School Project (supported by the Ford Foundation at the University of Alaska), the Northwest Regional Educational Laboratory, the Division of Statewide Services of the University of Alaska, other units of the University of Alaska, the Anchorage Regional Center of the University, and the personnel of Alaska Methodist University, then there would be many more opportunities to implement them. The local school district should be considered to have personnel of a specialized nature and who could provide extra services to other than their

own districts. It would perhaps be necessary to plan for utilizing the services of these people through the provision of state funds; or a combination of federal, state, and local funds, so that reimbursement could be made to the local school district, essentially the employing agency. Such items as honorarium, transportation, and expenses could be paid to the individual for a short period of time (two to four or five days) so that the individual and the local school district would not suffer from the loss of the individual's services. Such a program can only be envisioned if there is a broad, well-planned state program (and by this the writer does not mean only the Department of Education, but all agencies, organizations and institutions in the State).

#### A STATEWIDE PLANNING PROGRAM

With State and Federal programs urgently requiring determination of needs, and problems at the State and local level, it is entirely appropriate that the Department lead the way in determining overall needs, problem areas, and (in concert with other state agencies, organizations, and institutions) possible solutions and approaches to be taken. The following phases and time elements appear to be reasonable in the attempt to develop a master plan for education in Alaska.

##### PHASE II

September 1 - December 31, 1968

Involvement of organizations of an educational nature on a Statewide basis. Determination of needs and problem areas to which programs need to be directed. In addition to educational groups, economists, sociologists, anthropologists, and others should be involved.

##### PHASE III

January 1 - March 31, 1969

The period of Statewide planning. Programs should be suggested and categorized as to their possible influences in overcoming Alaskan problems and offering satisfaction of needs identified in Phase II. Again, the Department staff should offer leadership.

PHASE IV  
March 31 - July 1, 1969

Development of a State master plan for education. Throughout phases I, II, and III, there should be an acknowledged goal of a master plan evolvement. That plan should set forth in a tentative manner:

- Problems and needs;
- Possible solutions;
- Programs offering positive results;
- Allocation of programs and funds to units according to the local agency's ability and interest in working with the program;
- Listing of human resources available;
- Organizations, institutions, and agencies participating;
- A determination of roles of all involved;
- Possible funding sources.

POSSIBLE FUNDING SOURCES  
FOR THE TOTAL PROGRAM

As mentioned earlier, there is available to the Department of Education approximately \$9,100 in funds provided by the Ford Foundation for evaluation and study of programs following the 1964 earthquake. Only about \$800-\$900 were used for this purpose for travel of individuals. These funds should be used to provide a funding source for Phase I of the program set forth above. This program would be almost entirely within the Department of Education and dedicated to an upgrading of Department personnel in their ability to work on a consultative basis with local school districts. Thus, it would have basic meaning on a Statewide basis and could be a tremendous improvement in the services of the Department to those local agencies. As many of the proposals set forth above will deal with programs in education for the disadvantaged and be on a truly Statewide basis, the Ford Foundation funds would be used for an excellent purpose.

Additional funding sources for Phases II, III, and IV, can be located in State budgets, Title I, Title III, and Title V of the Elementary and Secondary Education Act. The Department of Education is considering a request for \$65,000 of Title III, ESEA, funds to develop the Arctic Development Center mentioned earlier. An additional \$50,000 is being requested from the State Legislature for that purpose. The Supplementary Center staff could possibly coordinate the overall program after Phase I has been completed. This is certainly one of the basic objectives of the Center: that of determining needs, and programs needed to overcome the problems within the State of Alaska. Its services could be used to no greater advantage, perhaps, than in directing this program, and thus developing its own programs after needs assessed in concert with other

agencies around the State.

Various Divisional budgets within the Department of Education, specifically items for travel and per diem, can be used for the purposes of this overall program.

## SUMMARY

This paper has attempted to set forth the need for developing the concept of "creative federalism," within the context of broadening cooperation between federal, state, and local educational agencies. Inherent in this concept is the feeling that should the Departments of Education at the state level not develop strong programs, the federal and local agencies will bypass them to provide programs in direct cooperation.

Secondly, the need for development of statewide programs to determine the needs of education within the state, of the people within the state, programs offering possible solutions to problems, and the place or role of the State Department of Education has been suggested.

Thirdly, the changes in society by 1980 as mentioned by various authors within the Eight-State Study, and the attendant implications for education have also been set forth.

The need for a specific program, or vehicle, to draw various divisions of the State Department of Education in Alaska together has also been set forth. The vehicle proposed is that of individualized instruction, to provide a staff capable of working as a "task force" in dealing with local educational agencies. This approach would provide for combining all units having personnel in educational programs who have face-to-face contact with local educational agency personnel; it is set forth as an absolute need in the attempt to broaden the pool of human resources available to be brought to bear on any given program or problem.

The primary consideration and vehicle stated for Phase I is the individualization of instruction. In effect, however, the program will become one of total planning for local education agency contacts, as well as development programs at the state level. From Phase I of the program it is anticipated that demonstrations of sample specific techniques in individualized instruction, the means of developing materials, and the construction of demonstration models will result. One program that will perhaps have meaning for the overall problem set forth in this paper is a program of educational systems development at the seventh and eighth grade level. This program, presently being discussed between the Divisions of Vocational Education and Instructional Services is an example of tentative cooperation presently occurring within the Department and which can be furthered to a great degree by the overall program set forth in this paper.

To implement the program, it will be necessary to secure the approval of the Commissioner of Education, of the Ford Foundation for the use of the funds presently with the Department, and the agreement of the individuals within the various Divisions of the Department. Several of these items have been accomplished: The various Divisions have indicated enthusiasm for the possibilities; the Commissioner has also indicated his belief that such a program can be of great value; the Ford Foundation has indicated that they would concur in a program which had meaning of a Statewide nature, as long as there was lasting

value, the program was of an instructional nature, and could serve the needs of students, especially the disadvantaged, throughout the State. This writer feels all of these factors are involved in the program set forth in this paper.

## BIBLIOGRAPHY

Specific references are made throughout the foregoing pages to papers presented at the meetings of the Eight-State Study Project, an effort and initiative of eight State Departments of Education. These papers are collected in three volumes (listed below) and this writer recommends them to all persons interested in the society of the future, as well as to all those who are in education. The papers represent concise and thoughtful consideration of what educators will very likely be contending with in the not too distant future.

References in the text of this paper are limited to the following papers (the first volume is listed for information purposes only):

Morphet, Edgar L., and Ryan, Charles O. (Editors); Prospective Changes In Society By 1980; Citation Press; New York; 1967.

Morphet, Edgar L., and Ryan, Charles O. (Editors); Implications For Education Of Prospective Changes In Society; Project Offices; Denver, Colorado; 1967.

Campbell, Roald F. (Supplementary Statement to paper by R. L. Johns); "State Organization and Responsibilities For Education;" pgs. 267-272.

Clark, David L.; "Educational Research and Development: The Next Decade;" pgs. 156-175.

Cunningham, Luvern L.; "Leadership and Control of Education;" pgs. 176-195.

Fawcett, Claude W.; "Educational Personnel - Policies And Practices In A Period Of Transition;" pgs. 196-214.

Goodlad, John I.; "The Educational Program To 1980 And Beyond;" pgs. 47-60.

Haskeew, Laurence D. (Supplementary Statement to paper by Paul A. Miller); "Major Implications For Education Of Prospective Changes In Society;" pgs. 24-33.

Johns, R. L.; "State Organization And Responsibilities For Education;" pgs. 245-266.

Miller, Paul A.; "Major Implications For Education Of Prospective Changes In Society;" pgs. 1-23.

Reller, Theodore L., and Corbally, John E.; "Colleges And Universities And Their Relationships;" pgs. 141-155.

Smith, B. Othanel; "Conditions Of Learning;" pgs. 61-76.

Tyler, Ralph W.; "Purposes, Scope And Organization Of Education;" pgs. 34-46.

Morphet, Edgar L., and Ryan, Charles O. (Editors); Planning And Effecting Needed Changes In Education; Citation Press; New York; 1967.

Culbertson, Jack; "State Planning For Education;" pgs. 266-284.

Two additional publications will be added to the series sometime during 1968 as a result of conferences at Albuquerque, New Mexico, March 21-22, and Denver, Colorado, May 1-3. The tentative title of the publication from the March conference is: Emerging Designs For Education: Program, Organization, Operation And Finance. That for the May conference: Cooperative Planning For The Implementation Of Technology In Education.