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The first half of this analysis of the Providence Social Studies Curriculum Project, a program which emphasizes college-school interaction in curricular development, includes discussions of problems and procedures of curricular change, evidences of change since the inception of the project, and background information on city problems which affect the Providence schools. The second half of this report, concerned with the structure of the project, describes categories and functions of the personnel drawn from the Providence School System (a social studies curriculum committee, the project staff, classroom teachers, and school administrators) and Rhode Island College (a social studies curriculum theorist, academic specialists, and a learning theorist) with continuous interaction and communication between them provided by project staff. Also included are a summary of the model used for the project, detailing 10 stages in the process of developing and spreading curriculum materials (with emphasis on the continuous interaction among the categories of persons involved in the process), and observations on the current status of the project. (SM)
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by
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An Analysis of Curricular Change: The Providence Experience

Of the various issues involved in curriculum development, effecting actual change in the classroom remains central. The most exotic curricular design, the most interesting teacher and pupil materials or activities, the most significant "new" ideas amount to little unless they are used by classroom teachers so that the classroom is changed and youngsters behave differently. It seems unlikely that the process of bringing about such change is going to be identical in each section of the country. What must be the same across the country is the examination and evaluation of this process to the end that successful strategies may be understood and, where appropriate, adopted.

The Nature of Curricular Change

To bring about curricular change requires a theory of idea, a setting for study, and an operating relationship among various groups of persons. In the Providence Social Studies Curriculum Project, there are several important ideas which are being examined: the possibility of using geography and history as integrating disciplines for designing a K-12 structure; the workableness of a design to relate the curricular structure systematically to the six disciplines of the social sciences; and the feasibility of a public college and a central city school system functioning together. The setting for this study is the Providence


2Taba, op. cit., chapter 23.

Public Schools. The groups of persons involved include a team of academic specialists based at Rhode Island College, specialists in learning theory, a theorist about social studies curriculum, the administrators of the Providence Public Schools, and the classroom teachers in the schools. All of these elements are functioning together to bring about curricular change.

Evidences of change are readily summarized:

- Prior to 1964-65, the Providence Public Schools used a social studies program based mainly upon the recommendations of the National Committee of 1916 as these were reflected in textbooks.

- Prior to 1964-65, work that had been done consisted mainly of reviewing texts and of writing outlines of content in syllabi.

- During 1964-65 and from the fall of 1966 to the present, a full time staff has been engaged in coordinating the contributions and interests of various groups of persons mentioned above.

- During the 1968-69 school year, materials and approaches developed and evaluated in the preceding two years have led to the spread of the program into all kindergartens and first grades as well as all classes from grade 4 through 9.

- During one week in summer of 1967 and in the summer of 1968, all teachers using the materials on a pilot basis and over 85% of the teachers using materials for the first time as they were to be spread through the system participated in a workshop of preparation.

- Receptivity and changed behaviors are documented at virtually every classroom visitation.

- Parents in the city talk about the program and are conscious of changed attitudes in their youngsters.

- Librarians in branch libraries identify changed behavior as youngsters come in asking better questions and knowing better how to use the resources of the library to find answers.

In order to understand this change, it is necessary to look at certain aspects of the process that has been used. To this end, it may be helpful to consider the setting for this study, to analyze the pattern and structures that have been used, and to examine the effects of changes in the classroom.

The Setting

This particular study is going on in the Providence Public Schools. To say this, immediately identifies at least two of the elements operating in the setting: the Providence School System and, by implication, this system in the context of public education in Rhode Island. In addition, a state-supported college, Rhode Island College, located in Providence is also a participant in the process. It is important to understand each of these aspects of this particular setting: the state, the city schools, and the college.
Perhaps I can best illustrate the situation in the state with two brief stories. In 1958, I came to Rhode Island College after teaching for several years in Mamaroneck Junior High School in Westchester County, New York. There I had become familiar with the work that was going on through the New York State Department of Education in what, in those days, was called Citizenship Education. I was familiar with guides, directives, state regulations, and state support. When I had been in Rhode Island for some weeks, I asked a colleague for a copy of Rhode Island's secondary social studies guides so I could peruse them with a view to comparisons. My colleague was stunned. "But there are no state guides and not even any regulations!" This, then, is the first important point about social studies revision in Rhode Island: it takes place in the context of maximum freedom from state regulations and requirements. The only statute on the books -- and it is desirable to have such minimal legislation -- calls for instruction in the constitution of the state of Rhode Island and of the United States commencing in the fourth grade and continuing thereafter. But no regulation or specific rule for implementation has yet been issued. Thus, the existence of a requirement for a year of United States history for a high school diploma reflects local regulations, college entrance requirements, and, of course, the weight of custom, but not law.

The other story is parallel. Several years ago, I went as a consultant to a conference sponsored by a state department of education. The opening speaker wanted to underscore the complexity of the curriculum development process and unfurled an organizational chart of the state department of education which made visually obvious the low level, bureaucratically speaking that is, of the social studies bureau. Layers of bureaucracy would have to be confronted and turned to affirmatives before matters could arrive at the commissioner's desk for his approval and his directives. When I rose to speak, I carried in my hand a blank piece of paper and indicated that that represented the social studies bureau and the entire bureaucratic apparatus in our state department of education so far as curriculum development was concerned! It was true at that time but change has come so that now there is a state Social Studies Supervisor who is housed under an Associate Commissioner for Instruction. The point here is obvious: Rhode Island, fortunately and unfortunately, has been free from a state department of education with layers of bureaucracy to design extensive regulations. This is fortunate because, again, this permits maximum flexibility for local school systems; it is unfortunate because there has been no direction or support or leadership at the state level until the last year and a half.

I know these two conditions differ quite widely from the rest of the states, even in New England. It has seemed to me to provide, therefore, the optimum setting for looking at Social Studies curricular revision. I should hasten to add that the smallness in scale which is characteristic of Rhode Island has been immensely useful in this process because it has been feasible to have the Commissioner of Education and appropriate associate commissioners of education informed as we have moved along.

Within the state, the largest school system is in Providence. The City of Providence is still the largest city with a present population of slightly over 200,000 persons. Providence is, moreover, the core city of a standard metropolitan statistical area of some 820,000 persons; this metropolitan region includes the capital city and portions of neighboring Massachusetts. It lies in the northeastern corridor of megalopolis with Boston less than an hour away and New York
less than four hours. Roads, railroads, banks, news media, artistic events and endeavors, state business all reinforce the role of central city for Providence. This is one of the old cities of the northeast with a history going back to the early 17th century in the person of the "patron saint", Roger Williams, and with a highly independent tone. Providence is an educational center with five senior colleges or universities and as many junior colleges and specialized post high school training centers. In turn, some 15,000 to 18,000 students are enrolled in these colleges. The city of Providence with 12,000 Negroes contains two-thirds of the Negro population of the state. Forty-five percent of the city's people lives in inner-city neighborhoods. The city, in the 1960 census, had some pockets of very great wealth but more than a fifth of the family units had incomes below $3,000 per year and only 10% of the family units had more than $10,000 per year. Providence, like other old cities of the northeast, suffered a heavy out-migration right after the war with a loss of nearly 50,000 persons in the 1950-1960 decade.

All this means that Providence, in spite of an excellent, notable, and well-implemented plan for urban renewal, has problems of morale and of finance. Central cities have sustained rapid increase in the imbalance between daytime and nighttime population with increased demands for parking, police and fire services, transportation, libraries and all the rest. But factories and business firms leave the central city because to modernize the old plant is simply uneconomic. Rising demands for services and a relatively slower growing tax base present the frame for the pinch Providence feels.

The Providence Public Schools are an arm of city government. School population parallels city population with the result that Providence has about 28,000 pupils enrolled, considerably fewer than the peak year of 1930 when 46,000 pupils were enrolled. Presently there are thirty-nine elementary school buildings, eight junior high schools with some becoming middle schools, and four senior high schools, in varying conditions all the way from splendid, new facilities opened in 1967 to four-room, frame, run-down structures built as long ago as the 1880's. The teaching staff numbers about 1200 and is represented for collective negotiation by a local chapter of the American Federation of Teachers. Another 150 persons serve as administrators and professional supportive personnel, while another 400 non-professionals provide support. The schools have recently been thoroughly surveyed by specialists from the senior colleges in the city so that considerable data has been assembled and much evaluative material is readily available.


Cooperative Planning for Excellence Project (COPE); reports presented to the Providence School Department during 1966-67:

Brown University, A Plan for Re-Organization of Providence Schools;
In the four years from the initial stages of this project in 1964 to the present, the Providence Public Schools have been under extreme tension and the changes have come almost too quickly to list:

1. Retirement of a superintendent after a tenure of over a generation followed by a superintendent with a four-year tenure, followed by a series of acting superintendents.

2. Retirement of other top-level administrative personnel without replacement primarily because of cost.

3. Emergence and infusion of significant federal monies leading to the creation of an administrative apparatus to deal with various federal programs.

4. Assignment of the contract for Community Schools to the Providence Schools by the city Office of Economic Opportunity agency.

5. Continued relative decline in school monies spent for instructional materials as compared to salaries.

6. Complete integration of all schools in the fall of 1967 with appropriate busing arrangements.

7. Development of a model elementary school in the Negro ghetto at the insistence of community pressure.

8. Introduction of a state-run school-wide lunch program.

9. A city council-school committee impasse leading to legislative enactment of a referendum to authorize the mayor to appoint the school committee; voters approved this in August of 1968.

10. Introduction of two middle schools with various organizational patterns currently in use.

11. Introduction of some ninth grades into all of the senior high schools.

All this -- and I could go on -- is the "real world" within which educational change must most definitely occur for central city school systems reflect and...
intensify all the pressures and ills of American society. These school systems also provide the most serious challenges to educators.

In addition to the state and the city as part of the setting for this study, Rhode Island College has played an active role. This is the state-supported senior college in the Providence area. An institution that evolved out of the normal school-teachers college base, it is now a general purpose arts and sciences college. Most of its students still enter some level of teaching. It still is the state's chief source of elementary school teachers. This college has emerged in the last ten or twelve years as one of the strongest of the state colleges in New England. It numbers among its faculty distinguished scholars in many fields and an especially strong group of specialists in the various fields of education. The college has some 3,000 undergraduates and over 2,000 part-time graduate students. It is in a central position of responsibility and opportunity to support change in education in the state.

Patterns and Structures

So much for some aspects of the setting in which this study is taking place. I want now to make some comments about the patterns and the structures we have used.

Since this is a study based within the Providence schools, it is well to start analysis there. The basic structure and the one that has existed since 1962, is a system-wide, vertically organized social studies curriculum committee composed primarily of classroom teachers. This group has varied in size from twelve to twenty persons, with about half of the personnel serving continuously in these last years. This is a group which developed a set of goals during 1962-63, which designed a tentative scope and sequence, which requested Rhode Island College to become involved in the process, and which provides continuous direction and response as the project proceeds. It should be noted that this was the first vertically organized curriculum committee in social studies in the state and the first of several vertically organized committees in Providence.

An essential part of the structure has been a full time staff, all of whom have been drawn from the teaching faculty of the Providence schools. In the summer of 1964, a group of twelve teachers worked intensively and gave the general ideas and the general theory form and shape. During 1964-65, three of that group remained to comprise the staff. Because of the lag of a year, a different staff had to be assembled in the fall of 1966 and five other persons, then, were asked to leave classrooms or assignments and join the project. This staff provides for continuous dialogue, for group planning and evaluation, for much cross-fertilization of ideas, and for the continuous development of strategy. Competent professionals and knowledgeable in the art of teaching, this staff has provided constant evidence of the capacity of classroom teachers to grow and develop into curriculum specialists given the time, opportunity, direction, and support. The present staff provides specialists in primary, intermediate, middle or junior high, and senior high school levels. The assistant project director, and chairman of this session, knows key persons within the system and knows, as well, how the schools really run out of his varied experience as classroom teacher and assistant principal at both junior and senior high school levels. This practical base of experience is further enhanced by the graduate studies he is
pursuing at Boston University School of Education. The present staff, then, is crucial to the project.

As the project has developed, every effort has been made to use existing administrative channels and normal structures. This means that the director of curriculum research, the assistant superintendents, principals, guidance personnel, and the successive superintendents have all been informed and involved in this process. The role of the superintendent is critical for the degree to which the project can be spread through the schools rests upon local monies, not federal. Opportunities have been given for presentation, interpretation, and feedback from meetings of elementary principals or secondary principals or school librarians or the faculty of a given school.

A conscious effort has been made to speak to parent groups whenever possible. To date, presentations have been made to the PTA council and to about half of the local PTA units. These presentations provide another opportunity for feedback to the full time staff.

In addition to the regularly constituted groups, the project staff has held area or building conferences for teachers working at a given grade level. These voluntary sessions have drawn considerable response and, as always, a group talking over problems and issues finds some strategies for solution as they share approaches and materials.

The project staff has been housed in the basement of one of the older elementary school buildings. The quarters are austerity-model and are adjacent to a corridor leading to the gymnasium, and you know what that means! A continuous flow of traffic and youngsters peeping in the open door to see what is going on. This has been a daily visible and aural reminder that the project is for children! The telephone in the office is only seven digits away from a teacher who requests help.

A centralized inventory of all social studies materials, a centralized ordering of new materials, and a centralized distribution process have turned the male staff members into stevedores. But, in addition, this centralized control of the entire curricular area gives the staff, the superintendent, and the principals instant knowledge about what exists and what can be moved where as classes are continually regrouped and reassigned during the year.

Now, on the Rhode Island College side, several patterns have been used. The basic team of six academic specialists consists of regular teaching faculty members. These persons were all selected because of their competence in their discipline and their speciality. Each, as it turned out, is also interested in the implications of the discipline for elementary and secondary schools. One role of these specialists has been to provide continual correction to the ways in which content, vocabulary, and method have been used in developing curriculum guides and resource units. In the initial stages, each specialist assisted in developing a set of concept statements for each of the disciplines; these statements have undergone three different revisions and rewritings. In the process of developing resource units, staff members have consulted with the specialists about the ways in which content or vocabulary or concepts or method might be used. After materials have been pilot-tested and classroom teachers have
provided criticism and suggestion about teachability, the curriculum assistants
have then redrafted the units. Following this drafting, the academic special-
ists have been asked to read the materials again for accuracy. One other key
role has been to participate in the in-service workshops with classroom teachers.

In addition to the basic team of six persons, several other members of the
history and social science faculty have been consulted or asked to read appro-
priate materials for the approach being used as well as for accuracy. In all,
to date, about a dozen different college faculty members have been involved
directly in the process.

Rhode Island College also has a splendid library and the resources assembled
there have been available to all persons working on the project. The curriculum
assistants, especially, have made substantial use of the library resources.
Specialized collections in African, Muslim, and East Asian materials have been
of particular help.

The college also offers numerous courses which are relevant to the materials
included in the guides. Thus, work in East Asian or Muslim or Indian studies as
well work in Africa or Latin America has been readily available either on a credit
or on audit basis, and this, of course, is in addition to the standard sort of
work available in United States or European materials. Many teachers in Prov-
dence have attended college classes to strengthen their academic base. A close
tie between project staff, director, and appropriate departments has resulted in
the ready availability of courses when they have been desired.

Perhaps I should make it clear that I have played several concurrent roles
which tend to reinforce one another. At Rhode Island College, I am a professor
of history with particular interest in the whole process of the British Empire
and Commonwealth of Nations. I am also Dean of Liberal Studies with responsibil-
ity for the arts and sciences departments, including, of course, the departments
of history and of the social sciences. As Project Director, I am responsible
for the overall direction of the project and for being certain that appropriate
links and support come from the college.

At Rhode Island College, the project staff makes a presentation every
semester in several of the education courses where students are in teacher-
training programs or where graduate students are studying curriculum or the
role of social studies in the curriculum. The intent here is to provide students
who will be doing their student teaching in Providence with some minimal orien-
tation and to provide graduate students with a first-hand illustration of the
process of curriculum development. From these presentations and from student
teachers, the project staff gains another source of informal evaluation.

Also at Rhode Island College, there is a laboratory school with about 600
youngsters. After several presentations to the faculty of the laboratory school
and after conversations with the director of laboratory experiences, the project
staff made available the entire set of materials with the expectation that the
program would be used during 1968-69. The school is in the process of phasing
into the program and, when this happens, it will be possible to secure some on-
campus evaluation as well.
I have tried to suggest the patterns and structures used in Providence and at the college. I wish next to comment briefly on three joint operations. The in-service workshops run the last week in August in 1967 and in 1968 have been planned by the project staff and have been run on the college campus. This has clearly been a joint effort as the teachers of Providence have attended in great numbers, as several administrators of Providence have come to attend selected sessions, as the team of academic specialists and consultants has come from the college, and as the college has provided support in facilities, coffee, audiovisual materials and equipment, and the like. Significantly, both years, the teachers participating have rated the time spent with the six academic specialists as their single most valuable experience of the week.

A second joint effort is in the planning at present and this is an invitational conference for January of 1969 with part of the activity on the college campus and classroom visitations taking place in Providence schools. Educators from the school systems of the state, from the state department of education, from the colleges, and from nearby Massachusetts and Connecticut will be invited to participate.

A third joint effort involves the production and distribution of project materials. Drafted by the project staff, used and evaluated on a pilot basis in Providence classrooms, rewritten by project staff, read and edited for accurate academic content by the college specialists, the materials are finally produced by the stenographic pool at the college and distributed at cost through the college bookstore.

These then are the various patterns and structures that are in use in the Providence schools, at the college, and in the joint relationship.

**Summary of Process**

At this point, it may be useful to provide a summary statement about the model we have been using to develop this project. You may find it helpful to follow this chart:
## Diagram 1
Providence Social Studies Curriculum Project

### Process of Developing Program

<table>
<thead>
<tr>
<th>Categories of Persons:</th>
<th>Primary Involvement in Stages #</th>
<th>Stages in Process:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>1. Developing objectives</td>
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<tr>
<td></td>
<td></td>
<td>2. Making a curricular design</td>
</tr>
<tr>
<td>Social Studies</td>
<td>1 2 6 10</td>
<td>3. Selecting content, vocabulary</td>
</tr>
<tr>
<td>Curriculum Committee</td>
<td></td>
<td>4. Organizing materials into draft units including specific suggestions for teaching methodology and learning experiences</td>
</tr>
<tr>
<td>Social Studies</td>
<td>1 2 3 4 6 7 8 10</td>
<td>5. Using materials on a pilot basis</td>
</tr>
<tr>
<td>Curriculum Theorist</td>
<td></td>
<td>6. Evaluating materials after pilot use</td>
</tr>
<tr>
<td>Academic Specialists</td>
<td>3 6 7 8</td>
<td>7. Rewriting and, if necessary, redesigning (stages 2-5)</td>
</tr>
<tr>
<td>Project Staff</td>
<td>1 2 3 4 5 6 7 8 9 10</td>
<td>8. Training teachers to &quot;spread&quot; materials to an entire grade level</td>
</tr>
<tr>
<td>Learning Theorist</td>
<td>1 2 4 5 6</td>
<td>9. Spreading materials</td>
</tr>
<tr>
<td>Classroom teachers</td>
<td>5 6 7 8 9 10</td>
<td>10. Continuous evaluating, rewriting, and changing within basic framework</td>
</tr>
<tr>
<td>School principals</td>
<td>5 6 9</td>
<td></td>
</tr>
<tr>
<td>Superintendent</td>
<td>1 5 9 10</td>
<td></td>
</tr>
<tr>
<td>and other administrators</td>
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</tbody>
</table>
You will note at the left that we identify the categories of persons who provide continual input of ideas, work, evaluation, and support at each of the stages while at the right we have identified ten stages in the process of developing materials and getting these spread into classrooms. It should be noted that this process provides for continuous interaction among the various categories of persons involved in the process. The other diagram below suggests that the role of the faculty at Rhode Island College lies mainly in the theoretical and disciplinary base while the role of the Providence Public Schools lies mainly in the pragmatic and operational aspects. The role of the project staff obviously is that of providing a continuous bridge and, at points, seeing that direct interaction occurs between the classroom specialists and the classroom teachers. Actually, to attempt to diagram the interaction included in this model, say for any four week period, would result in a page of black lines crisscrossing in all directions!

Diagram 2
Providence Social Studies Curriculum Project

Interaction of Rhode Island College Personnel and Providence Public School Personnel

Rhode Island College

Theorists and Academic Specialists

Project Staff

Providence Public Schools

Classroom teachers and School Administrators

Current Status

At present, the project is far enough along that certain observations can now be made. The program is in effect in all schools or it is in the drafting stages with the exception of the 12th grade where the Social Studies Curriculum Committee is examining specific objectives. Currently, about sixty percent of the pupils from kindergarten through 11th grade are involved in the program and more than two-thirds of the anticipated number of teachers are presently engaged in teaching the program. Every classroom building in the city but one has some aspect of the program in operation. The administration of the schools has provided financial support to make this spread possible. If the same level of support is available for the 1969-70 school year, the program can then be implemented for all pupils from kindergarten through 11th grade. If this happens, this will represent a total cost of approximately $8.00 per capita for the last three years or approximately $2.60 per capita per year to retool the school system and bring it up to the level the program will require. Maintenance costs are presently estimated to run only 15¢ to 20¢ per capita for the first five years subsequent to this initial retooling. I note, in this connection, the
meager per capita support for all instructional materials and the relatively low per capita total cost for the Providence Schools in 1966-67.

On the college side, there is rising interest and concern about the Providence Public Schools in general. Specifically, there is desire to see the social studies materials in use within the campus laboratory school. There is also some desire to study the model used in developing the social studies program to see about its usefulness in terms of the other curricular areas.

The principles stated for teaching methodology are clearly workable. In general teachers have been asked:

- to be participants in the group process with pupils
- to let the young people carry the major burden of planning the specific approach to and the particular sequence of studies within the general framework
- to focus upon the quality of work and the process by which it is covered rather than on the quantity
- to give particular attention to the development of skills especially those of questioning, of handling a variety of materials, and of group dynamics
- to handle the curriculum guide and the resource unit together in their planning

From these observations, some evaluative comments may be drawn. It appears that some teachers are somewhat "off base" in terms of the methodological principles suggested and in terms of organizing learning experiences with the class along the lines suggested in the resource units. The methodology apparently runs counter to the traditional role of the teacher as the font of knowledge and the center of all authority. With real satisfaction, we note many teachers giving all of our suggestions a competent and an honest try and then finding the whole approach satisfying and workable. Support comes from the project staff, other teachers in the building or grade level, principals, supervisors and all of these persons are informed and so tend to reinforce one another.

It is very apparent that there is a high positive correlation between teachers who participate in the preparatory workshop and those who start off effectively in the first month or six weeks. Apparently, the week's workshop is a strong source of initial support for change and then other support agents have time to come into play.

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7 Report of the School Committee for the Year, 1966-67 (Providence, Rhode Island: The Oxford Press, 1968); see Table I, p. 26 for total per capita cost of $607.25; see Table XI, p. 31, for per capita cost for "books and supplies" of $9.09.
It is apparent that teachers are less interested in the theoretical aspects of the program or the process than in the practical matters of pupil materials and instructional practice. My concern here is that such evidence as we can accumulate by observation and questioning suggests that there is a strong relationship between the ability of a teacher to articulate the theory and pupils' development of the desired conceptual framework. Teachers need to understand the theoretical dimensions of the program in order to use materials to best advantage. Selection and organization are keys.

It is clear that the process of systematic evaluation to identify behavior and to measure development of social science concepts is a complex process. We are having difficulty with this and it turns out to be considerably more complicated than we first anticipated. There is no problem at all in measuring acquisition of information.

To date, there has been less teacher resistance to the program than had been originally anticipated. The only formalized resistance has been in one of the high schools where the social studies faculty seized upon the social studies program as a convenient vehicle for expressing other dissatisfactions. The acceptance of the program, more widespread than had been expected — at least on the surface is readily documented. Obvious uncertainties about change continue: problems with multi-text, problems with organizing classes into various study groups, problems with participation in group processes, necessity for different teaching styles and methods, as well as overriding reluctance to confront theory.

It is clear that we have had considerable success in translating some of the crucial, central concepts into suggested learning activities with resultant learning in terms, not only of degree of concept formation, but also in terms of obvious behavior. To illustrate this, we have prepared a brief tape from some recently video-taped materials where classes are dealing with central concepts of "community", and "civilization." (Video tape here)

I hope, then, that this does provide some information about the process of curricular change and about the specific experience we have had in Providence in the last years.