

PROCEEDINGS
of the
GOVERNOR'S CONFERENCE
ON EDUCATION

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of the
GOVERNOR'S CONFERENCE
ON EDUCATION



Robert D. Ray, Governor

**October 7-8, 1969
Des Moines, Iowa**

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STATE OF IOWA

Office for Planning and Programming

STATE CAPITOL DES MOINES, IOWA 50319 TELEPHONE 515 281-5974

To: The Reader

The prime purpose of the Governor's Conference on Education was to provide a public opportunity for many of the various groups and organizations involved in Iowa education to present their viewpoints on the multitude of educational issues to the Governor's Educational Advisory Committee.

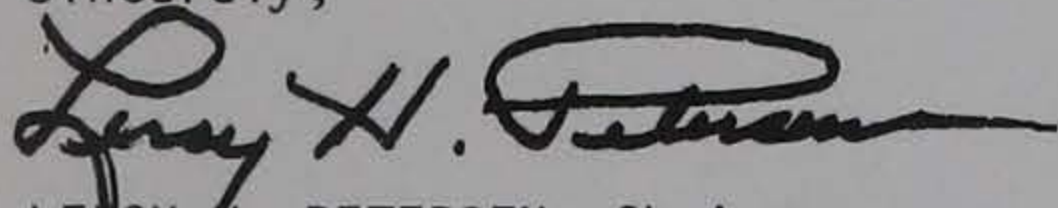
This Conference was different in that it was specifically structured to allow a broad range of issues to be presented by persons of widely divergent backgrounds and perspectives. Dialogue was limited in the interests of providing an overview of issues and limited available time.

It is hoped that these Proceedings will prove useful not only to the members of the Governor's Educational Advisory Committee as they continue their study, but also to those who attended the Conference and other readers interested in current educational issues in Iowa.

Most of the major presentations were given from prepared texts. Several of the presentations and the responders remarks were delivered extemporaneously. These extemporaneous comments were recorded on tape at the Conference and later edited for printing by an OPP staff member. Effort was made to include additional germane comments made during the presentation of prepared texts in the printed copy. All editing attempted to faithfully preserve the thought and style of the speaker.

We are grateful to the many speakers and other persons who contributed to the success of the Conference.

Sincerely,



LEROY H. PETERSEN, Chairman
Governor's Educational Advisory Committee

FOREWORD

This publication contains the proceedings of the Governor's Conference on Education which was held in Des Moines, Iowa in October, 1969. Approximately 500 participants, representing all sectors of education and the larger community, were in attendance.

The primary purpose of the Conference, as stated in the "Welcome and Introduction" by Governor Robert Ray, was to provide the newly created Governor's Advisory Committee on Education an orientation to the complex and diverse problems and issues of education.

The planners of the Conference and those participating in the program were successful in accomplishing their tasks. The Conference was structured to permit consideration of many of the components of the educational process, such as the problems of rural education, vocational-technical education, financing education at all levels, and non-public education. An examination of the proceedings shows that the program participants, who represented both the educational professions and the larger community, ably fulfilled their charge in that many divergent viewpoints were expressed for consideration.

Thus, the goal of the planners of the Conference became a reality in that the proceedings will provide an invaluable resource document to the Governor's Advisory Committee on Education and other educational planners and decision makers in the state in their attempts to provide quality education for the youth of this and succeeding generations. It is to be recognized that the full significance of the Conference is yet to be realized as concrete programs for the improvement of education in the state are designed and implemented.

E. Robert Stephens
Associate Professor of
Educational Administration
College of Education
The University of Iowa

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GOVERNOR'S EDUCATIONAL ADVISORY COMMITTEE

MR. LEROY H. PETERSEN
Grimes--Committee Chairman

MR. DUANE ARNOLD
Cedar Rapids--Power Company President

MR. ALBERT A. AUGUSTINE
Des Moines--Certified Public Accountant

MR. JOHN D. BALDRIDGE
Chariton--Newspaper Publisher

MR. HAROLD J. BRAGG
Marshalltown--Business Executive

MR. ROBERT K. BUCK
Waukee--Farm Operator

MR. JOHN C. BUCKNER
Davenport--Rock Island Arsenal,
Personnel Dept.

MR. ALVIN F. BULL
Des Moines--Farm Magazine Editor

MRS. TERESE DIETER
Des Moines--Housewife

MRS. MARY GREFE
Des Moines--Executive Director, YWCA

MR. PHILIP A. HAUAN
LeMars--Regional Electric Coop Executive

MR. HARRIS HESS
Coon Rapids--Business Executive

MR. LINDLEY HOOPES
Muscatine--Retired Teacher

MRS. ELLEN R. PETERSON
Burlington--Housewife, Former
Educator, Civic Leader

MR. HERBERT W. PIKE
Whiting--Farm Operator and Manager

MRS. RUTH RIESSEN
Hartley--Housewife, Former
Educator, Civic Leader

MR. CARL G. RIGGS
Tingley--Bank President

MR. SHARM SCHEUERMAN
Iowa City--Realty and Business
Investments

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Ottumwa--Farm Operator

MR. BERNARD M. JACOBSEN
Clinton--Broadcasting Executive

MR. ANGELO J. KERPER
Dubuque--Packing Company Executive

MR. MAX McCORD
Indianola--Building Contractor

MR. CLIFFORD M. MURRAY
Hudson--Newspaper Publisher

MR. WILLIAM W. PARKER
Waterloo--Judge, Municipal Court

MR. JACK W. PETERS
Council Bluffs--Attorney

MR. PAUL H. SELTZ
Des Moines--Insurance Executive

DR. CLARENCE M UPDEGRAFF, JR.
Bettendorf--Physician

MR. ROBERT W. STEELE
Dubuque--Power Company President

MR. SPENCER VANDERLINDEN
Harlan--Farm Coop Manager

MRS. ELLEN SWANSON
Mason City--Housewife, Civic Leader

MRS. ALICE VAN WERT
Hampton--Homemaker, Civic Leader

STATE OF IOWA
OFFICE FOR PLANNING AND PROGRAMMING
ADVISORY COMMITTEE STAFF

MR. LEROY H. PETERSEN
Director, Office for Planning and
Programming

MR. PAUL C. HEITMANN
Associate State Planner

MR. HARRY R. GITTINS
Associate State Planner

MR. J. ROBERT KREBILL
Associate State Planner

OFFICIAL PROGRAM

TUESDAY, OCTOBER 7

8:15 REGISTRATION and COFFEE

9:30 GOVERNOR'S WELCOME and INTRODUCTION OF THE EDUCATIONAL
ADVISORY COMMITTEE

10:00 KEYNOTE ADDRESS

DR. WENDELL H. PIERCE--Executive Director, Education Commission of the States,
Denver, Colorado

10:30 PANEL

2001: AN EDUCATION ODYSSEY

Conference Papers:

DR. JAMES VAN ALLEN--Head of the Department of Physics and Astronomy,
University of Iowa

MR. PAUL JOHNSTON--Superintendent of Public Instruction, State of Iowa

MR. CLIFF MILLEN--Retired political reporter and editorialist, Des Moines

Responders:

SENATOR DAVID STANLEY--Majority Leader of the Iowa State Senate

SENATOR ANDREW FROMMELT--Minority Leader of the Iowa State Senate

12:00 LUNCHEON INVOCATION

REVEREND JAMES W. HOLDEN--Superintendent of Schools, Diocese of Des Moines

LUNCHEON ADDRESS

DR. E. GRANT VENN--Associate Commissioner for Adult and Vocational Education,
United States Office of Education

1:15 PANEL
INNOVATION:
PANACEA OR PANDEMONIUM?

Conference Papers:

DR. E. ROBERT STEPHENS--Associate Professor of Educational Administration and Associate Director of the Iowa Center for Research in School Administration, University of Iowa

MR. JAMES BOWMAN--Director of Special Projects, Des Moines Board of Education and Chairman, State Vocational Education Advisory Council

MR. KENNETH JERNIGAN--Director, Iowa Commission for the Blind and President, National Federation of the Blind

Responders:

MR. ROBERT PHILLIPS--Executive Secretary, Iowa Petroleum Committee

MRS. EDWARD SAMORE--Housewife--Sioux City

MR. WILLIAM AUGUSTINE--Student, Iowa State University

2:30 PANEL
ELEMENTARY and SECONDARY EDUCATION:
RURAL, URBAN, and SPECIAL NEEDS

Conference Papers:

DR. CHARLES O. FITZWATER--Chief of Upper Midwest Programs Operations Branch, United States Office of Education

MR. RICHARD WRIGHT--Acting Director, Des Moines Model Cities Program

MRS. EVELYNE VILLINES--Executive Secretary, Governor's Committee on the Employment of the Handicapped

MRS. HELEN HENDERSON--Associate Director, Iowa Association for Retarded Children

Responders:

MR. ERNEST PENCE--Attornery; Member, Cedar Rapids Board of Education

MR. J. MERRILL ANDERSON--President, Iowa Farm Bureau Federation

MR. STEPHEN DILLENBERG--Student, Dowling High School

3:45 PANEL
HIGHER EDUCATION:
ALTERNATIVES TO GARGANTUA

Conference Papers:

DR. PAUL SHARP--President, Drake University and President of the Iowa Association
of Private Colleges and Universities

DR. SELBY BALLANTYNE--Superintendent, Kirkwood Community College, Cedar Rapids

MR. KEITH FENTON--President, American Institute of Business

DR. WILLARD BOYD--President, University of Iowa

Responders:

MR. ROBERT COSGRIFF-- Financial Consultant, Council Bluffs

MR. ROBERT SPIEGEL--Newspaper Editor--Mason City

MISS PATRICIA VEDDER--Student, Iowa State University

5:00 SOCIAL HOUR

6:00 BANQUET INVOCATION

THE REVEREND DR. G. CURTIS JONES--Senior Minister, University Christian Church,
Des Moines

BANQUET ADDRESS

DR. PAUL McCracken--Chairman of the President's Council of Economic Advisors

WEDNESDAY, OCTOBER 8

9:00 PANEL
THE STUDENT: IRRELEVANT,
IRREVERENT, IRRATIONAL?

Conference Papers:

DR. BERGEN EVANS--Professor of English, Northwestern University, Evanston, Illinois

DR. WILBUR LAYTON--Vice President for Student Affairs, Iowa State University

MR. JAMES SUTTON--Executive Vice President, National Student Association

MR. JOHN HOLTZ--President, Iowa Association of Student Councils

Responders:

MRS. ELIZABETH PALMER--Director, Bureau of Family and Children's Services,
Department of Social Services

MR. ALVIN HAYES--Executive Director, Iowa Civil Rights Commission

10:30 PANEL
THE TEACHER OF THE FUTURE

Conference Papers:

DR. ROBERT HELSBY--Chairman, New York State Public Employment Relations Board

DR. H. T. KNUTSON--Dean of Education, University of Northern Iowa

MR. JACK HUDSON--President, Iowa State Education Association

DR. RICHARD HERRNSTADT--Professor of English, Iowa State University

Responders:

REPRESENTATIVE RICHARD RADL--Member of the Iowa House of Representatives

MRS. MAX LYON--Officer of the Iowa Congress of Parent-Teacher Association

MR. ROGER KRUSE--Graduate Student, University of Northern Iowa

12:00 LUNCHEON INVOCATION

REVEREND M. H. BRANDT--Trinity Lutheran Church, Fort Dodge

LUNCHEON PANEL
MORAL, ETHICAL, AND RELIGIOUS VALUES

Conference Papers:

DR. JOHN W. BACHMAN--President, Wartburg College

MR. BERNARD VOGELGESANG--Director of Model Cities Consultation Project of
National Council on Crime and Delinquency

MR. JOHN ESTES, JR.--Past President, NAACP, Des Moines

Responders:

DR. LE ROY JENSEN--Assistant Superintendent, Department of Public Instruction

MR. ROY FOX--Broadcaster, Des Moines Radio

MR. ROBERT BINA--Student, University of Iowa

1:45 PANEL
STOPPING THE COST SPIRAL?

Conference Papers:

DR. HARRY ALLEN--Director of Institutional Research, University of Nebraska

MR. STEPHEN GARST--Member of the State School Budget Review Committee

MR. RAY EDWARDS--Executive Director, Iowa Taxpayers Association

Responders:

SENATOR JOSEPH FLATT--Chairman of the Senate Committee on High Education

DR. WALTER HETZEL--Superintendent, Ames Community School District

MR. MONTE WEISSENBURGER--Chairman, Governor's Economy Committee

MR. WAYNE MOORE--Vice President for Business and Finance, Iowa State University

3:00 PANEL
PASSING THE BUCKS: WHO WILL PAY?

Conference Papers:

DR. B. A. LILLYWHITE--Deputy Associate Commissioner for Elementary and
Secondary Education, United States Office of Education

DR. THOMAS AUGE--Professor of History, Loras College, and Chairman of the Public
Affairs Committee for the Archdiocese of Dubuque Board of
Education

DR. RICHARD METCALF--Associate Professor of Business Administration,
Drake University

Responders:

MR. STANLEY REDEKER--President of the State Board of Regents

MR. LESTER MENKE--President of the State Board of Public Instruction

MR. WILLIAM WRIGHT--District Education Executive, Iowa Lutheran Schools

4:15 GOVERNOR'S CHARGE TO THE
ADVISORY COMMITTEE

WELCOME AND INTRODUCTION OF THE EDUCATIONAL ADVISORY COMMITTEE

by

GOVERNOR ROBERT D. RAY

At no time in the history of education in Iowa and the nation has there been greater citizen interest in our schools and colleges than there is today. I have found that citizen expressions of support and concern for education are numerous and vocal. This is as it should be. Education is the soundest conceivable foundation for public order, human rights, better government, material prosperity, and all other benefits desired by mankind. The growing public desire for these benefits, together with mounting concern for skyrocketing school costs and campus disorders, has produced a truly gigantic groundswell of interest in our educational system. While such an expression of interest will naturally appear to threaten our established policies and procedures and will strike fear into the hearts of some professionals, I believe, and I am sure most educators believe, that this interest should be welcomed, encouraged, and structured in ways that will guarantee a constructive dialogue between citizen, educator, and student.

I have proposed this conference as an initial step for encouraging citizen involvement in an extensive examination and evaluation of our total educational system. I believe, quite deeply, that such involvement is necessary for three reasons:

First: Large, complex institutions, such as our educational system, require an outside, viable mechanism for planning and evaluation which is independent of operating responsibilities and special interest, if free government is to be meaningful.

Secondly: A broad perception of the public interest is necessary if we are to ever succeed in relating the various competing levels and functions of our educational system within an overall plan of coordinated programs and priorities.

Third: The three R's of education planning -- Relevance, Reliability, and Realism -- require extensive citizen participation on a scale not now practiced.

Given the need for constructive citizen involvement, we must take clear, positive steps to encourage and structure participation. As a first step, I called for a Governor's Advisory Committee on Education, composed entirely of lay citizens, to examine the whole field of Iowa education from nursery through professional and graduate schools and to recommend to the Legislature and the Governor how the educational dollar can best be spent, remembering always to keep an eye on quality in education.

I see this Committee as the core of a great variety of efforts at citizen involvement, and you will meet the members of this Committee in just a moment.

At the first meeting of the Committee, I announced my intent to convene this conference. Before this group of lay people begins intensive work, we felt they should be provided with a broad survey of educational issues, presented to them by outstanding state and national leaders which will appear before you during these two days of meetings.

That is the primary purpose of this conference. Beyond meeting the need to brief the committee, however, this conference will provide the public and educators as a whole with a perspective -- a base from which we can all proceed. We have asked the speakers to address themselves to the underlying issues that will shape the future of education -- to give us a vision of the educational needs for the rest of this century. I expect the published proceedings of this conference will have a lasting impact as a reference work to the thinking of many on the future of education.

Now, I want to introduce to you Mr. Leroy Petersen, the director of the Governor's Office for Planning and Programming, whom I have appointed as chairman of the Governor's Educational Advisory Committee. Mr. Petersen will chair this conference as well. As his first responsibility this morning, I have asked him to introduce the members of the Committee to you, so that you will be in a better position to interact with them, both now and in the future.

Thank you for your attendance and your interest in exploring the future of education in Iowa.

KEYNOTE ADDRESS

by

DR. WENDELL PIERCE

Executive Director of the Education Commission
of the States

KEYNOTE ADDRESS

by

DR. WENDELL PIERCE

Governor Ray, Mr. Petersen, distinguished participants of this Governor's Conference in the state of Iowa.

It's rather unique to have such a diverse group dealing with all the massive problems in the field of education. A group that ranges from the student level, board members, boards of trustees, legislators, and Governor; each one who has a special role to play in improving education. It's particularly true now, since we face such a credibility gap in the field of education, a difference between that which we have been able to deliver in the field of education and that which people want, or expect. I've spent 36 years in the field of education. I am a part of the establishment. I am a part of the enemy to many people. I would be less than honest if I did not indicate to you, in very certain terms, that I think education has done a tremendous amount for this country and for this state.

The recent moon shot is a good illustration, I think, of some of the success of the educational program in the United States. I do not apologize, as I present this keynote address to you, for what we have done in the past. I do forthrightly state that what we have done in the past will not meet the future. I do not believe that we should tear down all the people involved in it. We just have to turn them around and get them to see something different as you face the future. These diverse groups that are a part of this meeting, and the speakers that appear here, represent, however, a struggle--a struggle for power--as to who is going to make the decisions about education. I would not belittle the conflicts that are going to occur because you are going to have them and they are going to be vigorous.

I'd like to identify some uniquenesses in our era. These uniquenesses are sort of a backdrop behind the state as we look at education. First, we have a fairly sizeable group of people who openly wish to tear down existing society and its institutions. All you have to do is to read this morning's paper regarding what is happening in Chicago to have evidence of that. On August 10, I spoke to the National Institute for Education in Law and Poverty. This is a group of about 120 lawyers under the Office of Economic Opportunity. They held a twenty-day meeting in Vail, Colorado. I was to talk on the governance of education, what

makes it tick. I hadn't participated more than five minutes when three or four of the people indicated to me right in the process of speaking that I was their enemy and they did not intend to do anything but to make it as difficult for me as possible. I think that many of us who are not in the mainstream of the administrative functions of education do not realize how vigorous this opposition can be and how destructive it can be.

The second uniqueness is the rapidity of change. Change is so rapid that, for most of us as human beings, we have great difficulty in adjusting to it. Not only is it just change, but the rapid growth of knowledge has developed so many change specialists with so many different languages that it's difficult for us to communicate and to understand these changes because of our difficulties in languages. Even in this group, the group that is emphasizing change and not destruction, there are those who want to throw out the baby with the bath. They want complete change. Very frankly, most of us recognize that change has to be a systematically and orderly development. You can't just destroy and then start over again.

The third uniqueness of our era was emphasized by your Governor when he pointed out that we now recognize the importance of education and its impact on our total society. I started to teach in Iowa 36 years ago. If anyone had told me at that time that education would be on the front pages of the newspaper, or the subject of a conversation with a Governor who was calling a conference like this, I'd have told them they were crazy. Education was not important in society at that time. We fought, bled, and died to get the minimum attention for education, so this is a uniqueness of our era.

The fourth uniqueness is that we now recognize that if we are going to deal with a problem as vast as education, it takes a partnership between the levels of government of education. We had many years of antagonism toward federal involvement in the field of education. Now we're beginning to see that it takes the three levels, federal, state, and local, and so we speak of the federal approach to the problem of education, a partnership between these levels. These four uniquenesses set up the background.

Let's take a look for a moment at the intricacies of the structure that we have to deal with the problems of education. Almost every group interested in education has, to varying degrees, vested interests. Personal vested interest. Quite frequently the survival of their organization or their unit, whatever it is, depends upon this vested interest. But, all of them profess honestly to be for the improvement of education. Let me identify some of these. We have education by governmental levels--local, state, and federal. Then we have education by levels on the vertical scale--elementary, secondary, junior college,

community college, vocational-technical institutes, higher education. We have education by position and each of these has a different viewpoint. These are teachers, professors, specialists, principals, superintendents, supervisors, presidents of colleges, chief state school officers, coordinators of higher education, the United States Office with a commissioner and a staff. Then we have a group of lay people, boards of education, state board members, regents, boards of trustees. Then you turn to the official political family, the President, Congress, and the courts. At the state level you have the Governor, the legislator or the legislative research group, and budget directors. Then you have a vast number of organizations such as NEA, the American Association of School Administrators, the American Council on Education, ad infinitum. On the political side you have a whole host of organizations, each one looking at education. Then you have the general public. In this whole morass, each one has a part to play in improving education and is part of this structure that must be used if we are going to improve it.

Each level or function is inclined to assume prerogatives beyond that which others would willingly assign. Let me repeat that because it is a very significant point as far as my observation goes. Each level of function, of all of these people that I talked about, is inclined to assume prerogatives beyond that which the others would willingly assign. Let's take the Supreme Court, or the courts, for example. Think of the conversations that you have around the dinner table with your friends. Not only is that true, but each can find the moat in the other's eye but will rarely admit their own weaknesses. This is sort of a human quality, so you have to recognize this human quality as a part of our structure as we attempt to improve education. No mechanism exists to help clarify, identify overlapping roles, define exclusive roles, and establish and interpret goals. This conference today is the type of mechanism that you need where you can get these diverse groups together to talk about the problems of education, thus clarifying roles and clarifying responsibilities.

A keynote address is supposed to stimulate discussion. My purpose for the next few minutes is to identify four major issues that I think you have to deal with as you attempt to improve education. These four I have selected are based on the contacts I have had from one end of the country to the other. They are issues in which each of the federal, state, and local governmental levels must determine its particular part.

I emphasize again, that while we say we have a partnership among local, state and federal, this partnership is very tenuous. There are always people who are attempting to grab the power and run with it. If you spend much time at any of the levels, rarely do you hear complimentary remarks about the other level. If you are at the state level, they damn the federal government and the local, and talk about what dumb people are operating the schools. If you're at

the federal level, they are rarely aware that there are some people with a little brains out in the hinterlands. Quite frequently, they have relatively little idea of the uniquenesses and differences that exist in this country, thinking that by one fell swoop, one act, you can solve the problems. At the local level we're very much inclined to think of our particular area and fail to recognize the importance of all children in a state, or all children in a nation, as having the same rights as we wish for our own children. I've spent enough time in school as a teacher and administrator to know that it's very difficult to move a parent from his personal selfish interest in his own children to interest in the broad welfare of all young people. Probably more than anything else, this is one of the reasons why many of our youth are revolting today. They do not like our selfishness. They do not like our self-centeredness.

The first issue is Greater Accountability. This might be applied in many different ways. Many of you are familiar, I am sure, with the emphasis on planning-programming-budgeting systems. This is a procedure that sets up goals and attempts to determine how much money it takes to perform a particular goal and makes it possible to form a comparison between what you accomplish with this particular process versus that particular process. A governor spoke to me last winter and said the educators and lay people interested in education in my state want to increase the cost of education by four million dollars and reduce class size by one pupil. He said, knowing what we have done in the way of technology and agriculture and business and industry, isn't there any way that we can determine whether that is the wisest way to spend that four million dollars or should we spend that four million on early childhood education, vocational education, or some other activity in our state. This is the kind of accountability we have to eventually acquire.

There is a second type of accountability. Commissioner Allen, a week or so ago, made a plea and set up a program for the right to read for every child. I sat listening to him in Los Angeles and then I went to the press conference where they gave him a real rough time for about an hour. I got to thinking, who really should be accountable for reading? What would happen if every teacher were to make up his mind that he was going to see that every child read before he got out of his classroom? If they did not have the equipment, the facilities, or the class size to make it possible, they'd raise cane with us. This is accountability. You can't succeed in having the public respect education until we get to the place where we show them that we either do it or we give them some specific reasons why we do not do it.

But, there's all kinds of other emphasis on accountability. What about the possibility of looking at the twelve-month school year? Aren't we accountable to the public for the buildings and the best educational program we can possibly

develop for them? Is it necessary now that we have such long vacations? We know that children can learn much more rapidly than we had ever anticipated, much more quickly. Why not take a critical look at a different school year. Secondly, are all teachers the same? Should there be just one class of teachers? What about differentiated staffing? What about the use of para-professional people to do some of the functions that we now expect of teachers? What about having lead teachers who are highly skillful influencing those who are less skillful. Why just have one class of teachers? Universities and colleges have successfully differentiated their staffing for many many years. I guess they have differentiated it so far now that the key professors don't do any teaching. We'd hope that would not occur when we differentiate. These are illustrations of accountability. Accountability to the public for improvement.

A second issue is More Rational Resource Allocation. All of you recognize the terrific increased cost of education. You're familiar with the push for ever-increasing services at the elementary-secondary level, junior college, community college level, higher education, and vocational-technical education. Each of these levels has programs that when projected into the future increase cost and raise need for increased moneys, markedly increased moneys. Not only is it true that they have these needs but, they turn both to the local, the state, and the federal for these resources. My prediction would be that one of the most vicious conflicts we are going to face in the future is the conflict for resources, money, between the levels of education at both state and national levels. The reason is that it's quite unusual to have, in the same room, all levels of educating talking about the improvement of overall education. By and large, they talk to each other and they attempt to divide and conquer in legislatures and in Congress. Yet each of us knows very fundamentally and well, that if you don't improve each level of education you have not really served the public well. One of the most dastardly illustrations of that is what we have failed to do in the field of vocational and technical education through the years. Namely, our inability to keep abreast with the dynamics of vocational and technical education. Isn't it possible for intelligent people of all types, such as are in this room, to sit down and talk about more rational resource allocation? Isn't it possible for human beings to think this through and determine a way of doing this that will keep us from having this cut-throat game that we are moving into?

The third issue is Greater Relevancy. This term has become extremely popular. I have a number of children myself. I have one 14 year old. This is the seventh 14 year old I have lived through. I would point out to you that living through a 14 year old today is a heck of a lot different than it was fifteen years ago. She is convinced that her old man is a 'dodo' and that I know nothing really about life. She doesn't expect to get much out of me. The issue, though, is that when you listen to them, they ask some very very fundamental questions.

Some questions that we really cannot afford to brush aside. They look at life from a perspective of this vast world of change and look toward the future and say to themselves, "some of the things I'm learning don't make sense." All you have to do is think back to your own schooling and raise the question: Wasn't there a lot of things that you learned that didn't make sense? Didn't someone try and pour it down your throat, regardless? Arnold Toynbee, the eminent historian, wrote an essay this past spring and summer on "Higher Education in a Time of Accelerating Change." I'd like to read a few sentences of what he said.

The young child has not enough experience to enable it to think for itself. It requires and expects clear-cut yes and no answers to its questions. The first step toward self-education would be to make the child aware of the unpalatable truth that we do not know and are not likely to know the answers to the questions that are of the greatest concern to us. Why are we here? How has human nature become to be the incongruous combination that it is, of something animal-like with something God-like? Is a human personality ephemeral or is it permanent? What is man's destiny, individually and collectively? The child will have to be made more aware that even those questions that can be answered can seldom be answered satisfactorily. Honest answers to them will be frankly incomplete, dubious, tentative, and provisional. A child must learn these awkward truths and must summon up the moral courage to live with them before it can begin to become independent intellectually. Intellectual independence at the earliest possible age should be the objective of education. The pupil should transform himself into a self-teacher and the teacher should transform himself into a stimulator and then into a consultant.

To me, put very squarely is what we have to do in the way of meeting relevancy. We've got to face the facts of what a child can do and what a child cannot do. But, by and large, the child, the individual, is going to learn through his own self-motivation. He's not going to learn by us pouring it into him. He is going to learn by his own initiative.

The fourth issue is Sharing Decision-making Functions. I indicated that I had been in education 36 years. I do not apologize for the fact that as superintendent of schools and as a leader in the field of education I have made many decisions without consulting others. I think that in the past it was possible. In fact I'm not sure education would be where it is today were it not for the fact that educational leadership, plus lay leadership, took hold and made decisions. But the fact is that we live in a different era. There are those individuals, pupils, students, communities, vested interest groups, and in particular the

staffs of these institutions who are demanding a part in the decision-making processes. This, I think, is good. Just as it is wise for a group such as this to gather together to look at the problems of education, it is vastly important that the staffs working in those schools understand something about the myriad of problems that you face to make them operate effectively. The mere involvement is going to force these people to understand more about it.

I have identified four issues. I have given brief illustrations of each one. I do not say, as I said in the beginning, that these are the only issues. I do believe that they are four of the most important issues. Greater accountability, more rational resource allocation. Incidentally, one point I forgot relative to that: As we look at resource allocation and where the money should come from, we also should look at whether it is spent wisely. We cannot continually increase costs without delivering something at the end and still have the public behind us. It is not wrong for a school system or an institution of higher learning to look critically at its expenditures and raise questions as to whether there is a way it can be done more efficiently. The third issue is greater relevancy and the fourth is sharing the decision-making function.

I certainly congratulate the state of Iowa and the Governor on calling this conference. I hope the next two days will give you an insight into some of the details of these issues in a way that will make it possible for you to structure the future for education in Iowa which will meet these needs.

PANEL

2001: AN EDUCATION ODYSSEY

Panelists:

Dr. James Van Allen

- Professor of Physics; Head of Department of Physics and Astronomy, The University of Iowa. Nationally known research physicist.

Mr. Paul F. Johnston

- Superintendent of Public Instruction and Executive Officer of the State Board of Public Instruction, State of Iowa.

Mr. Cliff Millen

- Retired political reporter and editorialist, Des Moines Register and Tribune. An authority on Iowa politics.

Responders:

Senator David Stanley

- State Senator from Cedar and Muscatine Counties. Majority Leader of the Iowa Senate.

Senator Andrew G. Frommelt

- State Senator from Dubuque County. Minority Leader of the Iowa Senate.

2001: AN EDUCATION ODYSSEY

by

JAMES A. VAN ALLEN

It is impossible for any thoughtful, perceptive person to do anything without realizing that he might have done it better, or more easily, or more quickly-- if only he could improve his understanding, his tools, and his technique. This remark applies to the whole gamut of human activities, from the humblest to the most sophisticated. It applies to sawing a board, conducting the business of state government, raising a child.

Such is the primitive, powerful, and all pervasive appeal of education. All that follows from this is technical implementation.

Every day of one's life is, or can be, an education. It is a poor day indeed that does not yield at least one "lesson" that one can treasure and blend into his perception, understanding, and competence. Self-education is indispensable to progress and occurs in the most diverse ways. In some areas, as in practical politics, it is clearly the basic method. Yet it is notably inefficient in many areas and, in some, virtually impossible. For example, one seldom encounters a self-educated brain surgeon. I mean a successful one!

Under favorable circumstances, formal education (as contrasted to self-education) can be immensely efficient. It is the business of formal education to digest vast bodies of diverse human thought and experience into readily comprehensible form. The major concepts of nineteen centuries of human investigation in astronomy can be taught to a class of young college students in a single semester of part-time study. I am attempting to do just that at the present moment, though by contrast my own contributions to the subject over my lifetime have been minute. Such is the efficiency of formal education.

Yet there is a certain blindness in overstressing formal education.

First of all, its success depends upon a high level of motivation on the part of both instructors and students. A very small fraction of the human race, perhaps only a few percent, is composed of true scholars. A true scholar is one who dedicates his life to sheer learning for its own sake. We are greatly indebted to such persons but most of us do not qualify and should not pretend to.

For most persons, extended, unbroken periods of formal education for fifteen or twenty years, without responsible work experience, foster boredom, cynicism, and indolence.

I personally believe that we in the United States are already overly committed to a traditional process of formal education for the great majority of our citizenry.

Secondly, formal education is expensive and becomes steadily more so. The explicit cost of education is already the most conspicuous item of the budgets of state and local government and it is becoming easily noticeable in the federal budget as well. Education feeds on itself. The more we have the more we wish to have. This process in the design of electronic amplifiers for public address systems is called regenerative feed-back. The greater the output the greater the feed-back to the input. The latter in turn produces a still greater output. Eventually the amplifier starts to "howl." Perhaps my analogy will be more clear if I compare the amplifier to the citizenry of the state of Iowa.

I am myself an impoverished, though still living, illustration of the problem. Until very recently, I was the only breadwinning, taxpaying member of a family of seven, five of whom were doing essentially nothing but going to school.

Thirdly, the public commitment to formal education carries with it the great hidden cost of lack of economic productivity of millions of young men and women. Any normal person over the age of 17 is clearly capable of a substantial amount of productive work. Those who continue in school under the pressure of social prestige at a level of passive and indifferent submission to the system do no such work and may moreover suffer an important loss of personal pride and self-esteem.

I personally feel that there are few things in life as important as the pride of craftsmanship, at whatever level it may occur--the pride in a job well done, the feeling of having a horse that one can ride.

Craftsmanship comes only from doing work and from thinking about how to do it better. It does not come from passively hearing about work, or as one student said, "Work fascinates me. I can sit and look at it for hours."

Even though I am professionally committed to a scientific and technological field, I am relatively unimpressed by the success of technical improvements in formal education during, say, the past one hundred years. The McGuffey Readers that my grandfather used at age nine look surprisingly similar in level to the readers that my nine-year-old son is using in 1969. The algebra that my grandfather studied about one hundred years ago would be appropriate for the same age group today.

Our immense system of public media of communication imparts a great variety of superficial information. Yet the human gestation period is still nine months and, by the same token, the process of hard basic learning is no easier than it ever was.

At the present date, the direct, explicit cost of education is about 7 percent of the gross national product and this percentage is growing rapidly. The total cost, both direct and indirect, is much more. Over 60,000,000 persons of our national population of 205,000,000 (that is, about 29%) are doing nothing but going to school or teaching those who are. In the state of Iowa, the corresponding figures are about 800,000 of a total population of 2,800,000 (again about 29%). Another 30 percent or so are not economically productive for other reasons.

Don't get me wrong! I am devoted to education. I make my living in education. I am one of the 800,000 in Iowa that I just mentioned.

Education may be worth at least as much as we are now spending. Perhaps much more.

But I do believe that it has progressed along traditional and socially acceptable lines in a relatively uncritical way for so long and to such a point that it is ripe for the searching study that Governor Ray has initiated and has charged his commission to conduct.

My own beliefs are that we should try

- (1) to break our blind devotion to the idea that extended formal education for everyone is the only route to self-fulfillment and success,
- (2) to work toward acceptable sociological substitutes for mere attendance at college, and finally
- (3) to foster a wide diversity of vocational, technical, and other specialized forms of education in a work-study context.

A few further words on the latter point. It is estimated that the average career officer in the United States Navy spends 25 percent of his life in school and does so on full pay and allowances. This is judged to be about the minimum required to maintain his competence.

A corresponding expectation might be applied reasonably to the trade unions, to manufacturers, and to business. Instead of driving toward a thirty-two hour week, perhaps they might wisely consider retaining a forty-hour week--eight hours of which are devoted to study, on-the-job self-improvement, and the development of their craftsmanship. Every job should be regarded as an apprenticeship to one of greater skill and responsibility.

I see no reason why much of the burden of education cannot, and should not, be shifted from the public to the private sector--to which it is the most directly pertinent and beneficial.

At the same time, young people would, on the average, enter the job market at an earlier age and would have ample opportunity for continuing education throughout their lives, in proportion to their capabilities and the durability of their aspirations.

I close with the hope that Iowa will be a leader in approaching the year 2001 with these objectives.

It will not be easy.

PLANNING METHODS AND ROLES FOR 2001

by

PAUL F. JOHNSTON

In my judgment, those who developed the program for this Conference were wise to include the subject of planning. There has been too little attention or thought given to planning in government and more specifically to planning for education. What planning that has been done has tended, with some notable exceptions, to be uncoordinated, haphazard, and sporadic. Very rarely has it been comprehensive.

One of the major problems is that because we, the people of Iowa, have failed to give adequate attention and resources to planning, "everyone" has been charged with planning. As a result, no one has had the time or skills necessary to plan adequately.

What we need in the state of Iowa is a broader more comprehensive frame of reference to planning. We must give our attention first to the large problems. It is only in this way that we can provide the framework and guidelines for solving the lesser problems.

Planning when it is done right should give an administrator the kind of information he must have to help him make the best possible decisions needed to achieve goals. Also, when it is used right, planning can help to identify areas of need and the goals which might best meet those needs.

There are two important things we should define at this point. The first is just exactly what we mean by the term PLANNING, and the second, just exactly what we mean when we say "when it is used right."

A definition developed for the administrative sciences in outline form would describe planning as:

"the process of preparing
"a set of decisions
"for action in the future
"directed at achieving goals
"by optimal means."

It should be clear why the development and use of such a process is important to Iowa and its educational system, not only for today when decisions must be made, but for tomorrow, when the effect of those decisions will become evident. Planning as a process for the year 2001 depends a great deal on how we use it, and whether we use it right, in the year 1969 and the years leading up to 2001.

It is with this view of the year 2001, that discussion of planning methods and roles becomes more than just an interesting and timely topic...it becomes an absolute imperative. I believe it was Toynbee who said that nations survive and prosper only as they successfully respond to challenge. Our challenge is to narrow down the number of mistakes we will make in the years ahead and to leave an Iowa to those who follow which will be better than that of today. Planning and involvement in the planning process is therefore essential.

I think I can sum up the importance of planning to education by repeating a statement found in the report of a project our department started a little over two years ago. The report is entitled "A Comprehensive Planning Process for the State Department of Public Instruction." The statement is as follows:

Today we, as a nation, are trying to solve problems infinitely more complex than ever before. We are trying to understand the difficulties faced by emerging countries of which thirty years ago we had never even heard. We are struggling to deal with a deluge of facts, opinions, and other information from everywhere brought to us with a speed and in a volume that threatens to drown us all in words. We are trying to cope with a value system based on plenty rather than poverty, and an ethic increasingly oriented to leisure rather than work. And the change comes faster every year. It doesn't take a genius to realize that the demands we are making on our educational system are different and much greater than they were a few years ago. Our choices are painfully obvious. We, the people, can let our educational system flounder in trying to adjust to the changing and increasing demands made upon it, or we can try to look ahead, figure out where we want to go and some of what is needed to get there, and set about getting it done.¹

¹Joe Wolvek, Comprehensive Planning in State Education Agencies. Des Moines: Iowa Department of Public Instruction, 1968, p. 42.

This brings us to the second important point. . . how do we go about using planning in the right way? The comprehensive planning process utilized by a planning unit provides the decision-maker with information and plans which can be very effective in helping him to achieve goals. Therefore, to help insure that the goals to which the planning process is directed remain in the public interest, it is important to institute proper controls. In our department, we have done this by divorcing the planning role from the decision-making role. In addition, we have implemented a decision-making hierarchy which helps us to set educational goals by and in the public interest.

But if we are to do planning right for today and for tomorrow, our concern for control of the planning process must be more than for just planning within the State Department of Public Instruction. At the state level, an adequate planning organization requires much more elaborate mechanisms. Our department is extensively involved with many other state agencies in the development and improvement of the state's educational program. We also must work closely with governmental subdivisions.

To do planning right it must be done at all levels in a way which will not only make the best use of the dollar, but will also provide what is best for the total public good. In that sense, our department is one of many that must begin to function in a cooperative planning endeavor. Each state agency should establish a coordination liaison relationship with other governmental planning units.² This is easier said than done when we consider the complexity in terms of the many agencies involved.

If planning should extend into areas of education which involve other segments of government, which I believe it should, more specialists and more complex organizational mechanisms are necessary. For this reason, an agency whose major purpose is to coordinate comprehensive planning which cuts across disciplines, function, and agency lines is necessary. Such an agency should have a professional staff, supplemented and supported by knowledgeable personnel from the related agencies. I believe this might well be the major mission that can best be achieved by the Governor's Office for Planning and Programming.

I know the term "programming" bothers many people who believe the role of planning should be divorced from decision-making. Let me make clear just exactly what I believe should be the role of a centralized planning office.

²See Figure No. 1, "State Level Government Planning Linkages," on page 27.

A central planning office provides a structure for the coordination, collection, collaboration, and sharing of data and information. It can provide planning information for special commissions and committees, for legislative and executive action, and for state agencies. Its function is not one of making plans for each state agency.

All planning cannot be centralized at the state level. Planning, in my judgment, is a shared function involving a very wide range of resources and skills. The main task which faces a state central planning office is how to best coordinate, share and make use of the information on behalf of decision-making by each state agency.

How well we do state-level planning will depend upon the quality of the information inputs provided and procedures used by the various agencies. It is therefore vital that each agency establish a specific organizational structure for planning and for the working relationships and staff communication. Once developed, it would allow each agency to move planning ahead within the state and to coordinate planning activities on a regional and local basis. This would help to insure the feedback of comprehensive, grassroots information to the agency for its planning efforts, and to the Office for Planning and Programming as valuable inputs in piecing together the total picture of the condition of the state.

A coordinated statewide planning mechanism that should be developed by the State Department of Public Instruction should include the development of planning offices in intermediate units such as Regional Educational Service Agencies, Area Schools, and some local school districts of larger size such as Des Moines and Cedar Rapids.³ All school districts should have some type of planning structure although not as formalized as the larger districts.

This type of planning structure will help to insure that planning is focused upon the nature of the problems which exist for the citizens involved and not distorted by biases which may be inadvertently introduced by decision makers operating at some removed level of local problem solving.

Planning, to be most effective, should be done as close as possible to the people who will be affected by the decision which may result. This is the very same philosophy which emphasizes the democratic approach in delegating to local school boards the power to solve problems within the overall framework of state law.

³See Figure No. 2, "Planning Linkages: State Education Agency; RESA Units; Area Schools; and Local School Districts" on page 27.

Such a structure will help facilitate many needed functions to take place.⁴ It utilizes department staff, Regional Educational Service Agencies, Area Schools, local school districts, advisory committees, and the state board in the perceiving of needs which require attention. Once the needs have been identified, modified, and verified they must be developed into goals set by the State Board of Public Instruction and possibly the enactment of laws by the General Assembly. Once the goals have been established, planning task forces must work on the implementation of programs to meet these goals and therefore to satisfy the identified need.

You probably have noticed that the structure I have been discussing exists only partially at the present time. If Iowa is to fully implement the planning necessary, there are certain things needed to not only plan well but also to have the capability to achieve any goals set. What are these needs?

We need assessment to establish baselines and this means we must have the tools of assessment--an integrated information system. We cannot effectuate planning without an educational governmental structure which can facilitate planning, and for this reason we must look to healthy and strong school districts capable of doing things differently and to Regional Educational Service Agencies. We have a need for coordinated research in education aimed at attacking the problems faced by the state. Finally, we need to determine and gain consensus on the product our schools are to produce. Are we truly going to attempt to meet the needs of all the people or are we going to place our emphasis on a select few?

Such a structure should help to insure that planning as it is carried on at the state level will focus on problems which, although related, are different from the problems which will be encountered by Regional Educational Service Agencies, Area Schools, or local school districts. It will help us to do planning in the right way, focused upon relevant problems and supplied with facts to make the right decisions for the types of programs and action that are needed.

Such a structure will help us to perform a comprehensive needs assessment and to establish some baselines upon which to evaluate future educational accomplishment. It will help to provide comprehensive data necessary to the creation of an integrated educational information system. It will provide guidance as to the best possible economic and efficient use of a whole array of new and promising tools of learning. . . developing the full potential of the Iowa Educational Broadcasting Network, for example. It will provide for a research capacity at all levels of school organization. It will allow the design and implementation of a planning system that will coordinate state, regional, area, and

⁴See Figure No. 3, "Planning Channels," on page 28.

local units and which will involve the public and its representatives, educational administrators, board members, teachers, and vested interest groups in a positive thrust toward meeting the needs of all Iowans.

This is how I see both the planning method and role to be conducted to get us to the year 2001 in the best possible shape. Since planning must be continuous, and the projections that are made and the goals that are set will necessarily have to be modified and adjusted, and in some cases completely abandoned as new knowledge becomes available, it is important to note that planning must be undertaken with care to appropriately involve all those who should be involved. In short, planning is too important to leave to chance development. Planning for 2001 should be planned. . . starting now.

Planning is both time consuming and expensive. But not to plan right, in my judgment, is even more expensive. Planning must be directed carefully and deliberately by expert people. These are very often high-priced people. Planning requires the collection, assimilation, analysis, and interpretation of vast amounts of data. This necessitates a system for the collection and development of such data. This means that money, manpower, and data are the essential ingredients for organized planning. Before we make any decisions about the need for planning based only upon a cost factor, we should ask ourselves the question. . . what will life in the future be like for the people of Iowa if we don't start planning now in their behalf in an organized and systematic way.

Figure No. 1
State-level Government Planning Linkages

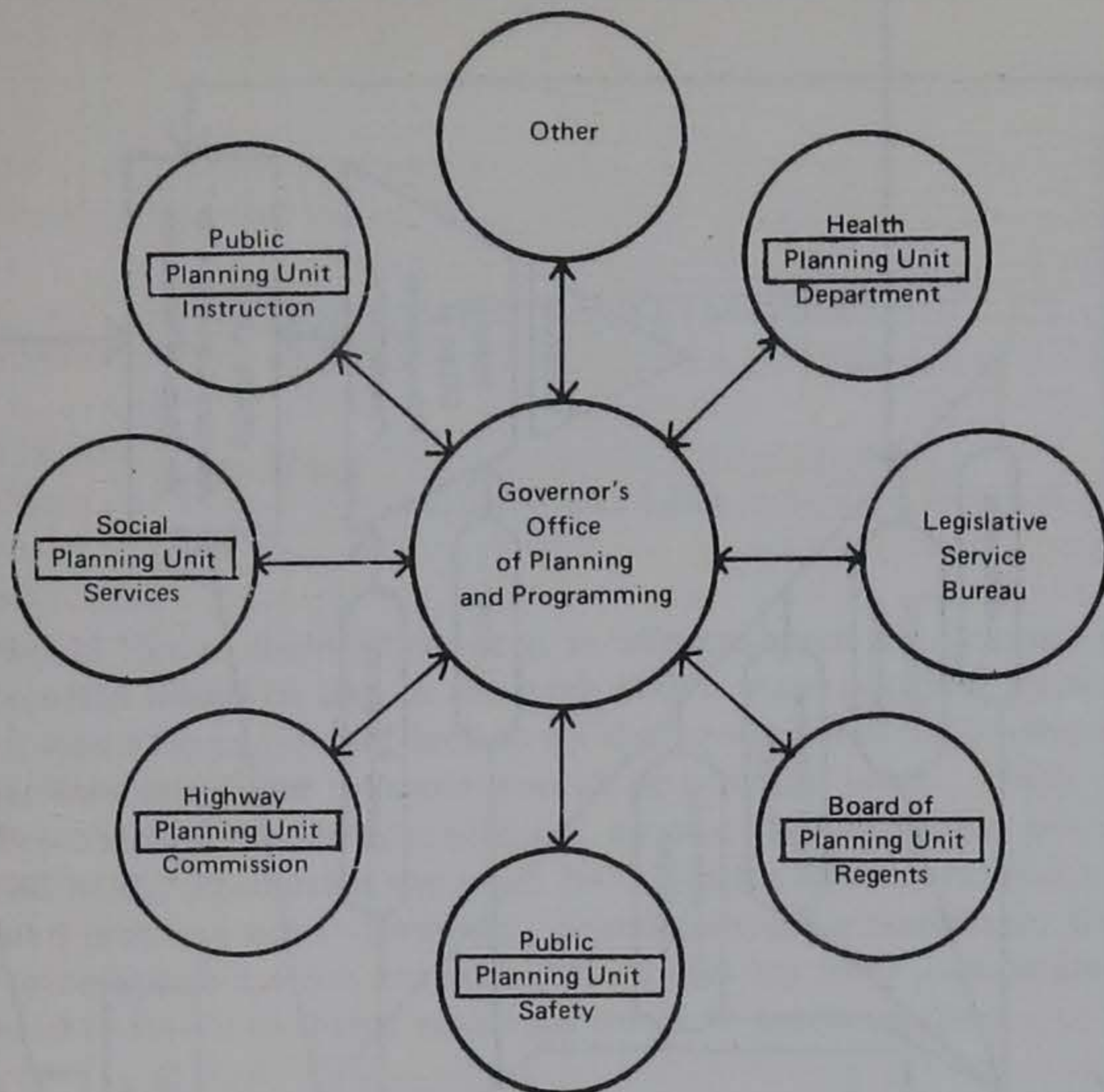


Figure No. 2
Planning Linkages: State Education Agency;
RESA Units, Area Schools; and Local School Districts

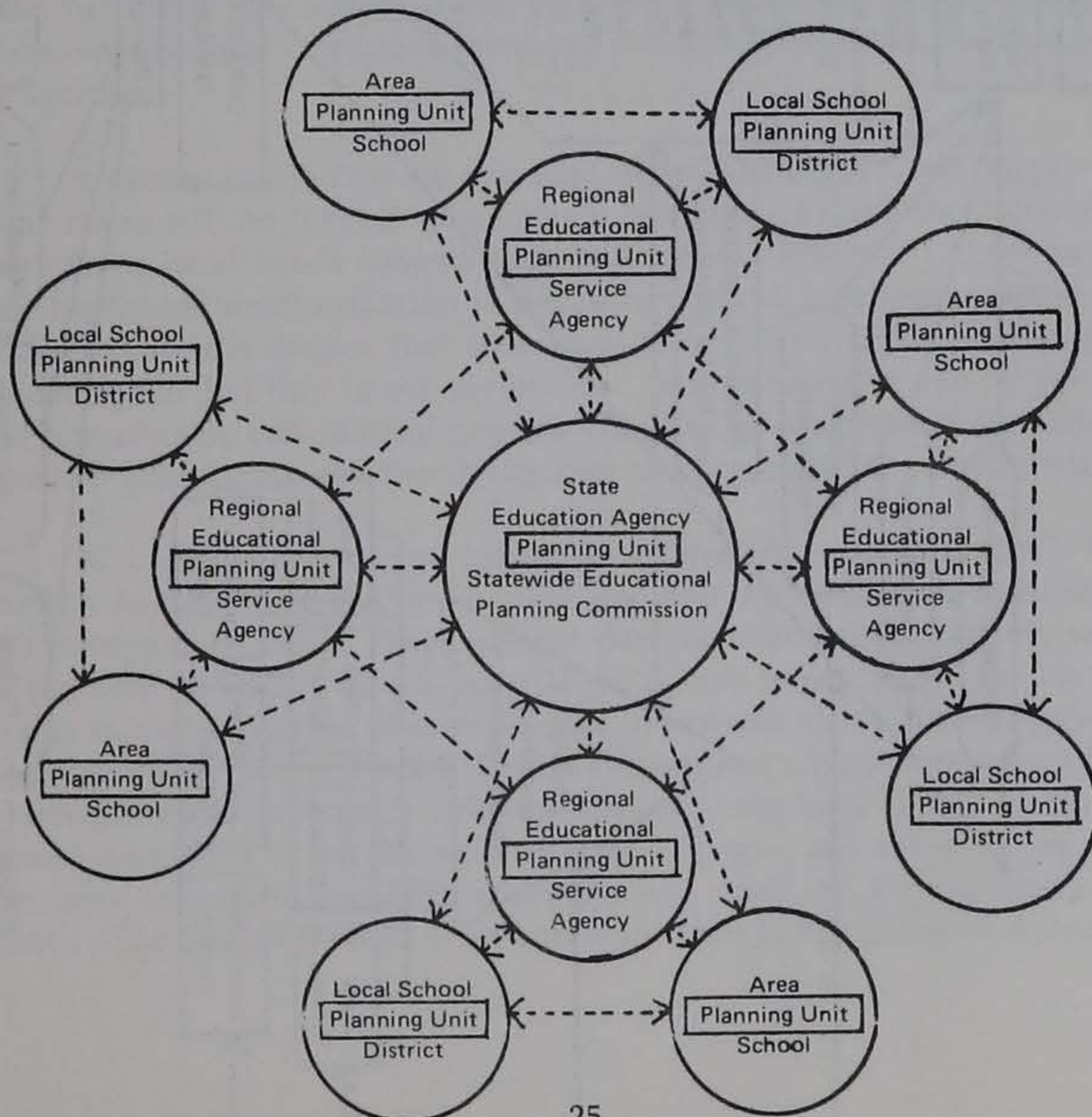
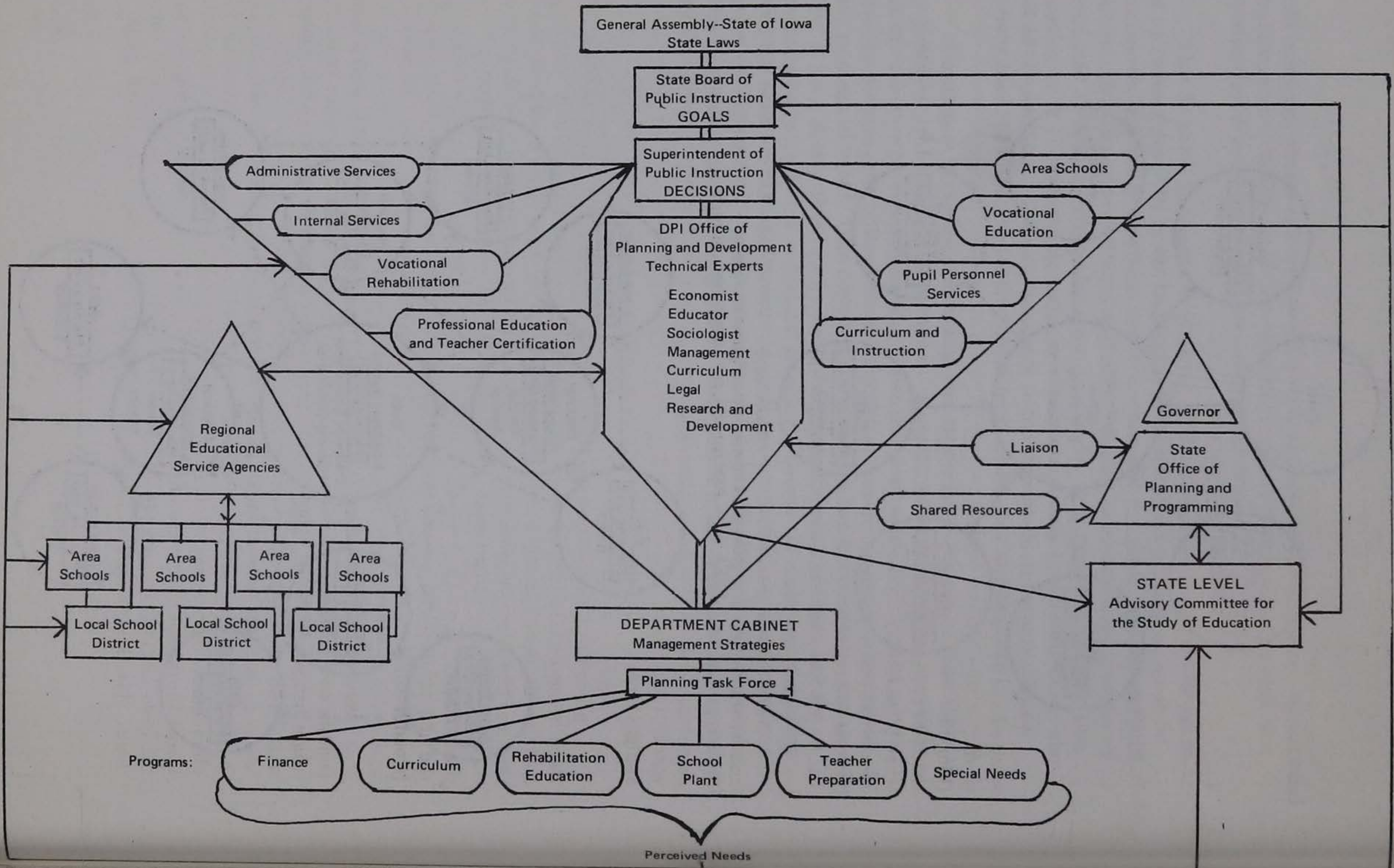


Figure No. 3
 PLANNING CHANNELS
 Iowa Department of Public Instruction



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2001: AN EDUCATION ODYSSEY

by

CLIFF MILLEN

I would like to thank whoever it is who assigned me the task of predicting what education would be like in the year 2001. As a political writer for many years, it was always my bad luck to be assigned to make a prediction on something that was scheduled to occur a week or a month later. When I would predict that Harry Truman couldn't be elected, he was elected before people forgot what I had said. Predicting the year 2001 is a lot safer. No one will remember then what I may say now. However, if someone does remember then and come around to reproach me for my mistakes, I will try to be a good sport about it. I'll be glad to listen to them, provided they can make me hear.

What I have learned while hanging around legislative committee rooms and political conventions and campaigns has led me to certain obvious conclusions about the way education is going. I'm sure everyone else must have seen them too. My observations on those conclusions today will apply to the whole spectrum of education from pre- to graduate school because that is my assignment.

It seems to me that we are tending toward bigger and bigger schools. I think these will be largely government schools. I think their control will shift away from local hands toward state and federal levels. Larger schools means that increased mechanization is necessary in the teaching process. All these things create the danger that individuality may be stifled and change may be discouraged, but this is not inevitable. With wisdom it can be prevented and the new schools can instead provide equality of educational opportunity on a broader scale, with the flexibility that the twenty-first century will require.

Why will schools grow larger at all the educational levels? I heard some pundits on television the other night who had the effrontery to predict what might happen by 2001. They agreed that the population probably would double in the next 30 years. If so, so will the school population. Do not put your hopes in the limitation of enrollments to prevent those increased numbers from showing up at your schools. Obviously you can't keep them away from the elementary and secondary schools without going back to illiteracy. I have often heard limitation of enrollments at state colleges and universities proposed to the Iowa Legislature and the reception has made me very doubtful that it can be done. The desire to send your boy to college is not going to decrease while

American business is showing an increasing demand for college degrees as a prerequisite to employment. The private school may be able to limit enrollments if it still is around in 2001. State-owned institutions will have to compromise by flunking them out after the freshman year, a process that hasn't reduced the size of any state institutions so far.

Anyone who thinks that state colleges and universities won't grow any more because there isn't any more parking space for student cars is building on false hope. By 2001 they'll be coming to school on flying platforms that can be parked in stacks.

Seriously speaking, ease of transportation, mass teaching methods, and increased choice of subjects are some of the reasons the elementary and secondary schools, at least, can be expected to increase in size.

Under the pressure of numbers, I think, the schools of the future will lean more and more on the mechanical processes of disseminating knowledge which are now being developed. My listeners undoubtedly are more familiar with teaching machines, television in the classrooms, electronic grading, computers, and other educational gadgetry than I am. Some of these may have profound side effects. Computers may become our libraries, for instance. Or they may spread the services of libraries, making the contents of the Library of Congress available easily to a student in Guthrie Center, Iowa. Of course mechanized teaching can't replace the teacher, but it might spread teachers too thin, reducing the diversity of viewpoint a student gets from many teachers.

Before we entrust all education to computers, I hope they get the present bugs out. I'd hate to see a computer do to the wisdom of Aristotle or Galileo what they have been doing to my utility bills.

It seems to me also that we stand in danger of losing some diversity in education through the gradual loss of private schools. It seems to me this already is occurring rapidly at the elementary and secondary levels through the loss of parochial schools. At the college level, private institutions, even with state help, are finding it hard to meet the economic competition of the state-owned institution, where tuitions are low because of state appropriations. More and more schools seem to be drifting toward state financing and eventual state control.

This brings up another of those perfectly obvious trends that have been under way for some time. More state and federal money, obtained from sales and income taxes instead of property taxes, has been going into education every year. By the year 2001 I do not believe the public schools will be dependent any longer on local taxes. This means that the voice of the local taxpayer will not be as loud and demanding in the ear of the school superintendent and the board of education as it has been in the past. It would be wrong to say that this

will cut out local responsiveness entirely. The local people still furnish the students and they are still vitally interested in what you are teaching their children. But a wider basis of financing certainly means a wider spread of equal educational opportunity. We are not likely to return to the theory that a boy is only entitled to the kind of education his local community can afford.

When all the money comes from state or federal sources there will still be money battles, but they will take place between different levels and types of schools and they will be staged in legislative committee rooms. I have no idea how much wisdom will prevail in this process but I have hopes that the legislative professionalism annual sessions are supposed to bring will help to distribute the money where the needs are in 2001. I may point out in this regard that the power to direct that money is the power to direct education. While it will be perhaps more flexible than our present system, it will take a great deal of wisdom and responsibility to make the proper choices.

If the changes I have suggested occur, they embody all kinds of opportunities, for bad and for good. The social scientists are beginning to stir from a long sleep and they are experimenting with psychological tricks for influencing people. Their devices range from electrodes in certain parts of the brain to memory drugs and mass hypnotism. By centralizing, mechanizing the teaching process, and reducing local control on the purse strings are we opening the way for some kind of Orwellian tragedy in 2001?

Perhaps, but I doubt it. It can happen if we no longer are able to trust our school people. If we are asleep to the dangers. Yet our experience with these trends in the past show it doesn't have to happen here.

The trend toward larger schools has been going on for a hundred years, and there is now more opportunity for individuality in the system than there was when it started. My father, when he was learning by heart a page of McGuffey's Reader a day in a school of about twenty students -- fewer in harvest time -- had no such choice of subjects and fields of learning as was permitted me in a school of 600 or my daughter in a school of several thousand. The school was much closer to being a monopoly of knowledge then than it is now with a wealth of outside publications, radio, and television. My father's school gave him no preparation by which to choose whether he would rather be a successor to Einstein or Johnny Unitas, which the modern school provides.

And it will be hard to tell the modern school administrator who has been buried in the controversies over sex education, the new math, busing, and black studies that local interest in school matters will die without local financing, local control, and a diversity of small schools.

Neither does the trend toward a more monolithic school system or toward some mechanization of teaching methods mean that we must necessarily be

spoonfed a distillate of learning prescribed by the intellectual elite. While these trends have been in effect, Einstein, Freud and a lot of others have destroyed a lot of old knowledge and produced a lot of new. The doors are still open to change.

And as for teaching methods, we have emerged from McGuffey, dipped into progressive education pretty deeply, modified it and then modified it all over again, until I don't know what it is now except that it is called the New Something.

It is probably a tribute to the flexibility and independence of the American teacher that we are thus able to travel toward bigger and more centralized education without developing its worst possible traits. I would suggest that perhaps one of the best ways to continue that kind of leadership in the future is to enshrine academic freedom.

Education has a tremendous challenge in the task of getting us ready for the year 2001. We have so much to learn. Men must be prepared to retire at 45 after working three days a week. We must learn how to make education effective for all races and groups, not just for one. An education that doesn't do anything for you is only decorative. We must learn how to spread the prosperity some of us now enjoy. We must learn how to prevent the wars that can destroy all of us.

^ Maybe that's a big job for 30 years but if we don't do it somehow there may not be a 2001.

A RESPONSE

by

SENATOR DAVID STANLEY

I told a fellow I was coming out here for an educational odyssey to the year 2001 and he said "Well, I always thought you belonged in outer space."

I agree with nearly everything that our three able speakers have said on the possible conflict on the role of the private sector in the future. I would only observe that, in my opinion, both the public and the private sectors will have to do a great deal more than they are doing today.

These three papers suggest to me the need for two strong commitments for the future. First, that Iowa shall be a leader in education both because our people deserve the best and because stronger state educational leadership is the only defense against too much federal control of education. Secondly, a commitment to quality education for everyone, for the gifted, for the mentally retarded, for everyone in between. I suggest that quality education includes a lot of Dr. Van Allen's emphasis on work study and on pride in craftsmanship. Education that is good enough for our children today will be woefully inadequate ten years from now.

Iowa may have a rare opportunity to stress quality simply because of our declining birth rate and because of the predictions that we will have a very slow rate of population growth in the next twenty to thirty years. Now some of our cities, of course, are growing fast and will continue to grow fast. But Iowa as a state may finally get a breather from the demands of school construction and expanding numbers and may be able to focus more attention on what we can do for the individual student.

Now, if we're to meet these commitments through leadership and quality of education, we're going to have to ask some very hard questions. Let me ask them very quickly. It's kind of nice, you know, to sum it up in five minutes. First, as we improve our educational planning, can we find the right balance between willingness to innovate and good judgment on which innovations work?

Secondly, can we develop better ways to measure the quality of education? What the schools are getting done? And, painful though it is, the performance of the individual teacher? This is a must. I know it's hard. I know it's especially hard in creative areas, but we have to do it if we're going to keep pace.

Third, can we make wise use of all three sectors of higher education, state universities, and private colleges and the two-year community colleges with healthy competition which we need but with perhaps more cooperation than we have today?

Fourth, can we learn to think of education as an investment? Money wisely spent on education is a good investment but, the dollar has to be invested so that it gets results.

Fifth, will we demand that the federal government, at long last, give the states a fair share of the federal income tax? The states have the responsibility and the federal government monopolizes most of the money, and this has got to change. Tax sharing plus block grants to replace many of the useful but needlessly restrictive and complicated existing federal aid programs are vital if we are going to meet our educational responsibilities.

Sixth, can we free the teacher and the administrator from the paper-work jungle? Can't we find a way to let teachers teach instead of filling out forms? Must federal aid applications be fifty pages in quadruplicate? Isn't there a way to repeal Parkinson's law in the educational establishment? We better find it.

My final question is, how can we achieve greater understanding between the educational profession and the voter-taxpayer? The tragic thing is that the heavy majority in both of these groups, the educators and the voters, deeply want better education. They are deeply committed to quality education for our children. Why all the fear and the hostility then? You know it's there. Let's not kid ourselves. Do educators perhaps need to do a better job of educating the public and listening to the public? Or, does the public need to do a better job of educating itself? Maybe, just maybe, both groups have something to say to each other.

A RESPONSE

by

SENATOR ANDREW FROMMELT

I would like to react to several of the things that were said. One is in the area of planning. I think I must agree with Paul Johnston that certainly if there is to be a semblance of order, if we're to be successful in appropriating and planning for the future, bringing about coordination in the various levels of education so that we eliminate the overlapping, the duplication, and the failure to work toward goals, we must have planning. But, if we believe that planning will serve to solve the problems, per se, if you believe that we haven't over-planned in government today, if you believe that right now the planning that is going on is merely a repeat and I mean the studies in government are not a repeat of things that have taken place in the past, reports and plans which are compiled and allowed to gather dust and be ignored, then you're wrong. I think if we are to plan, we must convey not only to the legislature but to the general public, the taxpayer, what the plans mean and why they must be implemented, or the legislative bodies which are political will ignore those plans for political expedience. I'm not speaking of party. Again, let me say that we must plan. But planning does not necessarily solve problems. It only lays the course by which we can be guided toward an orderly solution of our problems in the future.

With respect to Mr. Millen's remarks - - someone said he hasn't lost his wit and I agree - - I think it is refreshing to see that, while he cites some dangers and a picture in the offing in the next 30 years, he has an optimistic note. I disagree in several areas. I do not expect at all that local taxes will be replaced by state and federal funds. I don't think it would be good to completely rely on the financing of education, on the local level especially, entirely from state and federal funds. I think the people are still going to want to provide, above the basic curriculum, some additional things that in their locale they might desire and express a willingness to pay for, which might not be desired or considered elsewhere. I think along with paying the bill goes the responsibility toward control and sensible spending. Transferring the onus of taxation to an echelon of government removed from those who spend it I think is unwise. There are arguments for it but any time you place spending at one level and the onus for collecting that tax at another level you remove the repugnance of overspending because they don't have to worry about raising the taxes.

I would hope that local control is not lost, that local control is not conveyed or bestowed upon the state and federal level. Certainly if there is something closest in the minds and hearts of the people, it is the education of our

youth. I would hope and pray that local control is retained in the state and local districts and areas, larger though they may and should be, certainly not turning it over entirely to the legislatures, state government and federal government to decide in its entirety what is going to be taught in our schools. Beyond that I think I can agree with much of what Cliff said.

With respect to Dr. Van Allen's remarks, I pick out several of the things that he cites. He says that his belief is that we should try to break our blind devotion to the idea that extended formal education for everyone is the only route to self-fulfillment and success. Then he lists two areas to work toward, acceptable sociological substitute for mere attendance at college and finally to foster a wide diversity of vocational-technical and other specialized forms of education. I think that until we can convince business and industry who place such a premium on the sheepskin (We don't really say many times was he a good student but in a choice between the very capable potential employee without the degree and one with the degree, who gets the job?) that this attitude should be changed. You are going to find a quest and demand by everyone to obtain college education because they feel that it is a door opening, right or wrong.

I will close with this remark. I believe that the greatest change that came in education in the last two decades was the GI Bill of Rights. I think it provided an opportunity for countless thousands to attend college regardless of where they came from or their means. I think what it did was to give stimulus to many and their children to realize that they could and should attain a higher education. I predict that by the year 2001 the state of Iowa will provide for every citizen of this state free public education through four years of college.

QUESTION-AND-ANSWER PERIOD

Question: by Mr. Petersen

I will lead off the questioning by directing one to Dr. Van Allen. I was very fascinated by his emphasis on the need to coordinate work and study. Just off the top of my head, Dr. Van Allen, whom do you think should take the initiative in this effort? Should it be the schools, the educational leaders, the business community, or should it be the political community? How do we get the ball rolling?

Response: by Dr. Van Allen

I think this is a very tough problem. I understand that's what your commission is charged with doing. We're sort of hit-and-run components of the system here today. I might sort of rattle a little bit about the kind of thing one might visualize. I think it's going to be very difficult to have a company devote one day a week of an employee's time and pay him for sitting there studying and working in the shop and learning some new wrinkle on his craft or understanding machine shop trigonometry, or something of this character. That is the kind of thing I'm really thinking about. There is a competitive matter involved and paying out money to teach people to learn their trade is really not, by and large, a traditional pattern of industry and business. It is in some noteworthy examples and I think it could be a good deal more so. It may very well be that, for example, the state government in Iowa could take some kind of initiative, or leadership by subsidizing in-plant education of essentially a technical character for those who really want to do it. Personally, I do not think even 40 percent of the human race is interested in college work, is interested in reading Chaucer in the original, and really is appropriately supported by public funds up to the age 21-22. I think we ought to kind of twist things around somehow by whatever measures we can devise to really put these young people to work where they really get into something they have some mastery of. I see too many students in my own classes who are there fundamentally against their will and contrary to their own aspirations. I wasn't very helpful, was I?

Question: by Rep. Radl

I agree with your work study suggestion for students and workers, but isn't this even more important where teachers and college professors are concerned? Should not they be required to take a sabbatical, say every three years, with full pay, to gain some work experience in their specialities as well?

Response: by Dr. Van Allen

I'm obviously not going to oppose that suggestion. I should like to say that many of us really attempt to do that on a more or less regular basis by dividing our efforts during the course of every week among, you might say, straight duties such as working right in the classroom and thinking and learning our subject--which we call research.

Question: by Mr. Good of Cedar Rapids

I would direct this question to Dr. Van Allen, although I would welcome comments from anyone. We have heard in our local level a demand for more emphasis to be placed on counseling at a pretty early level in K through 12 programs. Now, would you have a comment, Dr. Van Allen, on whether we should start here, say in eighth or ninth grade to directly counsel some of these children away from a college aspiration? I personally fear a European system coming out of this by the year 2001 where we separate at too early an age. Would you have a comment on this type of counseling and its direction?

Response: by Dr. Van Allen

I think you're referring to what is called the 'ten-plus decision' in England where every youngster at the age of ten or thereabouts is definitely split between an academic professional career and a technical/blue collar career at that point. Now, I admit that is a kind of implication of what I've been saying, although I have been thinking of it at a higher age than 10-12. Perhaps in the mid-high school level or something of this magnitude. I don't know how to do this properly. I'm very skeptical myself of counseling and counselors, some of whom may be present. I am skeptical on very specific grounds seeing how my own children have been counseled by school counselors. I am in the business, in some sense, of being a counselor myself but, believe me, I do not take it that seriously because I know I don't even know what I want to do--or should do--much less telling anyone else. I think this matter of counseling is honestly overdone. I think somehow or other we have to get the system such that it is a quite sensible thing to go off and learn to be a good machinist. I'm deeply fond of good machinists. I'm a kind of amateur machinist myself and, right now in our department at the University, we have much greater difficulty in finding a first-rate instrument maker than we do a Ph.D. in nuclear physics. I think this is indicative of the whole state of the United States. The quality of craftsmanship and doing a good job in a dirty shirt is just lost in our system somehow. I don't know how to get that back but I know lots of young people who are just great with their hands and creative and skillful but somehow or other they are tortured by the system into studying Chaucer--I don't want to pick on Chaucer too much today--let me say studying physics. Well, that is a poor answer but that is the way I feel in response.

Comment: Senator Frommelt

I would just like to make one comment. I think it goes back to education. I know for a fact in discussing with children in attending school that the teachers frown upon anything less than a profession. I think it is instilled into the children the fact that something less than professional attainment is tantamount to a failure and as a result the system itself breeds the understanding that everyone must receive a degree if he is to be considered successful. I think you as educators should attack it from that basis also as well as the business and industry that I cite that seem to place such a premium per se for having college education.

Question: by Monsignor Menke, Davenport, Iowa

I would like to direct a question to Mr. Petersen. Tell us, please, a little bit about the program that is being proposed by your committee, the areas you are interested in, the kind of thing we can look for as coming out of your office.

Response: by Mr. Petersen

I would like to say at this point that we have as our guidelines the Governor's inaugural message, a short portion of which is quoted on the front page of the program. Our committee, which is composed of 30 people, is very aware of the fact that the charge which the Governor has given to the committee is extremely comprehensive. It indicates that we must look at the educational needs of the state from preschool to the graduate student at all levels--public and private. To determine not only how our educational dollar can better be spent but also to determine and make recommendations when possible as to how we might implement and improve the educational system in the state.

I'd say that the problem the committee is currently wrestling with is how to not only find these issues which are to be brought into focus more clearly by this Conference, but also how to set priorities and achieve some meaningful recommendations within the constraints of both funding and time which are placed upon the committee. We have a basic grant in our office of HUD 701 funds which has as its purpose comprehensive planning for the state. The educational study is one of these. We are endeavoring, in the next few meetings, to determine the attitudes and the priorities of the committee and then to set a timetable so that perhaps they may have some minimum recommendations in a special area or two to make to the next session of the Legislature. Obviously, a Governor's committee cannot be appointed for a period longer than the Governor himself is elected, which is a two-year period. Our hope, however, is that since the Legislature did mandate the Office for Planning and Programming to be a part of state government, located in the Governor's office, these areas of public concern such as education, transportation, housing, etc., that need continual study and coordination will continue from one administration to another. In addition, funds for this work must also continue.

The specific methodology that the committee will probably use is subcommittees working in specific areas they have determined. We hope to have some regional meetings or area meetings around the state where again a preliminary conclusion will be brought to the citizens, the professional people, the students, and everyone who has an interest in the recommendations. Their findings will be made into a report to the Governor and the Legislature.

Comment: Senator Stanley

One of the points that Dr. Van Allen commented on is the motivation problem in all of education. A part of this is the blue collar versus white collar problem. How on earth do you motivate a person who is good with his hands to realize that he will be happier and will make a greater contribution being a skilled machinist than trying to do white collar work when he is perhaps not as well qualified? I'm not sure. I think all of us in our own attitude had better take a look at what we say and the impression we give in downgrading one kind of work. I think that is part of what has gotten us into this trap we're into. I might add that when I see what is happening to wages, particularly in the construction industry, perhaps it will happen that as skilled craftsmen become the economic aristocracy of this country, they will become the aristocracy in other ways too. This may help solve the problem.

We're at a much deeper motivation problem. What about the college graduate who won't spell? Who won't proof read? Who consistently turns out sloppy, miserable work? This is so commonplace. Where did the pride in skilled craftsmanship in any field go? It's gone! How to bring it back? I don't know. You have Kenneth Jernigan on your program this afternoon and he motivates people. He takes people who are hopeless, who are despairing, who think they are useless and are finished, and have nothing to do but live on welfare the rest of their lives. He turns these people into self-supporting, committed hard-working taxpayers, who overcome obstacles that none of us has to face. I think you might want to ask him how he does it. Maybe some of this will rub off on our general education system. He uses the work study approach too, I know.

I have to disagree with my friend, Cliff Millen. I don't see the local school board dying out or becoming materially less influential. I don't think we dare let that happen. I hope the direction of the state and federal government will be to raise the floor, raise the minimum standards, not to put on a ceiling, and never to take away the freedom of the local school board to try out new ideas. If we lost that, we've lost a great deal.

Nor, do I see the local property tax vanish. The property tax for schools is a fair tax up to a fair point. After all, good schools enhance the value of any piece of property. The Iowa mistake is that it has overused the property tax. It has used the property tax too much and this could be offset, in my judgment, only by increasing state taxes which is very difficult. Help more likely will come

by the revenue sharing of the federal government, finally recognizing that if it expects the states to carry the educational load, they've got to have a share of the federal income tax. I think this will come in the next few years.

Comment: Mr. Millen

I would like to point out that, as I said earlier, these are trends I have seen -- not necessarily things I favor. As it happens, I agree very much with things that Mr. Frommelt, Dr. Van Allen, and Senator Stanley have said along these lines. Only thing is, I don't know how, when you have an estimation of enrollments, you have a large number of men in the United States who have built businesses on a high school education who hire personnel departments and tell them not to let anybody by who hasn't got a diploma, are you going to keep kids from wanting to have a diploma? As far as the property tax is concerned, I believe local financing does provide a basis for local participation. Many of these things I would agree with the desirability but I'm following what, I understand, is the Dow Jones Principle. That is, if the trend is under way it is more likely to continue than it is to stop.

LUNCHEON ADDRESS

by

DR. E. GRANT VENN

Associate Commissioner for Adult and Vocational Education
for the United States Office of Education

LUNCHEON ADDRESS

by

E. GRANT VENN

In light of some of the remarks of the Conference that were made this morning, first let me say, I will not attempt an address. I have some prejudiced ideas I will throw out to you and they are free. That kind of advice you know what you can do with. Secondly, I think I should say I am a 'Fed' and there were some remarks made about the Fed, but I do want to assure you I was born in a state and I was raised in a state. I was a local superintendent of schools who had the distinct honor of losing five bond issues in four years so I know about some of the problems. I do want to thank Dr. Van Allen for giving me that launching pad and I hope to soar a little bit just up to the Van Allen Belt, though, since I did agree with what he had to say.

First, I am delighted to be here because I think this approach to some of the educational problems that we all have is one of the most sound that we can find in the future. It might not invite a lot of answers, but certainly will raise a lot of questions, which I think is the first step. I would congratulate the Governor on his establishment of this Advisory Council. It is not new, certainly, but I think we never before have looked at involvement of citizens in the solution of problems. As I recall the big surge that began right after World War II was to get an advisory committee so as to get the bond issues started and get the buildings built, when we were in that surge of the war baby boom right in the late 40's and early 50's.

Let me first give you five specific personal prejudices I have that are sort of a basis for my later remarks. First, I think the problem is not school failure. The problem that we have with our educational structure and system in the United States today is its success. I think it has been so successful that many many people, in fact the recent Gallop poll showed 82 percent of the people, think it is doing a good to excellent job. The problem is that most of us still think that we ought to keep doing the same thing. That generally grows out of success. Someone else said that our real problem in this country was that people weren't going to church anymore. You know why they are not going to church is because most people think you get to heaven these days by going through college. So, the first prejudice I have is that our problem is not the failure of the schools; it is the success of the schools. It's not the answers we have, but the fact that the questions aren't the same.

Secondly, I would like to say a prejudice that we all hold which we must get rid of is the fact that vocational education and vocational guidance is somehow separated from an educated man. Some of us even believe that a person's head and hand are not attached to the same body. We still talk about the fact that education is something one does with one's mind or gets with one's mind and a hand is something that you train. The unfortunate thing is that the labor department has recently projected that by 1975 the labor force of this country would only include 5 percent of its total as unskilled workers. This means, as far as I can see, that we must not think in terms of the kinds of new educational patterns we develop as being separate from the educational structure that we have because work has changed so much that the relationship between head and hand in almost all fields now is mandatory.

I would then comment thirdly on the concept of the vocational guidance. The question was asked this morning that if you give vocational guidance you therefore attempt to force young people to make an early choice. The exact opposite is what should be true. The vocational guidance should increase the options that are available to the young person and broaden the choices that he has. Unfortunately, since our concept of guidance has been so much geared to our concept of college as the only ultimate educational goal, we have narrowed our options in the school and therefore vocational guidance seems to be to get somebody out of school. Maybe we need some different kinds of schools, different kinds of programs.

The fourth point I would like to make is that we simply cannot, if the changing nature of work in this society continues (one of the panelists said this morning if a thing is showing a trend it is certain to continue and certainly technology would follow in that same pattern) separate our academic from our vocational program. This would be the worst thing to do.

In making some suggestions or comments to you, let me try to outline some bigger issues in our society that I think we've got to look at at the same time we look at the matter of education in general. I have ten of them. I think the first major issue that our society faces is discrimination. Now, I'll put it in a different term, however, because I think it is really more a matter of unequal opportunity for different kinds of people than it is abject discrimination. I don't think we really discriminate. I think we have found ourselves in a new kind of society which has meant that certain people have unequal opportunities to become involved and become successful in society.

The second big issue, I think we face, is the generation gap. Another way to put that is the failure to involve our young people in the real work, the real function, and the real activities of our culture. And, another way to put it is the failure of our society to allow our young people to contribute. The failure is not that we do not give them enough; the failure, I think, is that we do not allow them to give anything. This was not such a problem a few decades

ago because there were many things that young people could do and had to do to make a family successful. It's very interesting that but a few years ago the family that had the largest number of children was considered to have the best chance for success. Certainly success as measured in material goods because you had more boys and girls working on the farm. It's interesting now that we have legislation which says the larger the family the more guarantee you have of welfare payments. I'm not saying it's bad. I'm simply saying it's a different kind of ball game.

The third major issue I think we have to face is a matter of unemployment or under-employment, and another term is poverty. The most obvious problem is the unemployment but the greatest economic loss that we face as a nation is the under-employment of so many people. The 1960 census showed that at that time of the adults over age 25 in this country, 50 percent had not graduated from high school. Which means that most of these people are still in our labor force, still making the necessary adjustments to increase their success and their own achievements, and saddled with situations of an educational level which is not very relative to the kinds of demands a man's job and a man's role now makes upon him.

The fourth major issue, I think, is our rural-urban decay. Half of the counties in the United States are losing population and you know well what our problems are in the big cities. Another way to put that, I think, is our technological enslavement in which we have developed, most successfully, ways in which to produce goods and things and to move people and things about that many people find themselves located in such situations where their chance to be employed, their chance to get an education, their chance to get involved has disappeared. This wasn't true a few decades ago because most of the kinds of activities that our society engaged in were done within a very small radius of where the person lived.

The fifth major issue we've got to think about is quality and relevance in education. I'll define that another way as lack of options to the total student body, a total number of students that must be educated. I go back again to the fact that what was education in the past and worked so well still may be good if the situation were the same.

A sixth major issue we must consider is respect for law and order. I think another way to put it is respect for property and human rights. It's not really just the disrespect for law and order. I think it is more a question that many of us, many young people particularly, are raising. Do we really have respect for human rights in terms of what happens to some of our people in our society?

The seventh major issue I think that the educational community has got to speak to wherever it's working on solutions to problems is the lack of hope

of many of our people. This is the under-educated group. This is the group in which we find many of our older people, many of us at this age we have achieved, and those who lack the education because of lack of skills and because of technological trends, who now find themselves unwanted, unneeded, and unimportant.

The eighth major issue we've got to look to is a matter of conservation not only about water or air, our land, our trees, our resources of that kind, but even more important, our human resources. For the sake of conversation, you might say the human versus material values that have been the basis for so much of our thrust and our forward approach.

A ninth issue is the matter of financing our social programs. What are we going to put our money into today? Into the pool problem or into the flow problem? Are we going to fix the roof today? There really isn't any need to because the sun is shining. And, you know the other side of the coin. In other words, financing a social problem, setting priorities, and looking at the cost effectiveness of the thing, not only today but in terms of several years.

The tenth issue we have to look at is the structure and organization of education in this country. Another way to say it is "too much success." Obviously, we cannot continue to assign the same priority, the same ratio of financing, the same ratio of responsibility because of the nature of our technological age in which people are more mobile and all these other problems. I think we've got to take a look at this whole structure of education. The hardest way to look at it, of course, is the fact that you can prove that those with more education make more money, have more responsibility--although someone pointed out it is changing perhaps--but that correlation does not necessarily mean that therefore we should continue in that direction.

Those are the ten major issues that I think we've got to concern ourselves with. It is certainly not a finite list, certainly not inclusive, and certainly may not be the proper ones. But, I think they are some of the problems that we must look at. Basically, I think the parents, wherever they may live, whether in Harlem, or in Mississippi, or in Des Moines are taking a look at education against the backdrop of these issues. Is education really doing something about these major issues? I think where it is, they will support it. Where it is not, they are going to raise many many questions. The whole basis for this concept, I think, goes back to a point of view that we simply have a situation which is so different today from that which we have ever had before.

I would like to take a few minutes to talk about what our society might have been a hundred years ago, or fifty years ago. In fact, if you look at the history of man on this earth you will find that there are essentially two kinds of conditions that describe man since we have known him on this earth. One is the condition of scarcity and that condition was so well understood that the basic problem he had to solve was, how do you divide too little among too many?

The assumption was that there never would be enough for all. The Bible says the poor shall always be with us. The assumption is that the real problem was not how to produce enough for everybody but what is each person's fair share. Therefore, you had a constant condition of scarcity which was assumed, and which I think is still assumed mainly, to be with us forever.

The second constant which man lived under, relatively speaking, was a condition of stability. This led to constant search on the part of our wise people and all citizens as to what was the best answer. Could you find a man that knew the way? Could you develop an educational system which would always work? Could you find the best production method? This condition of scarcity which meant that some people were not to have as much as others and the condition of stability which meant that what one really had to find was the one answer; which, if you found it, would always work. Somebody said today that the greatest danger or the greatest handicap to change is success because, if you can prove you're successful, you can prove you don't have to change. If you take a look at society today, I think you could describe it essentially within the context I'm using: the two opposites of scarcity and stability. One would be abundance. We really know now that with the application of energy and science and our ability we could, if we so willed it, produce enough for everyone in terms of the material things, particularly in this country. So, from a condition of scarcity, we come into a condition of abundance. Essentially the approaches to problem solving under conditions of scarcity just don't apply under the condition of abundance.

The second thing that would describe today's situation is the condition of change. Instead of stability, we have change. The man, or the institution, or the political organization that comes up with the answer is likely to be in trouble in a very short period of time. That one answer is still good but the question is changed. You essentially face, I think, a situation where historically man has always assumed scarcity and has always assumed stability. We structured our educational, political, social, religious, and economic systems upon those facts and upon that condition. Now, we face a situation where the two opposite things may occur. The fact that we have abundance plus the possibility for abundance, and everyone knows we could, and the condition of change.

However, I think some things have happened now since this system was created. If we think of the educational system, I think you will find that essentially it was defined, created, and spelled out during the time of Jefferson and is essentially still the same. It is essentially still doing a pretty good job; although whether it meets present day needs, I don't know. But, I think these things have happened. The nation's work force can no longer absorb large numbers of uneducated or unskilled. Second, education literally has become the bridge between the individual and his role in society, whatever it may be, truck driver as well as astronaut. Third, large segments of our society find

themselves locked out of our culture because of youth, illiteracy, or old age. The fact is, we have the highest unemployed rate of youth between 16 and 21 of any nation in the world. For the simple reason that while our work force may involve about 10 percent to 15 percent unskilled today, in other industrial nations such as western Europe, Italy, Japan, the work force still is composed of up to 40 percent unskilled. The young person can do that better than anyone. The old person now finds himself locked out because of lack of education.

Fourth, the myth that educational quality is the ability to select students that should continue education no longer works. If you think about what we have traditionally held, and the majority still holds today as quality in education, you will have to agree that those institutions which have seemed to have the highest quality, have been the most selective. If you put the best products in school, you take the best product out.

Fifth, education changes so rapidly that probably the worst term in education today is graduation. It's the least meaningful and the most useless. It says that one has completed something. The fact is the longer you stay in school, I think Dr. Van Allen made this statement, it feeds upon itself. It's not like a meal.

Sixth, I think the educational disparity between some people in some parts of our country is so great as to cause permanent inequality in today's kind of society. I mention those things to raise the next point I'd like to talk about--flow problems and pool problems. Fishermen as well as economists know about flow and pool. What essentially we have in this country today, in terms of President Kennedy's ability to verbalize the matter of poverty and need and bring it to our attention so dramatically, is the fact that we have a pool of under-educated people, a pool of unemployed, disadvantaged, minority groups. But that is not the whole problem. The other side of the problem is the flow problem. We must take a look at both of those if we are going to solve the problem. In testimony before the subcommittee of the House week before last, one of the Congressmen in responding to the comments of flow and pool problems said there was a test at the turn of the century in the state of New York, a test for insanity. They brought the individual into a small room in which there was a large bucket filled with water and a large flow of water into this bucket. They gave him a dipper and said empty the bucket. If he went over to the bucket and dipped and dipped and dipped (of course he didn't get it emptied), they decided he should be institutionalized. If, however, he went over and shut off the flow and then emptied the bucket, they said he was sane. Congressman Meade said maybe we're all going to end up in an institution. Because when we identify our disadvantaged, we begin to dip in the bucket so fast that we have not yet looked totally at the flow. I hope the Governor's planning committee, in terms of looking at those problems which they obviously will have to do, will take a look at the flow problem of how do those people get into the pool. The fact is, across our country today, the pool which we started dipping into in 1962 and

1963 is still as large as it was. We still have those. Incidentally, we also still have 800,000 to one million dropouts a year of young people who do not complete high school in this country.

We have assumed that the schools essentially were set up originally to educate everybody. I maintain that was not the case. The schools were set up to decide who should be educated. At the time they were established, we had the majority of our work force in the mines, agriculture, fisheries and some of the unskilled industries and the fact was that somebody in society had to decide who did that kind of unskilled work. It seems to me that in the past the school somehow got assigned that unique social responsibility. If you look back on some of the early histories of state constitutions, you will find some of the legislatures debating the question about what age certain children should be failed out of school. In the state of Hawaii, as young a state as that is, and as a territorial government, they actually came to the conclusion that a certain amount of children should be failed out of the fifth grade in order to have someone to cut the cane and pick the pineapple.

This was not an unsound premise, because I think what our problem essentially is is that we had a school system in this country functioning a long time which is now closed down and that system was the work force. How many of you who have been teachers haven't said to one of the students you have had "look, if you don't want to stay here and get this, why don't you quit and go to work?" And, it wasn't bad advice at that time. Or said, "If you don't want to listen, Mister, why don't you quit and join the Navy?" Of course, we don't take them in the Navy anymore, too technical. The fact is that we have actually had a school system close down in this country and the school system we have is doing essentially what it always did because it's doing what parents want, most parents want, get them headed through college. And yet, the fact is that we have to do some different things in order to learn how to do some things differently. Commissioner Allen recently announced the emphasis for moon shot in 1970 on reading. Of course if you want to name vocational skills in the schools today, vocational courses, the first ones you have to name are reading, writing, and arithmetic. They're not general education anymore. They are more vocational in one sense.

Let me then just close with a few specifics that I would throw out for your consideration. Purposes and goals that the schools must take on in this transition period; I'm not proposing this for the year 2001 but for the immediate future. I think the school system has to become responsible for every youngster for the transition from school to the next step. It may be college in some cases, it may be community college, a technical program, or it may be on the job. I think if the schools do not take on the responsibility of helping the youngster get a job, if that's what he's going to do, or an entry level career school slot, all the evaluation in the world really isn't going to change that school system. But,

if you have to answer at graduation where that youngster really went that year, you will find you have created a pipeline of pressure on the schools which is a new one which schools have never had to answer to.

Second, I think we've got to develop youth involvement programs in our schools. This is, as has been mentioned, a work-study cooperative education work experience for credit, with specific assignments and supervision by the schools, certain kinds of volunteer activities. I maintain if the brightest student in Des Moines high school who was interested in medicine or science, spent part of this time working with one of the local hospitals, or in a laboratory, or with the doctor or veterinarian, you name it, he would be a better student when he finished high school with that kind of experience. It might be equally true for another youngster in a service station part of the time. The concept that work and education are separated, as parents used to say, "gee, I hope you get an education, son, so you won't have to work like I did," was the assumption that education and work were opposite. Not today. There are many many other kinds of volunteer activities that each of our communities, each of our states, and this country cries for that need to be done. Why can't we involve our young people for volunteer activities as well as the banker at the rotary club. Why can't we find a place for young people to participate in a real way, not just in unimportant regions which don't take care of very many. I think we've got to give them roles that have meaning to the parents and meaning to their peers.

Third, I think we've got to have a new definition of quality. I would propose that maybe the national accrediting commission set up a situation in which they say that if the dropout rate from high school becomes too high, it loses its accreditation. I proposed that seven years ago, and it hasn't been adopted yet. When we think about quality we have to think about all the students and how well we do with those who are the most difficult.

Fourth, the schools have got to increase their options. I would argue and hope that we develop vocational career kind of options in our schools. In the foreseeable future the majority of our youngsters are still going to be entering into a work role and a don't work role before they get through college. I think we've got to provide those kinds of options. I'm not arguing for the strict skilled narrow entry-level thing but rather the entry into a cluster. The whole health field runs all the way from quite low skills to very high skills.

Next, I would ask that we've got to start a career orientation and guidance program in the elementary schools. In a little study that we recently contracted for, we found that the children whose parents were college graduates knew fewer options in terms of careers than did the children from non-college educated parents. The children just didn't know what other options were available in today's society. We've got to teach them about those things because the kind of work that most people do now is not done in this narrow radius where they live. For you and I learned about those things and our youngsters don't today.

Next, I think we've got to develop a cooperative education with business and industry that employs a new partnership. I don't think the schools can really do that kind of education as well as it could be done in cooperation with business and industry. I'll just mention the new vocational-educational amendments of 1968 which do provide that moneys can be used by a local school board to work out cooperative relationships with employers to give certain kinds of experience.

Lastly, we've got to have a new attitude. I'd just like to read this paragraph from the recent report from the National Advisory Council on Vocational Education:

At the very heart of our problem is a national attitude that says vocational education is designed for somebody else's children. This attitude is shared by businessmen, labor leaders, poor people, farmers, administrators, teachers, parents, and students. We are all guilty. We have promoted the idea that the only good education is one capped by four years of college. This idea transmitted by our values, our aspirations, and our silent support, is snobbish, undemocratic, and the reason why schools fail so many students. (And, you can throw in something about motivation there, too.) We know people learn best if they have immediate rewards, success, and the education is relevant to their immediate and long-range goals. It isn't for some of our youngsters. The attitude infects the federal government which invests \$14.00 in nation's universities for every dollar it invests in the nation's vocational educational program. (The committee is not arguing against the \$14.00 but rather about the one dollar.) It infects state governments which invest far more in universities and colleges than they do for support of skill training for those whose initial preparation for the world of work precedes high school graduation. It infects school districts which concentrate on college preparatory and general programs in reckless disregard of the fact that for 60 percent of our young people high school is still the only transition to the world of work. It infects students who make inappropriate choices because they are the victims of a national yearning of education prestige. The attitude must change. The number of jobs which the unskilled can fill is declining rapidly. The number requiring a liberal arts college education, while growing, is increasing far less rapidly than the number demanding a technical skill. In the 1980's, it will still be true, according to best prognostications, that fewer than 20 percent of our job opportunities will require a four-year college degree. In America every child must be educated to his highest potential and the height of the potential is not measured by the color or the caller.

In concluding, let me say I'm not arguing for what was once known and is still known and identified by most people as vocational-education. That is not good enough, any more than the kinds of programs that we have in our schools meet present environmental needs. I'm arguing for a new approach to vocational education tied with academic education. The idea that if the youngster can't do certain things therefore he can do it with his hands is false and always has been. I think we've got to pull our educational programs together **but broaden** these options so that we do have a way for each person to be successful. I think then we might begin to lower the water in the bucket.

PANEL

INNOVATION: PANACEA OR PANDEMONIUM?

Panelists:

Dr. E. Robert Stephens

- Associate Professor of Educational Administration; Associate Director of the Iowa Center for Research in School Administration, University of Iowa.

Mr. James E. Bowman

- Former high school counselor. Currently Director of Special Projects for the Des Moines Public Schools; Chairman of the State Vocational Education Advisory Council.

Mr. Kenneth Jernigan

- Director of the Iowa Commission for the Blind; President of the National Federation of the Blind; Recipient of many awards for contributions to the welfare of the blind.

Responders:

Mr. Robert C. Phillips

- Attorney and Executive Secretary of the Iowa Petroleum Committee.

Mrs. Edward F. Samore

- Native of Great Britain; Former elementary school teacher; Recipient of several Citizenship Awards.

INNOVATION: PANACEA OR PANDEMONIUM

by

E. ROBERT STEPHENS

"Innovation: Panacea or Pandemonium." Is the current innovative thrust to be the panacea of education--the cure-all for many of the ills which plague education today? Or, rather, is it pandemonium--the state of wild disorder resulting in the waste of precious human energies and resources? Or does it, and in fact must it, reflect both worlds?

In an attempt to answer these extremely complex questions one must start with a workable definition of the concept of innovation.

For the purpose of this discussion, an innovative educational practice will be defined as a practice not generally in use in the schools of this nation.¹ It should be noted that this definition does not include any qualitative judgment of the worth or value of the practice, merely the generalizability of its use.

In response to the original question posed in the title provided by the planning committee for this conference, innovation may well be both. In order to reach a "state of panacea" in education, if such is indeed possible, innovation or change is necessary. However, the very nature of the change process suggests that a certain degree of pandemonium will be generated.

The concept of innovation in education is not unfamiliar to educational planners and decision-makers. In fact, innovation is today almost a byword. School administrators are expected to promote innovative practices within their districts. One common criterion used in teacher evaluation is innovativeness. And federal and foundation grants are often evaluated and awarded on the basis of their innovative aspects.

An examination of educational institutions in this state would reveal a number of innovative practices currently in existence. For example, the findings of a study conducted in the fall of 1966 revealed that at least 25 percent of 154 high schools accredited by the North Central Association of Colleges and Secondary Schools had implemented a new physics and/or chemistry curriculum, practiced

¹Gordon Cawelti, "Innovation Practices in High Schools: Who Does What--And Why--And How," Nation's Schools, April, 1967.

some form of programmed instruction, utilized data processing equipment, initiated team teaching programs, had functioning language laboratories, made use of teacher aides and paraprofessionals, and were involved in some form of work-study and student exchange programs.² All of these practices carry the label, innovation.

Even though innovative practices appear to be fairly common at various levels of the state school system, one still commonly finds in the educational institutions of this state and elsewhere a professor lecturing to a large number of students in a college class, all students in a secondary English class reading Hamlet, and a group of fourth graders reading from a single social studies text. There would be a consensus, in my opinion, that all of these illustrations are relatively traditional.

These two situations represent a paradox in that we can see, that, while some efforts to change educational practices are being initiated, a great deal of traditionalism still characterizes most of what we do in education today.

This paradoxical situation highlights several of the topics which must be discussed in this brief consideration of innovation. I have chosen to approach the paradox by first identifying the prime sources of change or innovation in education, and in so doing, provide a cursory examination of the nature of the current innovative movement, briefly considering some of the barriers to change in education, and finally, proposing the broad dimensions of a plan of action for systematically initiating, implementing, evaluating, and disseminating innovative practices in response to identifiable needs for change within the state school system.

In developing these points, the focus of attention will be centered upon the elementary and secondary educational levels within the total state school system. The rationale for this emphasis is based upon restrictions of time and on the position that this sector of the state school system is perhaps the most critical

²"Special Study: How High Schools Innovate," Nation's Schools, April, 1966. Included in the appendices of this paper is a summary of this report. The summary indicates the number and percent of participating accredited high schools in Iowa and in the nation which reported the existence of one or more of 27 innovative practices. Also included in the appendices are the findings of an unpublished survey conducted in 1969 by the Iowa State Education Association on the extent of innovative practices in 205 Iowa school districts. A third assessment of the extent of innovation in Iowa is reported in the following publication: A Design for Educational Organization in Iowa, Final Report, Great Plains School District Organization Project, June, 1968, pp. 82-92 (E. James Maxey and Donald Thomas, "Iowa Curriculum and NCA Innovative Practice Study").

with regard to needed improvements, if for no other reason than the fact that the greatest number of pupils and the largest expenditures of moneys occur at this level. This choice does not imply that the post-high school level does not have equally pressing needs for innovative practices. Fortunately, many of the comments offered are also applicable to the post-high school level.

SOURCES OF THE PRESENT INNOVATIVE MOVEMENT

A number of developments during the past two decades, at both the national and international levels, have given rise to the present movement to create a "revolution in education."

A number of these developments merit special attention as being particularly critical or significant precipitating factors.

1. The launching of Sputnik I in 1957 provided perhaps the most powerful impetus to the current change movement in education. A massive two-pronged crash program, handsomely financed in large part by the federal government, was established: first, to train scientists, mathematicians, foreign language specialists, and engineers; and secondly, to improve the quality of education in mathematics, science, and foreign language. Resulting from the latter effort were new innovative curricula in the basic sciences--the "new biology," the "new physics," the "new chemistry," and others.

A very significant aspect of these efforts and one which perhaps accounts for much of their success was the partial remarriage of the professional educator and the academician. We shall refer to this aspect later in this discussion.

2. Second, the postwar population explosion created a critical national shortage of qualified teachers to man the nation's classrooms.

Various approaches to dealing with this problem have been devised and implemented. The team teaching concept and educational television have as one of their prime objectives the exposure of a larger number of students to a master teacher than is traditionally possible. The employment of teacher aides and paraprofessionals has as its basic rationale the freeing-up of time for teachers to devote all of their energies to the business of teaching students. More recently, programmed instruction is being championed as an approach of great merit for the high-level instruction of students with or without the on-site presence of a teacher.

3. A third major precipitating force giving impetus to the innovative movement is an increasing recognition that education is to be one of the prime vehicles or instrumentalities to bring about social, political, and economic

reform in the nation, and a parallel movement, one which has almost amounted to a national commitment, the equalization of educational opportunities for all boys and girls--black and white, rural and urban.

A whole cadre of innovative practices can be tied directly to these two parallel thrusts. Of particular note are the many efforts being exerted to improve reading programs, the current emphasis on pre-school education, the revisions in social studies curricula which emphasize the humanities and the traditions and problems of minority groups in our society.

4. A fourth major impetus for change in education, and one which is closely related to the preceding factor, is the increasing recognition that moneys expended for education are one of the soundest economic investments available to the nation.

Recognition of this fact has created a more favorable environment for an investment in educational research and development. While the amount currently expended for educational research and development is pitifully small in comparison to that expended by industry and business and with respect to what is required in education, the increase evidenced in the past few years has been relatively significant.

Much of the new technology in education owes its very existence to the commitment to research and development by the federal government, the foundations, and private industry.

5. A final major precipitating factor accounting for much of the present innovative activity in education has been provided by public sentiment for change. This force seems to grow from several interrelated factors. First, it is consistent with the widespread general support for education. Further, the increased costs of education stimulate a strong desire to examine educational processes in an attempt to apply economies of scale, and cost/benefit-cost/effectiveness principles to educational processes. One can characterize this whole family of interrelated considerations by suggesting that while the public appears to be quite willing to support education at an accelerated level, it is at the same time increasingly demanding that the dollars being expended produce maximum returns in quality of education.

Despite these very real stimulators for innovative action in education and the resultant observable efforts being undertaken, it is still a recognizable truth that there are many obstacles to the widespread implementation of innovative practices which could lead to improved education in the state school system.

BARRIERS TO CHANGE IN EDUCATION

An examination of some of the inhibitors to change is essential to an understanding of the turmoil associated with the concept of innovation and as an explanation of the reason that some of the best of the new efforts are not more widely adopted.

Carlson, in an article in a recent pamphlet entitled Change Processes in the Public Schools, identified three types of barriers to change in the public schools.³

1. Part of the explanation of the slow rate of change, according to Carlson, is the almost total absence of a change agent in public education. Carlson's definition of a change agent is an individual "who attempts to influence the adoption of decisions in a direction he feels is desirable, . . . a professional who has as his major function the advocacy and introduction of innovations into practice."⁴

According to Carlson, there is no individual or agency in education comparable to the county extension agent in agriculture, whose success as a change agent is universally recognized. Almost by default, then, the personnel of educational institutions must assume the "change advocate role" in education. The difficulty in this arrangement is fairly obvious; namely, personnel of the institution are asked to prescribe changes and reform in their own practices.⁵

To the dilemma posed by Carlson should be added other problems of this arrangement. Local school district officials, by the very nature of the organization they administer, must devote a disproportionate amount of time and energy to the maintenance of the school, . . . they are not free from the inhibiting restrictions which accompany an organization with narrow focus, an organization confronted with inadequacies of finance, personnel and time, . . . they are not in a strategic position and therefore tend not to be capable of assessing and evaluating developments, and, at the same time, flexible enough to adopt their needed change.⁶

³Richard O. Carlson, "Barriers to Change in Public Schools," Change Processes in the Public Schools, Center for the Advanced Study of Educational Administration, Eugene, University of Oregon, 1965, pp. 3-8.

⁴Ibid., p. 4.

⁵Ibid.

⁶E. R. Stephens, Director, The Multi-County Regional Educational Service Agency in Iowa, Part I. Section Two, Iowa City, The Iowa Center for Research in School Administration, College of Education, The University of Iowa, 1967, p. 425.

2. Carlson cites the weak knowledge base of education as a second major barrier to change in education.⁷ Drawing again on the analogy in agriculture, educators have traditionally lacked the resources of the county extension agent who was backed in his endeavors by extensive research, experimentation, and development activities.⁸

The federal government in recent years has moved to correct this situation. The national system of regional educational laboratories was promoted with this critical need in mind. President Nixon's recent pronouncement calling for the creation of a national system of 300 or so lighthouse schools or "experimental stations" is also encouraging.

3. Carlson's third type of barrier to change in education is referred to as the "domestication of the public schools."⁹ What he is pointing out is that the very nature of the relationship between the school as an organization and its clients hinders change activities. As a service organization, the school cannot select its client, but unlike some service organizations, the clients of the schools must accept the service of the schools.¹⁰

The label "domesticated organization" is used to indicate that the schools are protected and insulated by the society they serve.¹¹ The damaging consequence of this situation has to do with built-in tendencies for the relatively stable school to be restricted in its need for and/or its interest in change.¹²

To Carlson's three types of barriers, I would like to add in this brief overview four additional inhibitors to change which are deserving of special note.

1. The first might properly be labeled the tendency for educational planners to "tinker with pieces rather than the whole." This tendency can be illustrated by the following example. Flexible scheduling, one of the recent innovations, has great potential for individualizing instruction, one of the two prime objectives of education. Yet in altogether too many situations where this practice has been implemented, it has led to pandemonium and has not

⁷Change Processes in the Public Schools, pp. 5-6.

⁸Ibid., p. 5.

⁹Ibid., p. 6.

¹⁰Ibid.

¹¹Ibid.

¹²Ibid., p. 7.

realized its objective due to the failure by the promoters of this plan and by local personnel to engage in essential pre-planning, to modify curriculum, methods of instruction, and organizational practices.

This type of inhibitor can be illustrated by many other less-than-effective innovative attempts. The "new math" readily comes to mind. While serving as an inhibitor to innovation by itself, this factor is related to or may be caused by some of the factors which Carlson identified, namely the absence of a change agent and the lack of a firm knowledge base upon which educational decisions are made and evaluated.

2. Another inhibiting factor, and one which is alluded to in another context, is the relatively small apportionment of moneys for research and development. While progress is being made in this area, as discussed previously, it needs to be recognized as a prime contributing factor to the slow pace of change in education.

3. A third barrier to the more rapid proliferation of innovation in education is the almost total absence, until relatively recent times, of reliable and valid evaluative techniques to properly assess the worth of an innovative practice, and, of equal importance, effective dissemination strategies. The federal government is committed to the rectification of both types of problems. Strategies have been planned and partially implemented at the national level to overcome them.

4. A final barrier worthy of special note relates to the structure of elementary and secondary education in this state. Reference is made particularly to the inadequate size of the vast majority of local school districts in the state. It is wholly unrealistic to assume that local districts having limitations associated with a small student base or financial capabilities can, or in fact should, support the kind of staff expertise and other essential components which are requisites to the design and implementation of various innovative endeavors. I am fully aware of the present controversy over the subject of size of local school district administrative units. I am also conscious of the many ramifications of this subject. However, it is a factor which can be well documented that the structure of education in this state at the present time serves as a serious constraint on the improvement of the state school system.

A PROPOSAL FOR PLANNING FOR CHANGE IN THE STATE SCHOOL SYSTEM

An assumption made throughout this discussion is that change in education, as in other aspects of our society, is at the same time both inevitable and desirable.

This is not to say that change and progress are necessarily synonymous. This being true, how can we better insure that the inevitable change will result in improved educational opportunities for the children of this state and not in pandemonium or in maintenance of the status quo under a new name.

Progress must be planned. Therefore, I wish to propose a planning strategy to the Advisory Committee for its consideration and possible endorsement which cuts across many of the considerations discussed thus far.

In order to provide for the purposeful and orderly direction of change in the state school system, it is proposed that a commission for educational innovation and change be established.

While I do not wish to go into great detail concerning the establishment of the commission, I would like to offer a number of guidelines concerning its possible make-up, functions, and financing.

Regarding the make-up of the commission, it is suggested that it be quasi-governmental in nature primarily to insure its independence from the existing legally constituted units of school government, although it is envisioned that close working relationships will be maintained with the existing units.

Further, it is recommended that the commission be representative of various lay publics, of educators from all levels of education in the state school system, thus providing a necessary linkage between all levels, preschool through graduate school, and the college and university scholar.

Concerning the functions of the commission, it is to be strongly emphasized that all of the four essential interrelated aspects of the innovative and change processes be given due consideration; namely, the design component, the initiating component, the evaluation component, and the dissemination component.

The commission should be allocated sufficient financial resources in order that it become and remain a truly viable instrument for change in education. Potential funding sources include a percentage of federal moneys presently coming into the state under various programs. Further, the Iowa General Assembly should be urged to appropriate "seed moneys" to the commission as a categorical appropriation for the promotion of educational research and development. There is precedence for this type of legislative appropriation in agricultural promotional activities and in economic developmental activities.

In the conduct of its activities, it is recommended that the existing resources of the state school system be fully utilized. This state presently has a number of sophisticated research and development capabilities. For example, a commission should explore the utilization of the research and development

capabilities of the University Laboratory School at Iowa City, which over the years has established a national reputation in the development of instructional methodologies, programs, and materials.

It is incongruent that in a period when the need for lighthouse schools is receiving national visibility, that a facility with a rich history and present potential is being allowed to wither due to lack of financial support.

A number of other institutions with existing research and development resources are to be found within the state. A function of the commission should be to channel and organize and support the efforts of various agencies and groups presently in existence to the overall needs of the state school system, and in addition, propose new instrumentalities as required.

In designing the organizational and operational features of the commission, some guidance can be found in an examination of existing models in a few states which have organizational units comparable to that which is proposed. The New York State Plan is worthy of special examination in that it has a several-year history of operation.¹³

It is my hope that members of the Advisory Committee will give serious consideration to this proposal as it ponders the needs of education in Iowa as reflected in the title: "Innovation: Panacea or Pandemonium." The choice is ours.

¹³A proposal to establish a national "Commission on Research, Innovation, and Evaluation in Education" is included in a recent publication of the Committee for Economic Development: Innovation in Education: New Directions for the American School, A Statement by The Research and Policy Committee, July, 1968, pp. 69-71.

APPENDIX A

NATIONAL SURVEY OF THE IMPLEMENTATION OF 27 INNOVATIVE PRACTICES, FALL, 1966¹

Number of accredited high schools participating in the survey

Nation	7, 237
Iowa	154

Average number of innovations per high school

Nation	6.1
Iowa	4.9

1. "Special Study: How High Schools Innovate," Nation's Schools, April, 1966

Innovation²

Iowa
Percent of
Responding
High
Schools
(N=154)

National
Percent of
Responding
High
Schools
(N=7, 237)

Area: Curriculum

1	PSSC Physics	37	43.2
2	CHEM Study Chemistry	35	38.7
3	CBA Chemistry	5	9.9
4	SMSG Mathematics	18	36.4
5	UICSM Mathematics	1	4.5
6	ESCP Physical Science	8	9.7
7	SSSP Physical Science	0	3.5
8	Humanities Course	9	17.7

Area: Technology

9	Television Instruction	5	16.5
10	Programmed Instruction	27	28.8
11	Teaching Machines	15	12.7
12	Language Laboratory	71	71.3
13	Data-Processing Equipment	25	28.3
14	Telephone Amplification	7	5.3
15	Simulation or Gaming	10	15.4

Area: Organization

16	Flexible Scheduling	6	14.8
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Innovation ²	Iowa Percent of Responding High Schools (N=154)	National Percent of Responding High Schools (N=7, 237)
17 Team Teaching	25	41.0
18 College Credit Courses in H.S.	15	28.0
19 Nongraded Schools	3	4.7
20 Teacher Aides - Paraprofessionals	30	29.1
21 Honor Study Halls	21	23.5
22 Work-Study Program	45	48.7
23 School-Within-A-School	0	2.7
24 Cultural Enrichment Programs	19	31.0
25 Student Exchange Program	46	36.5
26 Optional Class Attendance	1	4.0
27 Extended School Year	1	5.1

2. See report for definitions of innovative practices utilized in the survey.

APPENDIX B

IOWA STATE EDUCATION ASSOCIATION SURVEY OF
INNOVATIVE PRACTICES IN IOWA SCHOOLS, JANUARY, 1969¹

Number and Percent of Participating School
Districts Reporting the Practice
(N=205)

Innovation ²	Number	Percent
1 Television Instruction	83	40.5
2 Programmed Instruction	85	41.4
3 Teaching Machine	50	24.3
4 Language Laboratory	136	66.4
5 EDP Equipment	46	22.5
6 Television Amplification	12	5.8
7 Flexible Scheduling	31	15.1
8 Team Teaching	69	33.6
9 College Credit Courses	22	10.8
10 Nongraded Program	20	9.7
11 Aides - Paraprofessionals	88	43.0
12 Honor Study Halls	63	30.8
13 Optional Attendance	6	3.0
14 PSSC Physics	14	6.9
15 CHEM Study Chemistry	57	27.8

1. 205 (45 percent) of the 455 school districts in the state participated in the survey.

Number and Percent of Participating School
Districts Reporting the Practice
(N= 205)

Innovation ²	Number	Percent
16 CBA Chemistry	7	3.4
17 SMSG Math	25	12.1
18 UICSM Math	2	.9
19 ESCP Physical Science	41	20.0
20 SSSP Physical Science	9	4.3
21 Humanities Course	41	20.0
22 Special materials used to emphasize role of minority groups in American society	38	18.6
23 Media Center	74	36.0

2. See Summary Report (unpublished) for definitions of innovative practices utilized in the survey.

INNOVATION: PANACEA OR PANDEMONIUM--"BATTLEGROUND REPORT"

by

JAMES E. BOWMAN

Perhaps it is that we are seeking the panacea that has led many of us in education to a generally misguided notion that there is one right way of providing an educational program to a highly diverse and complex populace, and perhaps it is the fear of pandemonium that has served to intimidate many of us from exploring new approaches to meeting the myriad special educational needs of learners. In the face of an increasingly questioning population led by the youth, the blacks, and even more recently I see the American Legion, we are still promoting the illusion that all is going pretty well in education when, in fact, we seem to be continually losing ground.

As we look critically at the crying ills in urban education as well as in our rural areas where we still resist any meaningful structural changes, we are aware that those who talk realistically about alternatives to public schools may be gaining a greater number of listeners. Our intransigence to change in education has perhaps become so deeply entrenched in some areas that voluntary ways to extricate ourselves from this morass of sameness have all but vanished. A very prominent local educator put it this way the other day when he said, "Educators don't really mind changes, they just don't want things to be different."

In recent years with the advent of the Elementary and Secondary Education Act, the Economic Opportunities Act, National Defense Education Act, and others, a wave of new opportunities and promise swept this country in education. For generations we had always been given to strong commitment to individualized instruction, to allow for individual differences to meet all the special demands that society was putting upon the schools for an educated body politic. Now, indeed, was the opportunity to put theory into practice to show what really could be done with special emphasis on meeting the complex needs of our urban and poor populations. Many well-intended efforts were invested in conceiving, planning, and implementing new educational programs. Many educators indeed welcomed the opportunity to really concentrate on finding new ways to help children. But much of the time the structure of the situations, while affording the opportunity for change, was met with open resistance and occasionally some hostility. The dynamics of resistance to change is perhaps not terribly difficult to understand once one goes into the various nuances affecting us and how we all view our own roles in society.

As indicated earlier, while the citizenry of this country at all levels, has begun to seriously question the effectiveness of our educational effort, perhaps one of the loudest voices has come from the black population and the poor along with the increasing demand for rights and the now somewhat fading promise of the great society programs. At virtually all levels of education, ranging from higher education down to Head Start, the new wine in the form of federal money has much of the time been put into the same old beat-up bottles as a promise for a better future. We feel that it is important here to indicate that some of the problems that all education faces developed not so much from what happens as the way by which it happens. Take the use of government funds for instance, while it is exceedingly important that federal guidelines control the use of federal moneys rather than allowing it to dribble away in ways that many other funds have dribbled away in public education, it is also important that sufficient latitude be allowed so that school districts can concentrate on educational efforts for which they are sufficiently prepared. I don't think anyone would question that it is very important to attack the problems of the disadvantaged with a vengeance, but it is also important that districts be allowed to develop programs that they feel capable of fulfilling. Perhaps some of the failure that resulted in the earlier years of Title I, ESEA, could not be avoided because school districts were admonished and indeed restricted to attack the most serious problems of deprivation in education with a view toward instant solutions. Rigidity of guidelines can often preclude doing the most possible or most meaningful thing while seeking answers for the more serious problems. To solve the most entrenched and difficult problems that have persisted for generations in education within a given time limit seems to make even more impossible an extremely complex situation. I am sure Neal Armstrong is glad that they didn't have to plan and complete the Moon Trip in one fiscal year with all funds being spent by August 31.

Certainly some advanced funding in more recent years has helped, but the fear of sudden withdrawal of government funds tends further to intimidate both boards of education and administrations into making less than full commitment to these very vital programs. This, of course, is not without some justification. While it is important that local districts make provisions for supporting the new programs, the increasing lack of financial resources seems to dictate a certain hesitancy regarding the obligation of local funds. Unfortunately, this is at a time when commitment to improved education on the part of school districts has never been more important. Certainly at least one year's advanced funding in virtually all government-supported programs would be helpful, but three years would be a blessing! This would allow districts the time to obtain good personnel and plan effectively and would likely build in greater insurance for success. Certainly any educational effort has enough "ifs" in it already without the constant "if" of whether or not there will be sufficient financial resources to carry out the objectives of the project.

We can't talk about change in education without getting into those towers of strength from which all resistance flows--our colleges and universities. With few exceptions, there is a great deal of talk about innovation and change but most visits to college classrooms suggest that the same approaches to learning persist for the most part. Both they and we in the public schools have given little more than lip service to the notion that the community is a laboratory for learning. Further, universities have a great difficulty in learning to work with other agencies as equals. Certainly there are exceptions, but the tendency is to view cooperative ventures as those in which some agencies are more equal than other agencies. Further, colleges and universities provide virtually no training for teachers in the area of working with parents or other agencies. All this in the face of the hew and cry for community involvement in education. It is most unfortunate that the colleges have not felt that this had anything at all to do with their own operation! The result, of course, is a group of teachers who come out each year virtually untrained regarding the dynamics of communities. The new thrust in Teacher Corps and EPDA projects, where community activity is a part of the programming, seeks very definitely to change this. We only hope that the universities will begin to integrate this concept into their preparation of teachers in the future. It is certainly unfortunate that this could not have been made a regular part of teacher education earlier.

With the aforementioned influences of the government and the colleges and universities, the public schools are faced with a variety of problems. First, a public which is growing impatient as it regards financing public education, a particular problem with the black population which wants not only relevance and the curriculum blackened a lot but a prominent role for blacks in the public schools--both professional and paraprofessional. In addition, teacher organizations are growing more aggressive and demanding a right to bargain and negotiate not only salaries and contracts but their own roles in public education. In regard to the program of the school, we tend not to do sufficient research to determine how effective certain of our programs are, so it makes it exceedingly difficult (if not impossible) to determine which things have worked well in earlier programs for all children. This compounds the problem of trying to determine which things might be more properly done for children with special educational needs.

What are some of the difficulties in conceiving, developing, and implementing new ideas in schools today? More often than not the organizational design of school administrations precludes the sharing of decision-making in ways that promote change. Far too often structures and people responsible for the prevailing conditions can insure that nothing new will evolve. One thing is a certainty: we all tend to be pretty much defensive about a structure or a prevailing set of conditions that have been good to us and with which we feel secure. So, it is not difficult to understand why this would be the case. Secondly, in education we tend to accept the same things as acceptable even if they are unsuccessful due to longevity and different things as revolutionary if they are new. Few educators like to be looked at as wild-eyed radicals for being the first person to try something different. You can be the second or third person to try new things with a great deal more security.

Certainly it can be said that there still is a tendency for educators to do too little inter-disciplinary planning. We always seem to be locked into the tendency to involve people who talk and think like we do rather than include those who share different opinions.

We still strive to do the most difficult job with insufficient personnel. This can be both in terms of number and quality. The emergence of new programs can sometimes place an excessive drain on best qualified personnel to insure success in programming. It becomes increasingly apparent that in all education we need the "best" personnel, but the results of certain special programs will certainly be affected by the extent to which our very capable and committed teachers can be made available for their implementation. Probably as important as anything is the extent to which a school district is totally committed to the success of new programming. Certainly the obligation to maintain the rest of the school program at a quality level is a factor. Many decision-makers are not convinced that special programs offer many, if any, significant answers and probably should not be greatly emphasized. This, of course, can have some effect upon the prominence and prestige with which special programs are viewed. The priority they hold, of course, will in large measure determine the extent to which change will be made manifest in a district because the feeling for change, for the most part, is communicated by this action or inaction. Certainly commitment or lack of it as it relates to key education decision-makers will determine where a school district is going. All this demands a commonality of understanding as it relates to what the educational goals of a school district are and the extent to which they are generally acceptable district wide. Unfortunately, throughout the entire range of people in public education, the suggestion of change suggests to them that you are saying that everything that we are doing isn't any good. It is difficult for many of us to accept the idea that even something that is good can be changed for the better. Certainly some things that are not good demand change. Neither demands that everything that we are doing be thrown out! I would be one of the first to acknowledge that for many children, certainly in our own school district, a very fine education is being provided. But, we certainly cannot be lulled into lethargy by this acknowledgment.

One thing seems certain today--the revolution in education that is perhaps led by new programming suggests that schools as we have conceptualized them in the past are perhaps on their way out. We are going to have to give a long, hard look at things like the one teacher with 30 children being an ideal, or tradition of females only in primary grades and, indeed, a strong consideration will have to be given to a greatly expanded role for paraprofessionals. All educators know, for instance, that if education in the future is to be really effective, teachers are going to have to have the opportunity to do things that have to do with learning as opposed to the multiple tasks they perform that could perhaps be handled by someone with lesser qualifications.

Despite many of the obstacles and problems in attempting to "get new things started" in education, a number of things do show promise. We are finding, for example, in our New Horizons Program in Des Moines that some people who might not have wanted to before really want to go to school when new educational approaches are employed and it is combined with a work experience. It is important to note that the black youth of the community as well as their parents do, in fact, have a genuine interest in what is taught in schools and it is important to them that they "see themselves" in the curriculum of the school. Further, it is becoming increasingly apparent that we want a piece of the action and more black personnel in leadership roles. This is gradually improving.

The in-service experiences for teachers held in the school district for the past two years, that have their thrust into the inner-city communities, show great promise. Teachers and inner city parents find that they not only respect each other but tend to like each other once the opportunity is presented. Bringing these two vital links together on neutral ground seems to point the way to improved school-community relations which are so vitally needed in the inner city. Probably one of the most unheralded sources of hope is the new teacher of today. Beginning teachers, both white and black, in an increasing number are wanting to join the team to solve some of the most difficult educational problems. So despite the innumerable difficulties that we all face in expediting change, there are still some signs of hope.

THE FUTURE OF EDUCATION

INNOVATION: PANACEA OR PANDEMONIUM?

by

KENNETH JERNIGAN

The question before us on this panel is: Educational Innovation--Panacea or Pandemonium. My response to that question is, summarily, that innovation cannot be a panacea, and need not become pandemonium. At the least it is a palliative, and at best it may be a progression. Nothing is more evident today, to the layman as well as to the expert, than that our "systems for the delivery of learning"--that is, our schools--are in trouble. Not only in Iowa, but all over the land--and at all levels from elementary to university--we seem to be going "up the down staircase."

At the college level, students in significant proportions, if not in alarming numbers, militantly confront and sometimes defy their professors and administrators. The common denominator of their various demands is, however, not revolution--at least not yet--but innovation. The cliché most commonly employed to express this demand is "relevance;" and that tiresome term (if it means anything at all) means new departures both in the substance and procedure, the goals and the methods, of academic experience. But that is not all there is to the theme of innovation in higher education. Two recent and broadly influential studies of the college crisis, neither of them concerned primarily with student protest--and both of them the work of sociologists--illustrate in their titles the centrality of the principle of innovation. One is The Academic Revolution, by Christopher Jencks and David Riesman; the other is The Reform of General Education, by Daniel Bell. Let me, for the moment, simply take note of this pervasive and persistent emphasis on innovation in the current literature on higher learning in America.

At the secondary level the issues are not quite the same but are no less caught up in considerations of reform and experimental change. Here the problem is more commonly one of dropouts than of sit-ins (although Students for a Democratic Society, as you know, has begun a campaign to organize the high schools) and questions of contemporary relevance, immediacy, and cogency are the burning issues in social studies, if not everywhere else in the curriculum.

At the elementary level, where creativity has its native stronghold, the theme of innovation has been a constant--perhaps the only constant--for more generations than anyone now living can remember. Whatever may be said in

criticism of our primary schools today, they are a far cry from the Dotheboys Hall of Dickens' time, where Nicholas Nickleby and his fellow scholars carried on their rote learning and ritual recitations in constant terror and discomfort--under pain of daily floggings designed to correct that constitutional flaw in the disposition of all children known to the devout as "infant depravity."

Innovation in the shape of humanitarian reform and child-centered learning entered the American schoolhouse with John Dewey and his progressive philosophy even before the turn of the century. It has since been revitalized through successive theoretical transfusions, notably the self-motivating methods of the Montessori school; and today, after many backings and fillings, innovation is again a conspicuous feature of learning theory and methodology in elementary education. But the tide, of course, does not flow all one way. The innovative spirit, with its passion for change and its impatience toward convention, never proceeds very far in any community without encountering resistance; and in the present conservative climate of opinion across the country (brought on in large part, as I believe, by excessive demands for change), it is unlikely that innovators will have their way entirely at any stage of the educational ladder.

No doubt this is as it should be. The history of American education may well be read as a dialectical process of alternating challenge and response between the forces of innovation and those of tradition. But it should not be supposed that this competition of viewpoints is unhealthy in principle or destructive in tendency. On the contrary, it is the educational analogue of the democratic political process on one hand and of the competitive enterprise system on the other. For the debate I am talking about is not over ends and basic values, but rather over means and interpretations. The real enemy of innovation, it should be understood, is not tradition but inertia. Tradition, wherever it is viable and valuable, welcomes change and progress; innovation, wherever it is sensible and successful, soon turns into tradition. The relationship between innovation and tradition, in the school as in society, is properly not one of conflict but of continuity. Each perspective in fact needs the other. Without regular injections of innovative energy, tradition deteriorates into dogma; without the sober and corrective prudence of traditional wisdom, innovation becomes mere novelty, hovering on the edge of chaos.

I hope that I have said enough to demonstrate my own partiality for innovation, disciplined by a respect for the past, in the curriculum and the classroom at all levels of the educational system. Indeed, it would be a betrayal of my own professional career and commitment were I to suggest otherwise. As director of the Iowa Commission for the Blind over the past dozen years, I have been at the storm center (some might say I have been the storm center) of a full-fledged revolution in the education of blind people--away from conventional indoctrination in the sheltered blind trades and from adjustment to lives of quiet desperation toward the higher ground of complete equality, independence, and participation. The blind students who pass through our rehabilitation center here in Des Moines

emerge not as dependent conformists ready for the broom shop and the rocking chair, but as self-sufficient citizens ready to lead their own lives, to go their own way and to grow their own way--rebels against the "establishment," no doubt, but rebels with a cause. That cause, that sense of mission, may be defined as faith in their own capacity, individually and collectively, to assume the active role of "change agents" in the uncomprehending world around them: more specifically, to reconstruct the social landscape of the country of the blind. Our commitment in the programs of the Iowa Commission is therefore to innovation in the fullest sense, both in ends and means; and in the exercise of this commitment we are continuously experimenting and improvising, remaking and revamping, branching out and breaking through, in every phase of our operation.

Having said that much for innovation, let me reverse direction and say a few words against it. It is a truism that we live in an age more accustomed to change, more comfortable with abrupt transitions and large-scale alterations, than any previous age in history. Moreover, we Americans are geared toward the future, almost obsessively forward-looking, utterly fascinated with the shape of things to come. Planning, forecasting, prognosticating, predicting, projecting, extrapolating--these are our characteristic national pastimes. Witness, as a case in point, the structure and focus of the present conference. Its subject is education, yes; but it is not "education today," let alone "education in retrospect or in historical perspective." No; it is "The Future of Education." And the opening panel this morning was appropriately entitled "2001: An Education Odyssey."

Well and good. As an avid science-fiction reader and amateur futurist myself, it would come with ill grace from me to scorn this forward-oriented posture. My concern is only that, in our haste to get to tomorrowland, in our absorption with the themes of change and innovation, we may overlook the stubborn realities of today and disdain the crucial lessons of yesterday. In the field of education, as in that of government, we cannot afford to break precipitously with what Walter Lippmann has termed the "traditions of civility" and what Edmund Burke called the "prudential wisdom of the past". For to break away from that usable past is to break away from the moorings of civilization itself--and to drift unguided not toward the good society of our dreams but toward the "Brave New World" of our nightmares.

It is not only innovation which cannot be regarded as a panacea for our problems. Education itself must not be burdened with unreasonable demands and expectations. It would be difficult to over-emphasize the importance of the schools, and especially of the universities, in the future conduct of our civilization; but it would not be at all difficult to over-estimate their capacities and resources. As far back as a decade ago Dr. John W. Gardner, then president of the Carnegie Corporation and since Secretary of Health, Education, and Welfare in the Johnson Administration, could declare: "The role of the universities

is undergoing a remarkable change. They are thrust into a position of great responsibility in our society--a position more central, more prominent, more crucial to the life of the society than academic people ever dreamed possible"

Indeed, it is this explosive growth of the American college system which Professors Jencks and Riesman have designated the "academic revolution"--and which they describe in their magisterial volume in tones fraught at least as much with concern and apprehension as with optimism and affirmation. Just as the lower schools cannot be all things to all children, so the universities cannot be all things to all men. In short, to avoid falling into pandemonium we must avoid falling back upon panaceas. In the allocation of roles and values to the educational enterprise, we shall need to keep our heads and maintain our balance--in more ways than the one under discussion in this panel. If it is important to strike a balance between the forces of innovation and those of tradition, it is equally vital to balance the values of a general or liberal education against those of vocational and professional training. And most crucial of all may be the need to balance the esthetic and moral persuasions of the "soft" humanities against the aggressive imperatives of the "hard" sciences. Let us admit that there is no imminent danger of our neglecting or disparaging the latter. Between Sputnik I and Apollo 11, little more than a decade apart, we have thoroughly redirected and rededicated our educational investment toward the advancement of science and the nurture of its technological progeny. I have no desire to minimize the magnificent accomplishments which have resulted from that national decision. The proof, after all, is in the pudding--or, rather, the proof is written on the moon and stars. But possibly the time has arrived for a reassessment of educational priorities and of the social values that undergird them. As we rocket down the skyways and spaceways of the future, let us not forget what the year 1984 conjured up in the mind of one sensitive futureologist--the British author George Orwell. It was a vision of hell in the shape of a technological paradise. It was the anticipation of a future society which had lost its head, its nerve, and its soul. That imaginary civilization failed, not for lack of innovation or of information--not for lack of scientific and technical skills or of psychological knowledge--but for lack of belief in the values and requirements of free men. Its failure, in a word, was educational.

I cannot leave this issue without a brief extension of my remarks in a particular direction. In all that I have said thus far I have, perhaps, been guilty of perpetuating the favored illusion of schoolmasters, that education is a strictly formal affair confined to primary, secondary, and tertiary institutions--and to the span of years between five and twenty-one--after which it vanishes like the Cheshire Cat, leaving only a bad taste and a wry grin behind. That assumption is, of course, pedantic poppycock. Education is merely learning, intellectual or cognitive growth, and it proceeds continuously in one form or another from cradle to grave. Much of this lifelong process is, to be sure, what Paul Goodman has labeled "mis-education" and others have termed "negative learning"--a good deal of which takes place in unstructured settings (such as watching TV) and even in unwitting or unconscious circumstances (such as

watching TV commercials). Learning of a more active kind occurs in other situations, which are wholly or partially non-academic and extracurricular, but which function as extensions of the academy--"classrooms without walls," as it were. Many of these settings are sufficiently well known to need no mention; but there are others, close to my own experience, which are germane to our theme of educational innovation. Perhaps the most far-reaching example of informal education today, involving millions of Americans, is to be found in the vast array of public aids and services aimed at the disabled, disadvantaged, and deprived. Not all of these services of course entail the transmission of new learning; but it is remarkable how many of them do, and in how many ways. Here are a few: vocational rehabilitation, vocational education, compensatory education, counseling and guidance, self-support and self-care, group therapy and sensitivity training, apprenticeship and internship programs, Vista, Manpower Development and Training, Youth Corps, Head Start, Upward Bound, orientation and adjustment services, and so on and on.

In these proliferating programs of quasi-educational impact, already almost more in number than anyone can tabulate, there is continuous innovation--and that is doubtless to the good. But there is also continuous indoctrination--and that is presumably to the bad. If the millions of citizen-clients are not being enlightened by these services, they are unquestionably being influenced; and I wish only to suggest that we might do well to ponder the quality and direction of that educative influence.

As someone has surely said before me: when tyranny comes to America, it is likely to come in the guise of "services."

I can do no better, in bringing my remarks to an end, than to offer you a quotation from a small book which has meant much to me, and perhaps also to some of you--The Prophet, by Kahlil Gibran:

Then said a teacher, Speak to us of Teaching.

And he said:

No man can reveal to you aught but that which already lies half asleep in the dawning of your knowledge.

The teacher who walks in the shadow of the temple, among his followers, gives not of his wisdom but rather of his faith and his lovingness.

If he is indeed wise he does not bid you enter the house of his wisdom, but rather leads you to the threshold of your own mind.

A RESPONSE

by

ROBERT PHILLIPS

It is from the standpoint of a curious parent who is interested, rather than one who could prescribe constructive changes, that I am here today. I was particularly impressed with the statements that Dr. Stephens made in that while some efforts to change educational practices are being initiated, a great deal of traditionalism still characterizes most of what we do in education today. He also pointed out the fact that the employment of teacher aids and paraprofessionals has as its basic rationale, the freeing up of time for teachers for devoting all their energies to the business of teaching students. Believe me, as a taxpayer and a parent, I can't overemphasize the business of teaching students. I also liked what he said in regard to recognizing that the moneys that we spend for education are one of the soundest economic investments available to the nation. I would add to that, providing we educate.

The statements of Mr. Bowman were particularly cogent and to the point. I liked the idea that flexible scheduling should be one of the recent innovations. It has great potential for individualizing instruction, one of the prime objectives of education.

As far as Ken Jernigan is concerned, all of you I'm sure are familiar with the great job he has done as a teacher and an educator and I might say against some terrific odds. There was a lot of pressure to keep his commission and him from doing what he has done. Over the past years I have seen the graduates of his school, and I can say it's a job well done.

The speech that we heard this noon particularly impressed me. I would like to get those ten points that Dr. Venn talked about. To me, the educational system should educate you to live not only in the environment that we live in but also in your own home. It seems kind of screwy to me that a kid can graduate from high school and not be able to fix a light switch. This really isn't too tough. We ought to have one little course (we used to call it auto mechanics) in what now might be called home economics. Here you would learn to do a few of these little things around the house. In our vocational systems I don't believe you need to speak French in order to run a jackhammer. I also think that with the automobile as dominant a part of our society today as it is, the kids ought to be able to distinguish the difference between a Van Allen belt and a fan belt.

I also have a kind of pet peeve with some of the so-called core courses that are required in college--but I won't go into that. I'm sure you have all heard it.

In carrying out what Dr. Venn said earlier today, the Iowa Petroleum Committee was approached by Ellsworth College some years ago and said we think there is some need for a marketing course in petroleum. We would like to know how to go about it. We got eight knowledgeable men from the petroleum industry to come in and sit down with the educators at Ellsworth. They put in a two-year marketing course, which I do take some personal pride in because I think it is an excellent course. I think that we were able to cull out what might be termed some extraneous material that might otherwise have been included. In connection with this course, the companies pledged themselves to give each of the students 'on-the-job' training at a stated salary during the summertime so that they were given an opportunity to go into the management end of petroleum marketing. They worked in service stations, etc. When they came out of this, we felt they had a tool by which they could make a good living for themselves.

It's a pleasure to have been here. I hope that you will think in terms of a few little things I wrote down here and with that I'll quit. I have some misgivings about the track system. I think that anybody who is investigating our educational system today should answer a couple of questions. Is it working and will it create an intellectual snobbery?

I have, in regard to the next one, a real good example. One of my boys who was taught to read by the 'look see' system--he's twenty-six and lucky to get out of town. The other one was taught phonics and he does a beautiful job. I hope that you won't try to improve on phonics, believe me.

The use of graduate students as teachers in college is a question I would like to have answered. Why do we require a teacher in a high school to take educational courses which include practice teaching, but we do not require these same courses of the graduate student who teaches in college? Now I don't say they have to take a full educational curriculum, but I'd like to have a professor there to teach this graduate student how to teach. I only throw that out as a thought.

Then, I'd like to have you answer the question as to why research should be the dominant theme in securing Ph.D.'s? Finally, should we require some vocational training as a basic requisite to graduation from high school?

A RESPONSE

by

MRS. EDWARD SAMORE

Because the clock says what it does say, I have no need to bring any notes up with me. My remarks must be quite brief.

You can see I have a tremendous title amongst all the professorships and the directorships. I have one little word behind me, housewife. I think the words 'and Mother' should be in there because I am rather proud that we have five sons. The fact that they go from grade school up to the last year of college makes me rather cognizant of some of the problems of education. Perhaps I should say that I was a teacher in England during World War II. Therefore, I know something of the problems of little ones; cubs and all the way up to arguing the finer points of movies like "The Graduate" with a twenty-year-old boy.

There are many things I would like to make remarks on in these gentlemen's papers, but I'm just going to say a few off the top of my head. One thing, as a Mother, to me a child is a holy thing, it's a defenseless thing, it's a beautiful gift from God, and I think as educators, sometimes especially when innovative ideas are brought forward, we tend to pressure them almost into growing up too fast. We want to rush, rush, rush! Cram facts into their heads! I think we have to be awfully careful with the responsibility, the wonderful privilege that we have, that we do the right things at the right time and we don't try to hurry our children into growing up to be 'half-baked' adults.

If anything, as a person coming from England, I want to say this to you. Don't be so overwhelmed at things being wrong with American education. I think there's a burden, there is a feeling, that perhaps there are too many things wrong with American education. I challenge that. I think there are a tremendous number of things that are right with American education. I'm terribly glad that my five boys have gone to school in America. I wish I had the time to tell you why. American youth today, to me, are wonderful people. They are terribly concerned with today's problems. If they are that way, and show it in what we consider revolutionary ways, maybe that is because we've been saying one thing but acting others. We've been preaching the good qualities of patriotism, democracy, hard work, and family life while too many Americans in the adult age bracket have been living up to thoughts of a war machine, of political shenanigans, of living up to hard work not for hard work's sake but

just with the idea of getting something, of stressing material values and than, when it comes to family life, their own lives have been one of domestic gamesmanship.

Don't sell your educational system short. If anything, I think the need the children have today is perhaps not to be pressured with so many examinations, tests to find out what they are capable of, pressured into this socializing, be popular at an early age. I think there is a latent period in boys' and girls' lives, particularly in boys' lives, when things need to just grow slowly and naturally. In the words of a poet called W. H. Davis, who came from England and lived in America as a hobo, "What is life, if full of care. We have not time to stand and stare." Let the children have time to stand and stare.

Another thing. If we have ideals, let us not be afraid to live up to them in education. As one of the speakers said here, you don't do all the educating of youth in the classroom. There are tremendous educating pressures outside, particularly television. I know we all have thoughts on that. Exert your influence outside as you let parents come into the schoolroom and tell you how to run your schools. Personally, in England, they didn't have such a thing as P.T.A. When I told my friends, who were teachers over there, how we had P.T.A. and parents expressed themselves, they said, "Oh, we keep them at the gates. We know when we're well off." If you do have convictions, remember that is, after all, your responsibility for being the better educated people. You are doing all this worrying, yet how much does the average public care? We had an election in Sioux City just a couple of weeks ago for members for the the board of education. There were some 30,000 eligible voters and you don't need me to tell you how many turned out to the polls, around 2,000.

I would like to end with the words of my fellow countryman (I shouldn't say that now. I'm a naturalized American.) Winston Churchill. These are perhaps not as well known as his other words: "Never Never Never Give in, NEVER NEVER NEVER GIVE IN, NEVER NEVER NEVER -- except to the convictions of honor and common sense."

PANEL

ELEMENTARY AND SECONDARY EDUCATION:

RURAL, URBAN, AND SPECIAL NEEDS

Panelists:

- Dr. Charles O. Fitzwater - Chief of Upper Midwest Operations Branch of the United States Office of Education.
- Mr. Richard Wright - Acting Director of the Des Moines Model Cities Program; Former Director of an Education Program for Disadvantaged Children and Families for the Iowa Civil Rights Commission.
- Mrs. Helen Henderson - Associate Director of the Iowa Association for Retarded Children; Vice-Chairman of the Advisory Council for Comprehensive Health Planning for Iowa.
- Mrs. Evelyne Villines - Executive Secretary of the Governor's Committee for the Employment of the Handicapped; Member of the State Vocational Education Advisory Committee.

Responders:

- Mr. Ernest F. Pence - Attorney; Chairman of Cedar Rapids School Board; Member of the Legislative Study Committee on Collective Bargaining in the Public Sector.
- Mr. J. Merrill Anderson - President of the Iowa Farm Bureau Federation; Former County Extension Director and member of the State Extension Advisory Council.
- Mr. Stephen Dillenburg - Student of Dowling High School, Des Moines; Active in Student Government, School paper, and athletics. Participated in Boy's State and Boy's Nation.

EDUCATION IN RURAL AREAS:
PROBLEMS, PROGRESS, PROSPECTS

by

CHARLES O. FITZWATER

As we look at education in rural areas, it is appropriate to remind ourselves of the basic ideal which undergirds the public schools. That ideal is equality of educational opportunity for all young people, rural and urban. Although an ideal, we can be content with no less as a goal; and although there has been much progress toward its achievement in rural areas, major unfinished tasks remain, many educational needs are unmet or are only partially met.

Thus, education in rural areas is characterized by a mixture of pluses and minuses, of great reforms and serious lacks still to be overcome, of fully demonstrated improvements still awaiting general application.

The one-teacher school, except in areas of extreme population sparsity, has practically disappeared, but there is a widespread lack of kindergartens. High schools are within walking or busing distance of nearly all youth, but many are too small to provide well-rounded programs. The feasibility and educational advantages of consolidated high schools, offering 60, 70, 80, or more courses has been fully demonstrated but many small high schools only a few miles apart on all-weather highways still remain. Well-prepared teaching staffs are commonly regarded as a necessity, but only three years ago in a predominantly rural state two-thirds of the elementary teachers had less than a college degree. The values of providing specialized services to meet the needs of handicapped children have been fully demonstrated in many rural localities but many handicapped rural children do not receive such services.

Much of the progress in rural education has been an outgrowth of school district reorganization which, between 1945 and 1966, has resulted in reducing the total number of districts in the nation by more than three-fourths. Thirty-eight states were involved in this large-scale movement, some only to a minor extent, but Iowa was among the fifteen states that were most active.

Despite these outstanding achievements, 40 percent of all operating districts in 1966 had fewer than 300 pupils. These small districts were spread in 41 states which included some of those states which had widespread reorganization.

One handicap to more fruitful progress is that minimum size standards intended for sparsely settled areas have been used extensively in situations where population sparsity did not prohibit establishment of larger districts. And in some instances suggested optimum size standards have been misinterpreted as having universal application without regard to other factors to be taken into account.

That many reorganizations of the past have been too small is being recognized increasingly by rural people. This is evidenced by the trend in a number of states to merge small reorganized twelve-grade districts into larger units. Extension of this trend to more localities where population sparsity is not a prohibitive factor could be greatly facilitated by more effective legislation than many states now possess. The need for better legislation in many states applies not only to redistricting in rural areas but also to many of the suburbs and outlying parts of metropolitan areas.

The reforms in local district organization have had a heavy impact on reforming the traditional county intermediate districts. New multi-county or regional educational service agencies have been established in Wisconsin, Nebraska, Texas, Washington, and in most of Colorado; Oregon's new 14-regional plan will go into effect next year. Iowa's and New York's multi-county districts, although not statewide, are consistent with the general trend. In other states plans for regional service agencies are under development. Even in states without an intermediate structure, regional service cooperatives have been set up on a voluntary basis.

The causal factors underlying this movement are not difficult to discern. Except in metropolitan areas, most counties are too small to function effectively as intermediate service agencies. Many of the specialized services needed by local districts to supplement and support their programs cannot be provided at reasonable cost unless the intermediate service agency is of sufficient size. This in no way detracts from the significant services rendered by those county intermediate units, especially those serving metropolitan areas, which have been able to marshal sufficient financial resources and specialized staffs.

The significance of the new regional service agencies depends upon the contributions they can make to improving the quality of educational opportunity for rural children and youth. The key concept in this is provision of cooperative or shared services to the local districts. The number of different kinds of cooperative services that can be rendered is limited only by the needs of the local districts and the imagination and resourcefulness of the leadership both at the local district level and at the intermediate service agency level. The following examples of what is taking place in three states are illustrative.

In New York State, strong emphasis is given to providing shared teaching services in which one teacher works in two or more schools. Shared teaching

services are commonly provided in such subjects as music, art, physical education, and many vocational fields, particularly in technical and the skilled trades. Much emphasis is given to specialized services for handicapped children. Other shared service personnel include guidance counselors, psychologists, school nurses, and dental technicians. Other types of services cover a broad range. Data processing services are generally provided; in one multi-county rural area an experiment in computerized instruction is under way. State financial aid is provided for approved shared service programs.

In Colorado where the legislation to set up regional service agencies is purely permissive and all funds must be provided by the participating local districts, the number of cooperative service programs increases each month, according to a recent report by the State Commissioner of Education. One cooperative service agency, extending into six counties and serving fourteen rural reorganized districts, is now operating an ESEA Title I project, an ESEA Title III project, a special education program, a film center, a microfilm center, a cooperative purchasing program, an inservice staff training program, and a summer camp for pupils.

Wisconsin's nineteen agencies, established four years ago, are demonstrating their usefulness in improving educational opportunities for rural children and youth. Twelve of the nineteen are operating ESEA Title III projects. All but one are providing services for the handicapped. Several are providing data processing services to their member local districts. Numbers of shared teachers are increasing and so are instructional materials centers. Assisted by the State Department of Public Instruction, four agencies have started demonstration projects for planning and coordinating the rural high school vocational education programs in their respective regions. The Department is utilizing the agencies increasingly in planning and carrying out its services to local districts.

Although most regional service agencies are relatively new, their potentials for improving rural schools, both small and large, are becoming increasingly apparent. The shared service concept is bringing local districts into closer working relationships with each other. Wider varieties of supplementary and supportive services needed by local districts are being provided. In-service education of teachers is usually provided. Experiments in new instructional methods are under way. A variety of innovative projects is being conducted. Assistance in coordination of local district programs is becoming more common. Educational planning is emerging as an important function, most notably in Texas but also in other states. Opportunities are appearing for significant planning and liaison relationships with other regional agencies, such as economic development regions, and regional planning agencies functioning as a part of the Governor's planning office.

Now to turn to a few illustrations of what is taking place in larger regional configurations. These involve several states working together to improve educational opportunities in disadvantaged and in sparsely settled rural areas.

Innovative approaches to improving education in rural areas are being developed by two of the multi-state regional educational laboratories funded under ESEA Title IV. The Appalachian Regional Educational Laboratory initiated in seven West Virginia counties a project designed for pre-school children to be taught at home by televised lessons, augmented by a mobile classroom which visits each community weekly. Parents are given preparation for upcoming TV lessons and the weekly mobile classroom activities. A trained pre-school staff member visits each home weekly.

A second project, called the course-sharing program, involves use of a "Telelecture-Electrowriter" combination for voice and graphic image transmission by outstanding teachers in a large city high school to six isolated rural high schools. Top teachers in various curriculum areas teach several classes of students simultaneously while their teachers observe and later conduct follow-up activities.

The Northwest Regional Educational Laboratory has several innovative projects under way which are designed to improve program scope and quality in small rural schools.

One project involves student use of multi-media self-instruction materials, or self-teaching kits, consisting of books which present information in step-by-step and programmed form, special projectors, and both sound and silent films. Each student can proceed at his own pace, reading a given phase of a subject, then using films or slides to see the process expertly demonstrated, then performing the process himself. In other words, read how to do it, watch and listen how it is done, then try doing it. Courses in speech, plastics, welding and electricity-electronics are being taught in ten small high schools. New courses are being developed in advanced high school math, physical science, Spanish, drafting, and business education.

Another project involves computer-based instructional sequences in mathematics stored in a Washington State University computer with remote teletype terminals installed in small isolated schools. Predictions are that this type of instruction can be made available economically.

While designed particularly for small isolated schools that are necessary operating units, these two projects are demonstrating that a wider range of quality instruction can be provided for rural children and youth, and that educational technology can contribute to that purpose. However beneficial such instructional techniques may be in schools that are necessarily small, their use

would not constitute justifiable substitutes for larger schools in situations where population sparsity is not a prohibiting factor. Nor is the use of such innovative techniques limited only to small schools. School program quality in many larger rural schools could be enhanced through more widespread use of newer instructional methods made possible by modern technology.

The Utah State Department of Education has launched a project involving provision of a large number of instructional materials units, each dealing with one major concept in a particular subject. The materials are on 8mm films for class use and on audio-tapes and slides for individual pupil use. Thus far over 500 single concept materials kits in two subjects--science and language arts--have been assembled and are being tried out on an experimental basis in four schools. Although planned for use by any school, it is believed these materials will be particularly useful in the small rural schools in the state.

Providing good quality educational programs for rural children and youth in all of the different conditions that characterize rural life in our rapidly changing society is a challenging undertaking. The reasons why are not new; they have been with us for some time. A 1935 report contains this statement which is as applicable now as when it was written:

We live in a constantly changing world; the content of human knowledge is continually greater; and human institutions are increasingly complicated. Clearly, education cannot be standardized or static; it must grow with each advance of civilization; and it must, at the same time, fit those who are to be educated.

ELEMENTARY AND SECONDARY EDUCATION:

RURAL, URBAN, AND SPECIAL NEEDS

by

RICHARD J. WRIGHT

First of all, I would like to thank Governor Ray for the opportunity to talk with the members of this advisory board. As I recollect, my reaction when first hearing of the scope that your charge encompassed, was to wonder if such an undertaking was realistic. I earnestly hope that your findings, and more importantly your recommendations, will result in a more effective educational program for the state of Iowa.

My remarks this afternoon will center on urban education needs, with special concentration on the education needs of the inner city as I see them. As stated in the Kerner Commission's Civil Disorders Report:

Education in a democratic society must equip the children of the nation to realize their potential and to participate fully in American life. For the community at large, the schools have discharged this responsibility well. But for many minorities, and particularly for the children of the racial ghetto, the schools have failed to provide the educational experience which could help overcome the effects of discrimination and deprivation.
(National Advisory Commission on Civil Disorders)

I would like to point out that while my remarks for the most part deal with the Model City Neighborhood in the city of Des Moines, a significant amount of this material is applicable to other areas of the state as well. Past job experience with low-income and minority group students and parents has brought me into direct contact with some 35 to 40 school systems across the state. My major concern is for a more effective educational program for the community of Iowa, and therefore my concern is not limited to the improvement of any one particular school system.

A segment of information that I am presenting today came about because Des Moines school officials are working to improve their educational program. I would like this audience to understand that the cooperation between the Model City Agency and the Des Moines Public School System has been good and I hope that it will continue to be so.

By the way, the failures and problems of the inner-city areas are those persons who haven't "made it" in the system. They are the 20 percent that nearly every school has difficulty reaching. I would even go so far as to suggest that some of these "failures" from other sections of Iowa collect in the inner-city areas of our larger Iowa communities.

We can't write off the bottom 20 percent. If students are damaged by their school experiences, this should be a challenge to all of us that the time has come to rearrange, or if need be, establish new priorities for the 1970's. Priorities that concentrate efforts on the segment of our population that (1) has not had the options and alternatives which are available to the wider community, and (2) has not been able to share in the benefits that most of us take for granted.

During the past year and a half with the Model City Program, I have been working in an inner-city neighborhood consisting of 16,000 residents living on 1,000 acres of land immediately north of Des Moines' downtown district. The Model City Program, an investment in people, is an attempt to "raise the quality of life" in a given area through a concentration of efforts by both the public and the private sectors.

My reason for giving Model City background information is not to sell Model City but (1) to enable you to better understand the context in which I am presenting this material, (2) to ask you to consider the Model City "concept" in your study of urban educational needs. This "concept" basically can be reduced to two major considerations.

1. Comprehensive Program -- "Comprehensive" is an overworked term but still a necessary one. How can we deal effectively with a student's educational needs unless we are able to understand and deal with his environmental, social, and economic conditions at the same time? It appears to me that the development of workable linkages within the educational framework, as well as linkages with other disciplines, is of primary importance (i.e., education's relationship to the business sector, community health development, housing conditions, problem of crime and delinquency, etc.)
2. Decision-Making -- People affected by this program must have access to the decision-making arena. In my view, this access to decision-making is not satisfied by having a school district or city-wide election of officials. A way must be found to effectively reconnect inner-city students and parents back into a revitalized educational process.

During the course of M. C. Education Committee meetings this past school year, approximately 75 problems were identified. The Education Problem Continuum spanned the age range of the pre-school child through adulthood, with

the heaviest concentration being on pre-school and school-age children's education. Some of the 75 education "problems" identified overlapped, while others came up time after time during the course of meetings (i.e., the lack of effective communication between parents and teachers). The following broad problem areas appear to encompass the significant portion of the wide range of educational concerns expressed by participants in the committee meetings:

- Low level of academic achievement by Model Neighborhood students.
- Adult formal educational base of Model Neighborhood residents.
- Alienation of Model Neighborhood parents and students.

A. Initial Conditions of Low Achievement

1. A total of 57 percent of the students attending public schools in the Model Neighborhood are minority group members. The percentage of minority group concentration in the MN is extremely high when one realizes that 45 of 60 elementary and junior high schools in the Des Moines Public School System have 5 percent or fewer minority group members in attendance.
2. Students in inner-city schools are one full year behind the average of students in the rest of the city academically.
3. Inner-city students drop out of school with greater frequency than do students living in other sections of Des Moines.

B. Causes for Low-Level Achievement

1. Specific needs of inner-city students are not being met. The standard school program fails to provide adequately for the specific needs of inner-city students. A special advisory committee appointed by the Board of Directors of the Des Moines Public Schools in 1967 concluded after a year-long study that equal educational opportunity (EEO) does not exist in the Des Moines School System. By their broad definition of what EEO means to the disadvantaged, the committee, in my view, demonstrated a real understanding of this complex problem. The committee's definition was:

Equality of educational opportunity exists when each child of school age residing within a school district has equal access to educative resources of the district essential to his needs.

(Special Committee on Equal Educational Opportunity in Des Moines Schools - July 8, 1968)

Because of the unique problems of the inner-city, equal educational opportunity does not exist for all students when teachers have the same certificates, buildings are the same age and design, and classes are the same size, etc.

2. Teacher Attitudes--The expectations and attitudes of teachers are especially important to the achievement of students. Model City residents have indicated a dissatisfaction with the lack of understanding and communication on the part of some school personnel in regard to parent-teacher-student relationships.

Studies and reports, such as the Coleman Report, the Civil Disorders Report, and a study conducted in the San Francisco public schools among others, show how vitally important teacher expectation really is. Generally speaking, one can say that if teachers expect little or nothing (especially from the poor and from the minorities), these students most likely will respond accordingly. If schools are set up to educate everyone, even those who are sometimes unresponsive or hostile, a way must be found to challenge all of these students so they too will be able to adequately participate in the broader society. Inner-city students could specifically benefit from the positive influence of additional male and minority group teachers in school systems, especially at the elementary level.

3. Educational Process Not Relevant to Inner-City Students--Rigid Curriculum--Although the middle-class school system apparently serves the bulk of its students reasonably well, a segment of our student body is not able to function adequately in the system's present form. They indicate this by dropping out or being "pushed-out" of school as soon as they reach the age when they can legally leave school. School curriculums need the built-in flexibility that will enable more students to become academically successful. The inner-city student finds it difficult to educationally survive in a fixed system that a) bases a student's grade level on his chronological age, b) finds it difficult to change traditional approaches that obviously aren't working, c) houses him in old, non-functional facilities, and d) does not concentrate efforts in order to demonstrate conclusively what can be done in meeting needs of students. Accurate evaluation of present school programs is necessary in order that needed educational changes can be made.

Parents have expressed a desire to be included in the planning, assessment, and decision-making areas that affect their schools. It would seem likely that with school personnel requesting more parental involvement for more effective schools, parents who honor this request will demand to be included in those educational areas that will play a part in the future success (or failure) of their children. If school personnel are genuinely sincere in their desire for parents becoming active in the school program, they should make every effort to include parents on a team approach basis.

MN student concerns seem to center around dissatisfactions with the a) track system (advanced, general and basic). In the basic track very little was expected from the student and the student responded accordingly; b) counseling system--it was not very effective as counselors didn't get to know the students

or were not accessible when they were needed, etc.; and c) lack of adequate discipline maintained in the classroom. It should be noted that classroom disorders are especially damaging to students in the inner-city schools where the student achievement level is already seriously low.

4. Physical and Psychological Problems Not Met Early Enough--There is some indication that the inner-city schools are not very well equipped to effectively work with the students with special problems, such as students who have emotional disorders, students who are slightly above the cut-off point for special education classes, and students who need to be referred to specialists for assistance.

5. Environmental Conditions of Low Achievers in Inner-City--The conditions in the Model Neighborhood which caused it to be designated as a Model City area--housing deterioration, low income, racial imbalance, etc.--are the same general conditions which contribute to the low level of student achievement in this neighborhood. Through human resource surveys, MN meetings, individual contacts, and observation with residents and school personnel, these five neighborhood conditions stand out:

- Family instability
- Inadequate housing
- Insufficient income
- Low educational base
- Inadequate health and social services

Family Instability--In some inner-city schools, as high as 60 percent of the students leave during the course of a year; approximately an equal number of students come into these schools during the same period. Significant numbers of students have been in and out of several schools. This mobility does not contribute to the academic progress of students as they are continually adjusting to new school situations.

Inadequate Housing--Inadequate housing exists throughout the MN area. Only 25 percent of 3,600 housing units are adequate according to accepted standards. Housing conditions (high density, small lot size, age and design of dwellings) place hardships on parents as well as on their children. Little or no study area available to students at home places them at a disadvantage in the normal school program.

Insufficient Income--Student productivity in the school is influenced by the low level of income and occupations of MN parents. There are significant numbers of parental situations where either both parents work, or one parent has two jobs.

Low Educational Base--MN parents have a low formal education base. Approximately 40 percent of the residents have less than twelfth grade education and 20 percent have an eighth grade or below education. Lack of a

solid educational base, coupled with low job skills, lessen MN parental support for educational programs for their children and for themselves.

Inadequate Health and Social Services--The MN has inadequate or inaccessible health and social service facilities for parents and children. It is vitally important to meet health and welfare needs of MN families so that students will have the freedom to function in the school setting. As the MN area "attracts" people with problems, a concentration of efforts could be made to remove as many of the barriers as possible that stand in the way of meaningful student achievement.

6. Alienation of MN Parents and Students--MN parents and students exhibit signs of alienation from and in some cases, by the educational process. This alienation is shown in the neighborhood by the parental apathy regarding their involvement in formal education for themselves as well as for their children. As children reflect attitudes of their parents, it appears likely that some of the student apathy and hostility toward school has originated in the home.

School officials (board, administration, and teachers) share part of the responsibility for parental attitudes toward the school, as there is evidence that parents in the inner city feel that they are unable to communicate meaningfully with school officials. While in most cases this communication "gap" probably is not intended by either educators or parents, it nevertheless is present and must be handled effectively if more parental involvement in the educational process is to become a reality. Although not all of the problems and conditions of the inner city can be traced to any one cause, much of the burden of finding solutions to the problems facing the urban community appears to center on the educational system.

C. Compensatory Programs

Public school systems have made a number of attempts to improve pupil achievement mainly through compensatory program approaches. In Des Moines these programs, federally funded for the most part, have been concentrated in disadvantaged areas and have been accessible to some of the students residing in the MN.

Examples of these compensatory approaches are: a) reduction of pupil-teacher ratio (PTR) in the inner-city schools, b) establishment of a reading clinic located in a MN school, and c) the Teacher Corps which operates through the joint efforts of the public school system and Drake University. This project is designed to train college graduates for teaching in poverty areas. d) Five-day "sensitivity" workshops for a limited number of school personnel and parents.

There also have been several curriculum changes that are proving beneficial to inner-city students. These changes include: a) the New Horizons Program for low achieving junior and senior high students, coupling their academic training with a work exploration program, and b) the implementation of Black History into the curriculum. In addition, early school-age programs such as Head Start and Follow Through are well received in the Des Moines School System and appear to be accepted as a necessary part of the school program. Although past education practices have dealt with trying to find solutions to already existing school problems, the apparent success of Head Start and Follow Through programs has focused much attention on the pre-school and early school-age child. Helping children to better utilize their potential at an early age simply makes good sense.

The Des Moines community also has had the benefits that result from educational television. In my view, educational TV has nearly unlimited potential and it will be available to well over half of the state of Iowa in 1970. Presently, both in-school and out-of-school educational programs are being televised into a number of counties in the Des Moines area. There does not appear to be much doubt that children learn (good and bad) from television. Both urban and rural areas can take advantage of the opportunities offered through screen education in making school-community living relevant to today's student. The statewide education station is KDIN.

First-Year Action Projects

In attempting to meet educational needs of the inner city, the first-year Model City education projects call for the following:

Continuous Development Program to be implemented in one of the Model City elementary schools. This program is organized on a flexible, non-graded basis to provide "personalized" educational experience in an attempt to raise the achievement level of students. Plans call for this program to expand to other elementary schools depending upon the results of this initial effort.

Expanded Use of School Facilities (Community School Concept) designed to attract area residents to the school, change attitudes toward education and help meet the educational, recreational, and cultural needs of Model City residents. Area-dominated advisory committees, along with community coordinators, will develop out-of-school programs based on the community-school concept.

School-Community Workshops to be set up to promote personal growth in teacher-parent-student relationships through improved understanding. Creative interchange workshops throughout the year should help to bring about needed attitudinal changes on the part of program participants.

Additional secondary educational programs deal with those students who are or have had difficulty surviving in the school system. These projects include the on-going Greater D. M. Education Center for Dropouts, the on-going New Horizons program which helps develop positive work attitudes, and a housing rehabilitation program designed to develop youth work skills.

Strategy--The magnitude of the educational problems in the MN makes it painfully obvious that no one program is going to achieve the desired effects. An expanded view of the education continuum must become the rule rather than the exception in the inner city. This view would enable parents, students, and school personnel to better understand the necessity for specifically designed educational programs, not only at the pre-school and early school-age levels, but up to and including the adult education level as well. A concentration of program efforts will have to be made if positive change in the educational level of MN children and adults is to be realized.

Program approaches are partially determined by what can be implemented into the MN educational continuum on a realistic basis. While several of the one-year action programs are listed above, an educational complex, for example (embodying teacher training, creative educational approaches in a functionally designed structure) would necessarily take two or three years to become a reality.

Priorities for the program approaches are as follows: In-service training and retraining of instructional school personnel to work in inner-city schools. A concerted effort will be made to develop positive expectations and attitudes in all school personnel in the MN schools. As it takes specially qualified persons to teach in the inner-city schools, this program approach would also encourage the justifiable pride and the united efforts of those teachers who are not only capable and willing, but are demonstratively effective in the inner-city education program. The employment of new personnel and the redirection of existing personnel (especially more minority group and male teachers at the elementary level) would help to improve inner-city school programs.

Programs which encourage parent and child involvement in the educational process should be undertaken as soon as possible. Parents could be employed (paraprofessional) and also encouraged to continue their own educational program in conjunction with their children's formal training. The community school and continuous progress programs would involve both parents and children. It is anticipated that relevant instructional material would be part of these programs, i. e., multi-sensory instructional media.

An intensive effort to encourage adult participation in high school equivalency and adult basic education programs will be undertaken. As adult MN residents

improve their income through better jobs resulting from increased formal education, they will be better able to understand as well as share in the benefits of the democratic process.

The implementation of the above priorities coupled with a MN Advisory Board interpreting resident's needs would help to reconnect students and parents into a revitalized educational process. This educational reestablishment would enable residents to change from the role of noninvolved persons to the role of participating citizens.

It appears to me that the urban problems of Des Moines, and all of Iowa for that matter, are at a stage where they still can be effectively dealt with, provided that both the collective will of the people of Iowa and the necessary resources are mobilized. A well-planned, future-looking educational program, striving to fulfill its commitment, will help reverse a nation-wide trend that is surely leading toward more intense urban problems.

WHO ARE THE PEOPLE WITH SPECIAL NEEDS?

by

MRS. EVELYNE VILLINES

They are people who have limitations that prohibit them from being able to function adequately in a "regular" educational program. Traditionally, educational programs have been geared to serve the masses and have been relatively unsuccessful in meeting the needs of the individual.

In order to provide services for people with special needs, we must identify who they are. The present approach to identifying people in this category is plagued with limitations. For instance, in a recent survey conducted by Harbridge House, Inc., for Statewide Planning for Vocational Rehabilitation Services, it was reported that 21,157 students in grades nine through twelve were in need of some modification in their educational program. According to Department of Public Instruction statistics only 8,185 are currently receiving specialized instruction.

WHERE ARE THE OTHERS? WHY ARE THEY NOT BEING SERVED?

Some are enrolled in schools where there is little or no attempt to identify the needs of the individual. Others have dropped out and are either underemployed in correctional or mental institutions, or vegetating at home. Hopefully, a few have managed to get along in society in spite of our lack of ability to provide programs which would answer their needs.

They are not being served because--the attitudes and philosophy of educators, legislators, administrators, and others involved in the power structure have not recognized this as a priority item. Therefore, we are not equipped to provide adequate budgets for personnel, facilities, and subsequently--programs.

In Iowa, the division of Rehabilitation Services is an integral part of education. I quote from the statewide planning for vocational rehabilitation services, "By 1975, 167,000 Iowans will be eligible for rehabilitation services." We can't wait till 2001. At the present time, we're rehabilitating approximately 4,000 people a year. If we're going to answer their needs, now is the time to get the people who can do something about it.

I feel optimistic that we are approaching the time when we can program for the individual. There is a national awareness as evidenced in the Vocational Educational Amendments which mandate that 25 percent of the vocational educational funds shall be spent in the area of special needs. This could mean up to one and three quarter million dollars in our state.

We now have state and federal legislation which requires that all public buildings (schools included) shall be built accessible to and functional for the handicapped. This is a tremendous step forward, but what of the existing facilities many of which will be used for years? Are we interested in making them accessible so that a person in a wheelchair can move independently? How much of the curriculum offered a physically handicapped child is measured by the accessibility of the classroom?

We have a desperate need in our schools for individual counseling. Too often the student with a problem sees the counselor when there is a crisis. The child who is having difficulty with a regular program must be reached by someone who really cares.

DO WE REALLY CARE?

Are we ready and willing to gear up our programs so that every child will be provided the opportunity to secure the kind of education which will best equip him to become a contributing member of his society?

SECONDARY AND ELEMENTARY EDUCATION:

RURAL, URBAN, AND SPECIAL NEEDS

by

MRS. HELEN HENDERSON

Society's concern for equal educational opportunities for all persons and the concern of educators for individual differences is today having considerable influence on the welfare of all handicapped persons. I feel it is quite significant that there is given special recognition to the educational needs of exceptional persons at this very important Governor's Conference on the Future of Education in Iowa.

Iowa has been interested in the education of exceptional or handicapped children since as early as 1935, but more specifically since the early 1950's. Chapter 281 of the Code of Iowa creates the division of special education in the Department of Public Instruction and gives the following responsibilities to the Department of Public Instruction:

1. To aid in the organization of special classes
2. To establish standards for teachers
3. To adopt plans for reimbursement
4. To adopt plans for the establishment and maintenance of classes, instruction, etc.
5. To purchase special equipment
6. To prescribe courses of study and curriculums
7. To provide certification of competent medical and psychological authorities
8. To initiate the establishment of classes for children requiring special education in hospitals and convalescent homes
9. To cooperate with school districts or county boards of education in arranging for every child requiring special education to attend a school in a district other than the one in which he resides when there is no available special school class or instruction in the district in which he resides
10. To cooperate with other state agencies
11. To investigate and study the needs, methods and costs
12. To make rules and regulations to carry out the above

One would imagine that with all of these responsibilities all handicapped children in Iowa are receiving the ultimate in education. We have made tremendous progress as the following figures indicate:

1935 - 82 students
1940 - 377 students
1945 - 429 students

Twenty years later the following number of children were served:

1965 - Educable mentally retarded 6,704
- Trainable mentally retarded 1,049
- Hearing handicapped 5,541
- Emotionally disturbed 99
- Visually handicapped 182
- Physically handicapped 273
- Speech impaired 19,273

However, the Department of Public Instruction in their report to the U.S. Department of Education in the "Iowa State Plan for Title VI" states the following:

Estimate of additional services needed

Mentally retarded 11,000
Seriously emotionally disturbed 15,535
Specific learning disabilities 19,140
Physically handicapped 625
Speech impaired 19,844
Hearing impaired 8,276

With all of this it would be impossible to try in the limited time allocated to me to discuss all of the concerns I feel for the appropriate education of handicapped children; therefore, I will limit my discussion to the following points:

1. Pre-school programs
2. Administrative structure for providing programs for handicapped children
3. Reimbursement procedures
4. Cooperation of agencies providing services to handicapped people

Pre-School

While the 60th General Assembly amended Chapter 281 Code of Iowa to make it possible for local or county boards of education to provide pre-school services for handicapped children, there are only a very few (3-4) in existence. There are many studies which have been conducted such as the Pine School

Project at The University of Iowa which indicates that great benefits result from the early identification and programming for handicapped children. If we are to play a part in "preventive education" I would urge the committee to study this need, and I would recommend that the Department of Public Instruction play a more aggressive and positive role in helping to develop programs for pre-school children.

Administrative Structure and Reimbursement

When special education started in Iowa and Chapter 281 was passed, the Code gave the responsibility of education of handicapped children to the local school district on a permissive basis. It stated that a local school "may" provide special programs, and if they did they would be reimbursed by the state for the excess cost. It set up a formula and an appropriation which was appropriate for 1955 but is not sensible for 1970. Since 1955 additional programs have been initiated and additional state aids to local districts are a reality. Therefore, I most strongly recommend that a full and detailed evaluation of the reimbursement program be conducted and a new procedure be enacted.

As I stated before when Chapter 281 was first written the local school district assumed the responsibility of special education programs. In the 1950's legislation was passed making it permissive for county boards of education to provide special programs and services to handicapped children. A little later legislation was passed allowing county school boards to merge together into merged intermediate units. I am not here to discuss the intermediate unit and its pros and cons. I only want to state that since the passage of Senate File 409 last January which made it mandatory for local school districts to provide educational programs for handicapped children, I feel we must be concerned with the responsibility that is assumed by county and merged county intermediate units.

There must be provided a clear-cut administrative procedure for the providing of these programs so that the handicapped child is not left in limbo while administrative costs rise higher and higher.

Cooperation Between Agencies

Now I come to perhaps the most important issue--the need for cooperation between agencies who have services to offer to handicapped persons. I may sound very negative but I'm sorry to say that educators are no different than other professionals. Each is interested in his own area of concern. I would strongly recommend that there be an agreement drawn between the Department of Public Instruction and the Department of Social Services as to the responsibility of these departments in providing training programs for school age handicapped children. I refer more specifically to the severely mentally handicapped

youngster whose training program may be learning to walk, to talk, to do simple tasks such as taking care of ones personal needs--learning to live in his environment. Parents are frustrated by an agency saying "Your child is not our responsibility--Go someplace else." For example, what if you are blind and retarded, deaf and retarded? Do you go to Council Bluffs, Vinton, Woodward, Glenwood, or stay at home because you don't fit anybody's "Pure Program?"

In conclusion I would state we probably don't need any new laws, even maybe not any new money. We simply need a commitment and a desire to be creative and recognize the needs of people to provide the best possible education to all children in Iowa.

A RESPONSE

by

ERNEST PENCE

I believe we can say in Iowa that we are responding to this demand to spread the advantage that numbers have held, in the urban areas, throughout the rural areas. We now have six joint county boards comprised of eighteen counties. I think this is an example of how the legislature has responded to this kind of demand for equalization of opportunities.

Now, equalization is a pretty big word. We have increased state aid many times in Iowa very recently. This has had quite an equalization benefit tax-wise. One of the motives there was to tear down the walls that have existed between low-assessed value districts and high-assessed value districts. They're coming down; and they should. But what has come with this? The Board of Review. When the state spends money, then comes the Board of Review, and properly so.

On a national level, what has come with federal aid? The new concept of national assessment. There will be a direct parallel growth of national assessment (Dr. Fitzwater, I'm sure you'd agree) with the distribution of the money that the federal government is going to use to fund local programs. Now, this is good. This demand for accountability, in words of Dr. Pierce this morning, is good. The superintendent is beleaguered with the word 'evaluation' recently. He's having evaluations of evaluators. He is getting tired of it. But he's going to get more. This legislature is going to demand accountability for the moneys they are passing out.

Specifically, I would really like to pull the tail of the sacred cow now, an example of accountability. We and the advisory board of the facts study committee of the twenty-two large districts very recently in Iowa City, approved a study comparing grades from one district to another and correlating them with I.Q. Now this is really a sacred cow in the halls of the superintendent. It's going to be done anonymously. Some three years ago I happened to pick up the San Francisco Chronicle and on the front page was a list of grade results in basic skills for every school in San Francisco. Now this really appalled me. During my eight years of experience on the board, I had always heard that this was a "no no." But here it was on the front page. I understand a couple of years ago, inadvertently, in Des Moines, grade results popped out of a meeting. Now it's an accepted fact.

I think the superintendents are going to have to accept this as an example of how you are going to be made to account. For instance, if you have an I.Q. of 110, and you're at a third grade level, and you stay in school one year, and you progress not a full year, but eight months, and in the next school district, you may not know the name but you will see on a paper, where that class has increased a full year, you should be made accountable for this. There are many examples I could give you. I just suggest this specifically as an area that is going to be opened up in this accountability. It's like the old maid who used to open the closet door every night in fear of finding a burglar. Her fears have now subsided and she now opens them with hope.

I could give many examples but my time is limited here. I'd like to pass on to the challenge that I think I would accept as a board member, the challenge that Mr. Wright and the ladies have referred to. This is, responding to the core of disadvantaged, minority groups, whatever way you want to label the problem. In Iowa, like it or not, these problems are in the embryo stages. Some communities are more advanced, of course. But in every large community in Iowa we see the seeds of these problems. We have a unique opportunity to prevent the increase and not spend many many more dollars twenty years from now curing them. We can draw on the experience of our eastern cities and coastal cities and large metropolitan areas who are having to spend millions of dollars curing these problems. We should accept this challenge and spend fewer dollars trying to prevent them. Accept the compensatory concept. Do it by acknowledging that to provide equal opportunity to a disadvantaged area, you have to cut the ratio of teacher to pupil right in half at least. Accept that concept! Spend more money on that child! You might be providing equal opportunity by putting twenty-five children in that classroom like you do out in the suburb, but you're not providing equal education because that child can't learn as fast for various reasons that Mr. Wright has mentioned. It can't be done. You have the vehicle and the 2 1/2 - mill program to meet this challenge in this embryo stage. If we don't do it, the problem is going to be just as it is in the large metropolitan areas.

Now, to touch on counseling. I would have to disagree with response to my question this morning about counseling. Every time I've heard the suggestion that we should counsel some children away from college, the propounder of this comment is usually talking about some other person's child. We have to get away from that. I think that the problem with counseling lies in amateur psychiatry that is being practiced. The solving of the sex problem of the individual student. We have to zero in with our computer which can provide counselors with so much more. We can put in their hands data that will allow this counselor to analyze the child's ability and interest and let them correlate the two and let them respond the way the counselor should.

A RESPONSE

by

J. MERRILL ANDERSON

I appear here today not as an expert in education. I've been on the receiving end of education. I'm also on the paying end of education, that in the form of property taxes.

Now, traditionally, rural schools--I'll speak mainly on the rural situation--have been, some would say, probably short-changed in programs in the past years. However, we feel much progress has been made the last twenty years to improve educational programs in rural Iowa. The people I represent live in rural Iowa. They're interested in all aspects and phases of education from the standpoint of improved curricula, costs, and so forth. We find today that in our state most of the 450 high school districts are offering programs that are reasonably good. A few still may have somewhat limited curriculums.

In the area of special education programs, particularly for the retarded and handicapped, programs have not been generally available in many rural areas of our great state. Cities, I feel, have had much better programs of this type than many of our rural areas. However, we believe that local school districts should provide programs on a contractual basis, cooperatively with other districts where there are special programs. This would be less costly and much more productive than setting up a whole system of intermediate school districts.

Now in the area of model cities programs improving environmental conditions, and redirecting children and adults back into their place in society, we feel programs are extremely important. Programs need to be developed to get inner-city students back up to the level of achievement of other areas of the city and respective communities. I think our people feel our school districts should give additional attention and devise special programs to keep inner-city students in school. They should be prepared, even at additional costs to education, to become self-reliant and productive performers when they reach adulthood. We feel that special teachers need to be acquired. We feel that they probably need to be acquired on a voluntary basis for service in the inner-city schools. Teachers in the regular system who are assigned to these areas probably resent the assignment and their work probably reflects this feeling in its transfer to the pupils.

A further school reorganization, in some cases, in our state would be desirable. We need to somehow lead people to appreciate advantages and broader programs, greater economy, and what can be accomplished by further reorganization if it offers these improvements. Mandates, or attempting to force people to act, build resentment, hostility, and bitter controversies. This should be avoided by any educational program that we're trying to sell on its merit.

Much progress has been made in school curriculum, qualifications for teachers, teaching methods and techniques, and teaching aids. In general, the child of today is much more knowledgeable than the child of a generation ago.

One area, let me point this out, of little progress or change is the method used to finance education. We have the knowhow. We know what needs to be done. We need to get with it. We have people trapped in this property tax situation. They can be for the best education in the state of Iowa or the nation and be forced to be against it because it brings a tax that just is not fair. It's not a fair way to bring about the kind of education we want in the future. Now we've passed some tax reform legislation. But we still basically depend upon property tax. Property taxes are not an indicator of your ability to pay. We need to shift to more local revenue sources that reflect the ability to pay. I don't have to draw pictures. Income is the most accurate measure of this ability. Until we solve the method of financing, we're going to have problems with all of these programs you good people of school administrations and teachers are trying to bring about. We need to get this one solved.

I would like to close by saying that agriculture is still the basic industry in this state, producing more new wealth than any other part of our economy. Many of our high school and college graduates will be in the agri-business industry of some kind in this state. Some have a feeling we have become a little too sophisticated to need vocational agriculture departments any longer in our high schools. To deemphasize this training in our high school is a mistake. Agriculture has become a very technical business and requires much training in many areas. Our vocational agricultural departments do a splendid job of training boys who go directly to the farms, go into the agri-business, or for those who go on to college. Iowa should continue to emphasize these departments. I think we can learn much from these departments and apply them to other vocations as far as training our young men in high school.

A RESPONSE

by

STEPHEN DILLENBERG

Being a student and listening to all these panelists today, I really feel like a guinea pig. I'm in the minority that everyone is talking about today. Being in the minority and being a student, I question you as to why we haven't heard more from the student today. We're all talking about the student and his future in education. Why haven't we heard more from the student? Certainly the student is involved in what is taking place today. Another question I have is why isn't there a student representative on the advisory commission? Certainly we talk about the involvement of teachers and parents, we've talked about model cities, we've talked about special handicapped needs, and in all these areas we want involvement. One of the best ways I can find for the student to be involved is to ask more of the student in areas like this.

I'm very pleased that I can talk with you today because as a student, I am involved in the future of education.

I'm a student of a non-public high school in the state of Iowa. My panel is concerned with special needs of education and, certainly, I would consider the non-public area of elementary and secondary education in Iowa as a special need today. We look at non-public schools and find that one out of every seven students in elementary and secondary education in Iowa goes to a non-public school. Certainly, there is a great involvement in Iowa's overall education by non-public high schools and non-public elementary schools. If we look at the money that is involved in non-public education we find that, as a result of the existence of non-public schools in Iowa today, we are saving the taxpayer close to 65 million dollars annually, just by the existence of these schools. Certainly we should devote some thought to the future of education in non-public high schools.

You've suggested many plans that will bring up the level of education today in the areas in Iowa. I see no reason why these cannot apply to the one out of seven students who go to private schools in Iowa. If we look at what would happen if we eliminated the non-public schools from Iowa and just looked at the public high schools, elementary schools today, what would happen to the level of education that we want on a whole in Iowa. Senator Stanley said we want to be leaders in education, that we want to assume a position of leadership, and

a position of example in the whole United States. But if we eliminated the non-public schools in Iowa, which certainly are facing a financial crisis today in that the parents of children receiving non-public education can't afford to pay double for the opportunity for their child to go to a non-public school, which is the trend today, there would be an increased burden on you as a taxpayer. There would be a 40 million dollar increase in operating expenses, not to mention the 200 million dollar increase in building expenses that would be required to facilitate the influx of 100 thousand non-public students we have in Iowa.

We would also lose a choice of schools. This freedom of choice is basic to democracy and federalism itself. We have a choice to send our children to a public school or a non-public school. We would lose the competition between these two school systems. I'm sure you would all agree that this competition is good. It increases the level of the academic standards in our state.

Finally, we would suffer a loss which to me seems very important. In these non-public schools, our students, your children, are being taught the importance of man in the God society. Some of you might not agree that God is that important nowadays. But, if you would look at any coin in American currency you'd see those inscriptions "In God We Trust" on every one. Certainly we cannot neglect God's importance in our society. Therefore, I recommend to the advisory committee that we look into the future of non-public education in the state of Iowa to make sure we don't eliminate its importance and to make sure that as a state we can achieve this leadership in the United States of America.

PANEL

HIGHER EDUCATION: ALTERNATIVES TO GARGANTUA

Panelists:

- Dr. Paul F. Sharp - President of Drake University; Member and Chairman of numerous Statewide Higher Education Committees and Organizations.
- Dr. Selby Ballantyne - Superintendent of Kirkwood Community College (Area X), Cedar Rapids; Formerly Superintendent of several Iowa School Districts.
- Mr. Keith Fenton - President of American Institute of Business, a leading Des Moines Business College; Officer of the Iowa Private Specialized Schools Association,
- Dr. Willard Boyd - President of The University of Iowa.

Responders:

- Mr. Robert Cosgriff - Financial Consultant and President of the Cosgriff Foundation of Omaha.
- Mr. Robert H. Spiegel - Editor of the Mason City Globe - Gazette; Recipient of several service to education awards.
- Miss Patricia Vedder - Student at Iowa State University and Member of the Student Senate.

THE ROLE OF PRIVATE HIGHER EDUCATION IN IOWA DURING THE 1970's

by

PAUL F. SHARP

Americans take considerable pride in the diversity and pluralism provided by the dual system of higher education that grew up during the past two centuries. Today that system is seriously challenged, and we are faced with the loss of many of its advantages long taken for granted as essential to the health and prosperity of our democratic society.

Not least among these advantages is the assumption by private institutions of substantial portions of the costs of higher education in our state. In recent years, however, public policy has encouraged a growing imbalance of resources between the public and private sectors. This imbalance now threatens the financial stability of many of the private institutions relying on student fees and private philanthropy for the bulk of their income.

Next January we enter a new decade. If present trends continue, our private institutions by the end of the decade will not be able to make the significant contribution to the people of this state they have made in the past. All of us will be losers if we permit this to happen.

It will happen unless we alter a public policy that if continued will leave higher education a government monopoly. Without a marked change in public policy, both by the federal and state governments, our traditional system with its emphasis upon freedom of choice, diversity, and pluralism will be largely of historical interest, and the entire cost of higher education will rest squarely on the taxpayer.

A century ago this country faced a similar crisis, though in reverse context. Then our state governments faced the question of creating and supporting public colleges and universities to supplement the existing private institutions. Today we confront the question of whether the dual system of higher education will be maintained with government assuming some of the burden of supporting private colleges and universities as it has long done in the economic sector by assisting farmers, businessmen, and voluntary associations. This crisis is real and far more significant in changing the basic character of American higher education than most people imagine. Specifically, in our own immediate region, the universities of Kansas City, Omaha, and Wichita have already become state universities, and their educational costs, previously shared with students and donors, are now the responsibility of state governments.

Our educational obligations during the coming decade will be so great and are increasing so much that all available resources, human and financial, public and private, must be fully utilized. The welfare of our state insists that we study carefully every alternative to provide many different kinds of educational opportunities to the growing number of Iowans who look to us for their education. In addition, the increasingly complex character of our society and the serious problems we will carry over into the new decade call attention to the vastly enlarged demands we face for instruction, research, and public services our universities must provide.

Numerous alternatives do exist for us. My assignment is to explore briefly the role of the existing independent colleges and universities in meeting our anticipated educational needs and the relationships with government this role anticipates through a changing public policy.

Size, as suggested by the title of our session, is only one factor in our complex of problems, and an uncertain and imprecise one at that. Indeed, evaluations based on size, even when carefully tied to functions and purposes, are often misleading and highly relative. Gargantua is an imaginative literary symbol; at what point a university becomes Gargantuan would be difficult to define.

Alternatives begin with existing institutions. Within a single institution numerous opportunities exist to diminish the impact of size while improving the quality of the educational environment. Imaginative uses of cluster colleges, closed-circuit television, information retrieval systems, living learning centers, and "academic neighborhoods" are all in use today with varying degrees of success and acceptance.

Yet we know that institutions can and do outgrow efficient levels of performance and governance. The multi-campused, megaversity is certainly one example and there may be others as well. Fortunately in this state we have avoided such a system with its destruction of local autonomy, its mass standardization and uniformity, and its additional layers of bureaucratic functionaries whose presence weakens the internal direction of the academic community even as it swells the ranks of educational specialists and political practitioners. Under such conditions both students and faculties are lost in an impersonal maze of confusing and conflicting actions that recall the fate of the dinosaur. Indeed, like their prehistoric counterparts, the megaversities already show signs of being mired in the California tar pits of student rejection and public backlash.

Higher education in Iowa also reflects the social and demographic facts of our state. With no megalopolis we are unlikely to develop megaversities. Our universities, Iowa, Iowa State, Northern Iowa, and Drake, demonstrate the economy of scale that accompanies university organization while quality steadily improves and services expand.

Our problems are of a different nature. If the independent sector of Iowa's higher education is to carry its proportionate share of the load and is to survive in any significant way, our state must take action to reverse the trends already so evident. To assure ourselves of the fullest use of institutional resources, public and private, careful state planning must anticipate actions necessary to preserve the dual system of education. We must recognize the fact that decisions made in the public sector deeply affect the behavior and future of institutions in the private sector.

Our basic assumptions underlying public concern and public support for private institutions are clear:

1. It is one of the strengths of our democracy to provide the widest possible range of educational opportunities for the citizens of our state.
2. Every institution of higher education, private and public, is engaged in an essentially public task. Young men and women are educated to take their place in our society with the best possible educational backgrounds; research in our laboratories and by our faculties enriches the entire state community; public services are a valuable function on behalf of the state -- all these are performed by both public and private institutions.
3. All higher educational institutions are basic resources of this state, and it is our opportunity to employ them to their fullest in the development of the citizens of the state.
4. The full use and preservation of the private sector can be justified on the basis of economics alone, but there are other and often invaluable contributions to the life of the state.
5. Private institutions, just as our state universities and area community colleges, must show their relevance to contemporary society and must demonstrate that there is both wisdom and advantage in building upon existing programs rather than undergoing the substantial startup costs of beginning new institutions to meet expanding needs.

Numerous types of programs are currently under discussion throughout the country or have already been adopted by state legislatures in recent years. Most observers agree that no single solution exists but that a battery of programs must be adopted. The recently-issued study of the Texas system summarizes the various approaches by state or federal governments under two heads:

1. Student support, or what could be called "consumer subsidy."
2. Institutional support "producer subsidy."

Among the former are scholarship and tuition grant programs such as those enacted by the General Assembly of Iowa in recent years. Other such programs are the graduate and professional grants and fellowships for students enrolling in specialized academic programs beyond the bachelor's degree. Several states currently have such student aid, particularly in the health sciences and in professional education.

In addition, of course, there have been proposals for negative income tax or guaranteed annual income ideas for the 18-24 year age group. Income tax credits for tuition payments to private colleges are in effect in some states, and several proposals, such as Doctor Howard Bowen's plan which combines aid to students to assist them in meeting college costs, and direct aid to institutions to help keep the costs down, are now widely discussed. Prominent in public discussion not long ago was the Educational Opportunity Bank scheme which would allow a student to borrow against his future with repayment through annual income taxes based on a long-term calculation of a percentage of his gross income through the years. Thus, even this cursory review clearly demonstrates that numerous plans and schemes exist to assist students to select the college of their choice.

The second major area of public assistance is that of direct aid to private institutions. Programs of direct aid to private institutions are as old as Harvard College which from its early days received annual subsidies from the Massachusetts General Court. Such aid, both for capital projects and for current expenses, has been and is being granted for a variety of purposes:

1. To increase enrollment or graduates.
2. To encourage growth of particular fields of study and research (thus meeting state manpower needs).
3. To accomplish broad social purposes.
4. To improve programs to the highest quality in colleges and universities.
5. To assist marginal institutions as an investment of the state in higher educational systems which may be needed for substantial further expansion. (Summary from Texas report).

The clearest statement for direct aid has been made by the Association of American Colleges, spokesman for over 1,200 colleges and universities.

1. "... institutional grants would be made to colleges and universities without discrimination between public and private institutions.
2. "Support would be given to all regionally accredited institutions of higher education for expenditure at their discretion, within the generally accepted definition of instructional services and departmental research.

3. "The amount of each institution's grant would be determined by objective formulas, avoiding the kind of qualitative judgments that are used in making project grants. The formulas used would assure a minimum of basic institutional support with additional sums to reflect the higher costs of upper divisions and graduate instruction."

While addressed to federal aid to higher education, the Association's arguments are equally pertinent to state planning.

State programs thus far enacted have taken several forms and may be one-time grants or support on a regular basis. They are in the form of facilities grants, contract programs, projects and services, general support grants by levels or by numbers or both, and degree production grants. In New York state, now the most advanced in these programs, Chancellor Allan M. Cartter of New York University estimates that the state will provide public funds equaling about five per cent of the cost of undergraduate education in his university and about ten per cent of the cost of advanced degrees. Under such plans the private institutions secure support essential to their survival, and the state gets an educational bargain it cannot match under any other scheme to educate its citizens.

Higher education in this state is in great ferment. On many fronts it is experiencing changes that are rapid and comprehensive. But no challenge is more exciting than our efforts to preserve a strong and vigorous tradition of private and independent institutions of higher education. Each institution possesses a unique and valued character; combined, these institutions make rich and varied contributions to the life of our state. To finance them adequately is both our opportunity and our obligation in the years ahead. To future generations of Iowans, we owe freedom of choice among a variety of quality educational experiences. We must not fail them.

HIGHER EDUCATION: ALTERNATIVES TO GARGANTUA

by

SELBY BALLANTYNE*

Give us the tools,
And we will finish the job.

Winston Churchill

The world may yet discover that there is only one alternative to Gargantua, that being "Pantagruelism," named for the illustrious son of Rabelais' Gargantua. Pantagruelism is defined as a sense of humor which sympathizes with human affairs but recognizes their vanity. Our state of Iowa may yet discover that, despite the height of its corn, the real giants are, after all, not things or institutions, but rather people and their concerns. It is fitting, therefore, first to discuss people-needs in Iowa and then to determine the extent to which our things and institutions are meeting or exceeding these needs. More specifically, this discussion will focus on how well the area schools are attuned to the concerns of the people.

In contemporary American Society (which includes Iowa, despite the frequent jibes of urban jokesters to the east and to the west), there is one magic word that draws attention from just about everybody, and that is the word change. Grant Venn talks about the relationship between man, his education, and his work in light of the "new technology," a term he uses to describe the changes besetting the social and economic institutions of the industrial nations of the world; he further sees these changes as exponential rather than constant. Marshall McLuhan suggests that we are living in a "post-industrial society," the end of the old order. Other commentators assert that we are living through the genesis of a new epoch, playing midwife to the birth of a technocratic society. Most of us recognize, perhaps not so eloquently, that changes, big changes, are taking place in American society, even more specifically in our particular spot in America -- right at home.

We are really missing the point, however, if we view the change only in terms of machines and institutions. The real change - and we must under-score this in heavy lines - is in people. The flexibility of people never ceases to be amazing; but too often the very machinery and institutions which people have created become rigid and self protecting with a built-in insulation against change. Some call this reliable performance, some call it tradition. The fact is, that in Iowa, the machines and institutions have not kept pace with the concerns of the people; this goes particularly for educational institutions.

*Dr. Malone substituted for Dr. Ballantyne.

Let me illustrate by pointing out that Iowa's Area Schools were established by Senate File 550 for one purpose only: to try to recover the twenty-year lag between people's needs and state opportunities. The gap didn't develop overnight. More importantly, it has happened; and Iowa, faced with the decline of farm jobs, has been caught in the vicious circle of attempting to stem the tide of worker migration, provide vocational training for current and anticipated job openings, and at the same time attract new industry and business to employ the trained and would-be trainees.

Where, then, does one begin to enter a circle, vicious or otherwise? Obviously, the only way to enter is to enter; and the state, in its wisdom, albeit partly hindsight, has begun properly with people.

Three premises seem important in dealing with Iowa's educational efforts to change with the people:

1. We must really believe that people are our most valuable resource.
2. We must recognize that people are increasingly mobile.
3. We must reconcile ourselves to the fact that people will seek to serve their own best interests as well as those of society.

The "resourceness" of Iowa's population stands as the most compelling force in creation of the Area Schools. It became more than embarrassing when it was suspected that Iowa's unemployment figure was low because those who couldn't find jobs were leaving the state. The exodus has amounted to about 20,000 people a year, most of them young, most of them in their prime learning and earning years, most of them tax producers-- all of them human resources.

The area schools, more than any other single type of institution, are reversing this trend. What we are experiencing, in part, is an implementation of Senate File 550 with the following results: our regional communities and area schools have begun to work hand-in-hand to find ways of resolving their unique economic and social concerns. Educators have joined with businessmen, industrialists, farmers, laborers, people from all walks of life in an effort to identify and implement programs and services which will contribute to the betterment of the communities and their people.

It must be added, too, that any resources, human or otherwise, require development capital. And isn't this really what it's all about? The intangible nature of the dividends from the investment in the area schools (or in any education, for that matter) - that is, use of the people's tax money - gives rise to apprehensions about waste and free-loading, and makes excellent news copy right along with accounts of bizarre murders and exposes of illicit love. The fact remains that, whatever the cause of these doubts, our state cannot afford to gamble on the basis of rumors and allegations when the proven benefits of education are deeply imbedded in our personal achievements and our national spirit.

We should be more concerned about the real Gargantua in Iowa -- people on the move. It may be aptly said that the natives are not only restless, they are mobile. They are moving from the farms to the cities and towns, from one part of the state to another, and unfortunately out of the state. Iowa can no longer enjoy the fruits of a "captive" population, with the decline of laboring jobs both on the farms and in the cities or with unrewarding, make-do situations in a land where better opportunities are just a state or two away. In short, with mobility comes greater freedom, and with greater freedom comes more demands.

It may have sufficed for those in Iowa who have known the "good life" to be told in a research study that Iowans do, indeed, lead the good life, and even rank tenth in the nation in this state of being. But for people whose demands include more and better jobs and more and better educational opportunities, the good life may very well be someone else's. We must, therefore, address ourselves in Iowa to those things which will serve the best interests of our mobile population, our human resources, and at the same time serve the best interests of the state.

The obvious assumption of the original statement, "Higher Education: Alternatives to Gargantua," was that higher education does offer alternatives to a huge, unplanned, sprawling educational growth with its attendant expenditures, and that somehow these sometimes divergent systems -- public and private, university and college, two-years-or-less and four-years-or-more -- can pull together in a unified, cooperative arrangement whereby every institution gets its share or receives its just reward, or in short, "does its thing." Presumably all of this will also help people.

This "pull-together" approach has been widely touted around the state - during the past three years, at least, - and either in its deceit or in its candor, has overlooked the following:

1. Beyond reasonable attempts at mutual understanding and assistance, the various kinds of institutions of higher education will exhibit a tenacious self-interest more impelling than that of the state (which does represent the people) or the people (who try to represent themselves).
2. Special interest groups and individuals have been busier than beehives in June - these include political aspirants who use education as a platform for platitudes, falsities, and poorly conceived opinions; traditionalists who like education the way it is and campaign for the status quo at the expense of the people; and profiteers who seek financial gain from education at any cost for their own particular causes regardless of long-term disservice to the state and its people. To carry the beehive analogy further, the greatest consolation is that many of

these special interest people are losing vital parts of their anatomy as they venture forth to sting.

3. In the end, the people must decide what kind of education they want and can afford in order to improve the quality of their lives and the quantity of their material accoutrements. If some types of institutions have empty classrooms and dormitories around the state and if, at the same time, the comprehensive community colleges are experiencing significant enrollment increases, then it seems likely that people are making their decisions.

In order for us to understand the direction of people's educational choices, we must realize that the area schools are providing a desired alternative to Gargantua. This is borne out in students' principal reasons for attending area schools: low tuition, closeness to home, and programs or courses offered.

It is small wonder, then, that Senate File 550 has been termed a model for area schools around the country. Among other things, it allowed the comprehensive community college to develop -- to serve all people and maintain an open door policy of admission. Any who have doubts that this was the intent of the law should refer to the news media of the day, for example a lengthy article in the Cedar Rapids Gazette by Chad Skaggs on April 13, 1965, written prior to enactment of the law. And for those who insist that the law was a double-cross on the deal made in a smoke-filled room: fie on deals and smoke-filled rooms; there has been too much of both already.

The fact that a majority of post-high school age young adults were not being served by education must stand as a monument to lack of vision for all of us to see. And what about older adults? They have been almost completely overlooked in terms of human resources, changing technology, or their own desire for learning and leisure activities. Serious limitations for continuing education have also existed for the more than 50 per cent of our adult population who have not completed high school, for youths who are out of school for various reasons, for workers who need training and retraining, and for handicapped and disadvantaged adults of all ages.

Perhaps the most striking evidence that the area schools are effective in meeting people's needs is last year's statewide enrollment of over 100,000 persons in courses and programs of the fifteen schools. It is this positive response of people - young and old, rich and poor, skilled and handicapped, of various levels of education, interest, and ability who have chosen among the new and expanded educational opportunities that has signaled the dawn of a new era in Iowa.

If this seems to be laying it on a bit strong, much more has been documented concerning enrollments, programs, facilities, and staff and is available in numerous publications. Among these are the following: Iowa's Developing Pattern for Area Schools, written and revised in December, 1968, by the Department of Public Instruction; Opportunities, Iowa's Area Schools and Public Junior Colleges . . . In Brief, 1968-1969, prepared by the Department of Public Instruction; Iowa Area Student Profile, published by the Iowa Community College Student Personnel Association in 1969.

Projections have also been published showing the need and future growth of the area schools. Among these are notably two publications whose message is quite clear: Iowa's Area Schools offer the most promising alternative to educational chaos, or what may be worse, educational un-preparedness. These documents are Proposal for Progress, Iowa Cooperative Study of Post High School Education, published by the Iowa Association of Private Colleges and Universities, the State Board of Regents, and the State Board of Public Instruction; and An Enrollment Projection Study, published by the Iowa Coordinating Council for Post High School Education. Both studies should be reviewed, especially by those who are dissatisfied with the progress and direction of the area schools and if the dissatisfaction lingers on it will behoove the dissenters to come up with something better.

Meanwhile, it may be well for all to observe that the Proposal for Progress stressed cooperation among all elements of post-high school education--board members, professional staff, educators, and state officials--in a continuing study of needs and resources to aid in planning on a state-wide basis.

In a similar vein, this Governor's Conference has the stated purpose of allowing education interests to express themselves on the great issues in Iowa education and indicate the governmental action necessary in meeting the future needs of higher education. In the spirit of this undertaking, the following recommendations are tendered.

First and foremost, Senate File 550 should be reinforced and implemented. Especially important is local control, which not only must be maintained, but even strengthened. One of the most unique features of the area school system is its commitment to serving realistically a regional community as expressed through the area boards of directors. This flexibility must be maintained if the area schools are to continue adequately to assess and serve the needs of the people. An essential part of local control is to allow development of all types of training and education necessary to satisfy needs within the area. Instead of tighter controls, what the area schools must have is greater autonomy. The flexibility allowed by local control is directly opposed to the traditional practice of providing limited opportunities to a selected few or, in other words, a single prescription for all ailments.

Another critical need is for adequate and stable financing. The area schools have never received the full rate of state aid as specified by law. Also, there needs to be a stronger local tax base to support current long-range planning instead of

continually waging a day-by-day holding action against disaster as is the case now. In addition, a more stable and equitable formula is needed for disbursing state aid among the fifteen area schools. It is impossible to build a budget when the reimbursement rates and distribution formulas can change even within the budget year.

In conclusion, the question of economics should enter strongly into any plans for future educational expansion in Iowa. To date, since the area schools began, it is important to note that where comparisons are possible, the area schools' costs are lower than those of either the private or regent institutions. Consider briefly the effects on Iowa's educational efforts over the next ten years if the area schools were to drop out of the picture, or less drastically, to be curtailed in their development. Not only would the state lose their unique services, but also the cost of education would rise sharply to say nothing of the overload that would be thrown on the regent institutions. Frankly, the situation would be intolerable. True, there might not be a Gargantua in higher education, but only for the unacceptable reason that there would not be enough prospective students left to crowd anything but the interstates leading out of Iowa. Whenever Iowa's social institutions -- area schools as well as other educational establishments but also local government and even the state legislature -- whenever these institutions cease to serve the best interests of the people, whenever they bask too long in the self-perpetuation of their own encapsulated mutual aid, then the people will react: they will either become apathetic, leave the state, or else will replace the institution. None of these alternatives, however grim, is unthinkable; neither are they inevitable.

Therefore, we can still react positively to the future of education in Iowa. We can appropriate Winston Churchill's statement about "finishing the job" to the cause of the area school system:

Our concern should not be to change the forward thrust of the area schools. Rather, it should be to provide adequate support to nourish their continued growth and development.

THE ROLE OF THE PRIVATE BUSINESS SCHOOL

by

KEITH FENTON

The role of the private business school in meeting the future needs of post-high school education is to provide practical training to interested and qualified students for the world of work. Courses in business schools vary in length from only a few months to full four-year degree programs. In several states, the accredited four-year business schools meet their particular state requirements for training certified business education teachers.

The Iowa Coordinating Council for Post High School Education in its booklet, "Issues and Problems in Higher Education in Iowa," has divided the institutions of higher education into three categories: (1) Area Vocational Colleges and Technical Schools, (2) Private Colleges and Universities, and (3) State Universities and Colleges. Many of you have probably seen this booklet. In the revised edition is a fourth category -- Private Business, Trade, and Technical Schools. The following will be added to the Council's publication:

The function of private business, trade, and technical schools is to provide a variety of vocational training opportunities not generally requiring a baccalaureate degree. Examples of programs available at these institutions are Business, Barbering, Cosmetology, X-Ray Technicians, Data Processing, Nurses Aides, Auto Mechanics, Nursing, Electronics, and Airline Training.

Students Served: These specialized schools should continue to serve the qualified specialty-oriented students of all ages whose immediate objectives are to learn employable skills and related knowledge.

Programs Offered: Specialized schools of this type which have gained recognized state, regional, or national accreditation should be encouraged to offer programs to prepare individuals for entry into employment. Particular emphasis should be given to those areas of activity in which programs are needed but do not currently exist in the area to be served by the school. To meet the ever-changing needs of employers and individuals, these schools should offer programs which are flexible.

There should be coordinated effort between the public area vocational schools, the area community colleges, and the private business, trade, and technical schools to reduce unnecessary duplication of programs and to broaden the range of educational opportunities available to the citizens of Iowa and the region.

In general, business schools have been a behind-the-scenes type of educational institution. Most of the schools have been local in recruitment and have not built nationally known reputations in the field of athletics, medicine, science, or some of the other fields that receive an abundance of publicity.

The need for business and vocational education is apparent when you look at the "Want Ads" in any newspaper. The demand for trained people far exceeds the supply that public and private post-secondary schools can furnish. With an approximate 3 per cent unemployment rate today, it is easy to justify the need of providing trained personnel in any stabilized or growing area. Unfortunately, however, there are just not enough people available to go into every type of program that might be offered. For most entry jobs, a high school diploma is a minimum requirement. Employers are eager and willing to pay higher salaries for employees with more education.

The "American Dream" of a college education for every son or daughter needs to be revised. Currently, 80 per cent of our high school youth will never earn a four-year college degree. Of those that enter four-year colleges each fall, about 50 per cent, or every other student, will not be enrolled four years later. The status idea that a person must have a college degree or be doomed to second-class citizenship is a mistake. I am in favor of every individual obtaining as much education as he can and wants, to achieve his goals. However, education should be defined by society in a more realistic way, recognizing other than just the traditional four-year academic type of degree. The sooner our educational values are broadened to include all types of bona fide educational opportunities, the sooner some of the status pressures on our 18- to 22-year-old college students will be relieved, which I think is a part of the reason for the college student unrest today.

Twenty to thirty per cent of our enrollment consists of students who have attended college. Some of the reasons they give for wanting to transfer to a specialized school are: "Here I can take the subjects I want. . . I didn't like liberal arts . . . I am a veteran and want to obtain as much practical training in the shortest possible time . . . I became engaged and don't want to wait two or three more years before I get married . . . I really didn't know what I wanted to do and everyone told me to go to college." One girl told me her mother insisted she go to college because it would "look good" in her wedding announcement.

Fortunately, times are changing; and educators, government officials, and, to some extent, social status values are today more concerned with each individual. The last few years have seen quite an improvement in stressing the values of different educational opportunities. The members of the Iowa Personnel and Guidance Association have greatly helped individual students to realize their many educational choices and to plan their realistic goals. Last year one of IPGA's projects included working with the Specialty Oriented Student Research Program conducted by The University of Iowa. The SOS Research Program has compiled data on students attending tax-supported and private specialized schools in Iowa and throughout the country.

Our federal government has broadened educational opportunities by including accredited, private, proprietary and non-proprietary specialized schools in programs such as the National Defense Student Loan Program, the Insured Loan Program, the Work-Study Program, and the Equal Opportunity Grant Program, and by including specialized schools in the various government-sponsored Manpower Programs. The G.I. Bill is one of the best programs available because the veteran is paid directly and has a choice of any approved school.

In Iowa, we have a college scholarship program and a new 4 1/2 million dollar grant program designed to aid students attending private degree institutions. Both these programs restrict financial help to college students. The laws should be expanded to aid students interested in attending all types of accredited post-secondary institutions.

The Accrediting Commission for Business Schools was established in 1952. Public Law 550 and subsequent legislation directs the U.S. Office of Education to maintain a list of recognized accrediting agencies. Such recognition is based on criteria developed by the U.S. Office of Education. The Accrediting Commission for Business Schools meets these requirements and is officially recognized by the U.S. Commissioner of Education as the national accrediting agency for business schools.

The Accrediting Commission for the National Home-Study Council and the National Association of Trade and Technical Schools have also been recognized by the U.S. Office of Education as the accrediting agencies for their particular fields.

Last year I had the privilege of becoming a consultant on the Iowa Coordinating Council for Post High School Education. The Council, the State Department of Public Instruction, and the Iowa Personnel and Guidance Association encouraged Iowa private specialized business, trade, and technical schools to form some type of organization so better lines of communication could be established with all types of educational opportunities for students. The Iowa Private Specialized Schools Association was organized and currently has twenty-two member schools. Our members are interested in working with other types of educational institutions and state and federal educational officials. We estimate that there are ten thousand Iowans in private specialized schools.

The recent District Court decision in favor of the Marjorie Webster Junior College case, a proprietary organized college, could drastically change management of post-secondary institutions. Marjorie Webster Junior College filed a suit against the Middle States Association of Colleges and Secondary Schools because they felt they met all requirements for regional accreditation with the exception of their profit status. Judge Smith ruled:

Educational excellence is determined not by method of financing but by the quality of the program. Middle States Association of Colleges and Secondary Schools, which is one of the six regional accrediting agencies, ignores the alternative possibilities that the profit motive might result in a more efficient use of resources resulting in a better product at a lower price. The National interest is not best served by stifling competition from any available source. With the unprecedented demands upon educational resources in this country, every institution should be given the opportunity to demonstrate its worth.

One of the more interesting changes in education today is that large corporations are entering the educational field. A few of these corporations are: Control Data; Lear Siegler; International Telephone and Telegraph; Ling Temco Vought; Bell and Howell; and Crowell, Collier and Macmillan.

In our free-enterprise system, healthy competition has meant a better product for the consumer. The same should be true in education. The private schools can help to make the state-supported schools better, and the state-supported schools can help to make the private schools better.

I feel honored and appreciative that the specialized schools I represent have been included in this panel today. I hope the future will include even more cooperation among all types of schools. New education policies and state laws should include all types of accredited institutions so the individual has his choice of bona fide training opportunities. By working together, the student, parents, taxpayers, and society have everything to gain.

POST-HIGH SCHOOL EDUCATION --UNIFORMITY OR DIVERSITY?

by

WILLARD BOYD

By adopting a different title I reject the implications flowing from the topic assigned to this panel. "Higher Education: Alternatives to Gargantua" suggests a simple answer for a complex problem. Younger and older generations alike seek easy answers when only difficult ones apply.

Higher education is not, and should not be, the only education available to students after leaving high school. It is essential to recognize the importance of all forms of post-high school education and not limit discussion to higher education. Post-high school education covers a broad spectrum of activity ranging from on-the-job training through graduate study to continuing education.

Among the institutions providing post-high school education there should be variety. When we ask ourselves, "How can we best educate students?" we must remember that many answers can be given and that many are correct. There is no single best way. Students should have a number of educational choices available to them.

Among the myths advanced today is the notion that all our educational problems would disappear if we only had small institutions. This is an oversimplification. No foolproof formula exists to determine appropriate size. Colleges and universities are modest in their statements about optimum size because most of them have exceeded former "ideal" enrollments while contending that they have continued to improve. Although no formula exists to determine appropriate size, we do know that limited enrollments will not eliminate student unrest. Student concern exists in small colleges as well as in large universities. Much student unrest is due to causes outside colleges and universities, such as the war in Viet Nam. Furthermore, the issue of student power does not depend on size but rather on philosophy of governance.

More important to an understanding of student concern is the composition of the student body in any given institution. Until recently the more career-oriented the curriculum, the less likely unrest. Even this is changing, for vocational and professional students are beginning to ask questions. The number of concerned students is growing. This is demonstrated by the findings of a poll contained in the January 1969 Fortune Magazine. According to that poll, approximately three-fifths of today's college students can be termed practical-minded, which means they are in college to prepare for careers. The other two-fifths

are marked mainly by their lack of concern about making money. Many of this minority group come from well-to-do backgrounds and are vague in their career goals. They seek work which is intellectually challenging and relevant to their social concerns. Half the minority, as opposed to only a quarter of the majority group, stated that none of the three major 1968 presidential candidates had views similar to their own. My personal experience confirms that the number of concerned students is large. This attitude crosses all political points of view.

Having stressed the need for diversity in post-high school education, I want to describe the role of Iowa's public and private universities. Specific examples at The University of Iowa will have their counterparts at our sister institutions, Drake, Iowa State, and Northern Iowa. At the outset, let me immodestly say that these four universities which for most of their histories have been relatively larger than other Iowa educational institutions have made great contributions to the well-being of their students and this state. I believe they are continuing to do so today, and I know that they are committed to doing so in the future.

Historically, these universities have expressed the threefold purpose of teaching, research, and service. This set of objectives could encompass anything and all things. Each of the Iowa universities, however, has a limited mission due to the direct coordination of the Board of Regents and the indirect process of self-selection.

Stated in another way, teaching and research are the service of the Iowa universities. We not only must disseminate knowledge; we also must create it. Students of all ages are exposed to our teaching and research through classrooms and publications, before and after graduation, on or off the campus, with or without credit, formally and informally. Because of research, we are a producer of new ways and not just a teacher of old ways. Teaching and research are questioning processes. It is the work of scholars to examine and evaluate. Thus the university also serves as social critic and auditor. Since change is constant, there is no status quo, and universities are needed to lead the way for change. It is not enough for the university merely to reflect the present, for as Robert Hutchins said a long time ago, "It [must] illumine rather than reflect; It [must] be a beacon rather than a mirror."

Whom do the Iowa universities serve? They serve undergraduate, professional, graduate, and continuing students. A university, like a community college and a four-year liberal arts college, offers much to the new college student.

The Iowa universities are distinguished from other private and public universities in two ways. First, they are substantially smaller than comparable institutions in the Big Ten and throughout the country. Moreover, they are universities, not multiversities. Each has a single campus and all of its activities are

located on that campus. Not only are all of the colleges of The University of Iowa physically present on one campus, but they are also intellectually present. The core of The University of Iowa is arts and sciences surrounded by well-integrated professional colleges.

In a university there should be multiple approaches to instruction so that diverse students and faculty can be drawn out in the most effective way. Some students desire greater independence than others. All should be accommodated. Although counseling services can always be improved, it is, nevertheless, true that many students will not take advantage of these services until too late. There is no easy way to secure an education. Individual effort is required in every college and university.

How can we assure quality education for our students? Ultimately, the answer lies in the quality of the faculty. The individual faculty member has a more profound effect on the student than any curriculum plan. Therefore, the recruitment and retention of able and energetic faculty members is paramount.

Universities are frequently criticized for using teaching assistants. Frequently, teaching assistants have taught in other institutions and have returned to the university for more advanced work so that they can be better teachers. Those assistants who have not had previous teaching experience are in the same position as those full-time faculty members who have not taught before. Teaching assistants, however, function under the guidance of full-time faculty members. To judge the quality of instruction, one must assess the individual teacher.

Instructional methods and curriculum substance are the essence of the teacher's work in the classroom. There are many instructional methods, and no one is ideally suited to all students. Notwithstanding the constant complaints about lectures, many students, in fact too many, depend upon them. Lectures permit the most rapid transmission of information available.

Discussion classes or seminars are not as effective a means of transmitting information; instead, they stimulate critical thinking by students. Unfortunately, colleges and universities have too few faculty members to provide enough seminars. Laboratories are important and expensive ways of instruction, yet today they are essential not only in the physical and biological sciences but also in the social sciences. Increased reading is proving to be the most significant curricular development of recent years. This is the result of paperbacks and copying machines. Language laboratories and tape recordings have greatly improved foreign language instruction. Although audiovisual films and television will not replace the classroom instructor, they enrich classroom presentations. Computer-aided instruction and computers are increasing in use. Through independent study the student learns by research. Credit-by-examination options permit a student to be his own instructor. The pass-fail system deemphasizes the grade-point average and encourages the student to take courses outside his major. Especially significant is the open-stacked library

where the student has a one-to-one ratio with the author. Another variation is the professional semester. At Iowa, the English department sets aside a block of hours for a group of faculty members to meet with English majors in a broadly structured course.

The Iowa universities have their small colleges. For the most part, the professional colleges are small, and within larger colleges there are clustering units. One example in our College of Liberal Arts is the School of Journalism.

Moving from instructional methods to the substance of the curriculum, we find considerable student concern over the issue of relevancy. The discussion of relevancy may include one of three issues. First is the wish to have "how-to-do-it" courses, more occupationalism; second is the need to relate specialized knowledge to the broader problems of society; and third is the desire to be involved with society. I am sympathetic to the second and third issues but not the first.

These are my reasons.

First -- "how-to-do-it" courses and excessive occupationalism are highly impractical because they limit the student's long-range flexibility. Although there may be a need for familiarity with some core knowledge, the course content approach locks the graduate into the current state of knowledge. Anyway, the amount of knowledge in even the sub-sub-specialties is so extensive that one can never learn it all. Some professional areas are wisely beginning to deemphasize specialization and course sequences. The shift is from training to analysis to permit great career flexibility.

Second -- specialization is a narrowing process; it causes us to back off from the broader issues about which we know less. We need to be generalists as well as specialists. An educated person must be able to put his share of knowledge into a worthwhile whole. Presumably, higher education facilitates this through general education, but general education is currently caught in the vice between career-oriented students and specialty-minded faculty.

Numerous suggestions have been made to redress the balance. General education can come at the beginning, at the end, or throughout one's academic career. Whenever this is done, there ought to be concern for problem courses and seminars. These offerings should be interdisciplinary and should deal with large complex problems such as poverty and war. To this end we should encourage Afro-American, comparative, human rights, and similar studies which cut across disciplines.

Besides "how-to-do" courses and interdisciplinary study, there is a third aspect of relevancy. Students are anxious to be involved. They want to apply the knowledge they are acquiring. This is nothing new. Practice teaching, legal aid, health clinics, and archeological digs are a few well-accepted examples. If the development of social awareness is desirable, then we ought to encourage more field experiences.

Having dwelt on the need for academic diversity, the essence of my plea is to have more curricular alternatives.

Extracurricular activities also furnish major educational opportunities for students. The four Iowa universities have a residential quality about them. In order to reduce the scale of large residence halls, there are house units of forty to sixty students. Each unit has an adviser. The residence halls have typing rooms, libraries and programs of speakers, fine arts, intramural sports and other activities of interest. In some residence halls attempts have been made at clustering students with common academic interests. In addition to the residence halls, various fraternal and religious groups afford small-group living opportunities. There are over 180 student organizations at The University of Iowa alone, ranging from politics to book-collecting to professional organizations. There are honors and language houses. Twenty-four religious groups maintain ministries on the campus and, of course, it is a matter of uncommon significance that over 4,000 students enroll in University of Iowa religion courses each year.

In addition to teaching, Iowa universities serve through research. Research, like instruction, needs to be the subject of continual review. Can we excel in teaching if we also seek to excel in research? Are these roles incompatible or are they inseparable? Is the issue "one or the other" or is it balance?

It is not necessary nor desirable for all of higher education to be engaged in research nor for any one educational institution to be engaged in all forms of research. Research is, however, essential to the work of an institution which offers graduate and professional study. Methods of inquiry are emphasized in advanced study so that research becomes an invaluable means of instruction. To assure quality instruction at the advanced level, it is also critical that the faculty be constantly updated, and this is accomplished in large part through continuing research. The faculty member's research efforts must be fed into the classroom so that the student remains the primary concern. Besides the beneficial interaction of teaching and research for the student, new ideas are needed for both students and society. Since the teacher of advanced students is among the best equipped in society to engage in research, we should not prohibit him from finding new solutions. Through research the University can indeed "illumine rather than reflect; it [can] be a beacon rather than a mirror."

All faculty are judged on the basis of teaching, research, and related activities. These criteria are broadly defined and applied so that individual differences are recognized. For the most part, there is a high correlation between good teaching and good research as shown in the recent Tufts survey. Where exceptions exist, they should be acknowledged. Outstanding teaching or research should offset lesser strength than is usually required in the other area.

After five years of reviewing justifications for promotions and appointments, I can only conclude that there is much more teaching and much less research

occurring in The University of Iowa than we all seem to think.

As in the past, so now and in the future, Iowa universities have great issues before them. We approach our problems with humility and open-mindedness. Our aim must be to provide better educational opportunities for the students of today and tomorrow.

A RESPONSE

by

ROBERT COSGRIFF

I've been asked to make some remarks regarding the proposed Western Iowa State College as an alternative to Gargantua. I think I'll follow through on that because there are a number of people in the room who are vitally interested in this and have done a lot of work. It seems to me this is very critical to developing unity in our state and is one of the elements of an ultimate solution of our higher education problem.

First, may I take a moment and set a frame of reference here about western Iowa. We're talking generally about the western third of the state comprised of roughly 38 counties. It has, at the present time, five private higher education, senior college, institutions: Briarcliff, Morningside at Sioux City, Buena Vista at Storm Lake, Midwestern at Denison, and Graceland at Lamoni. In addition to these, it has four community colleges. In total, however, western Iowa has approximately 6 per cent of our senior higher education resources, the other 94 per cent being located in the central or the eastern part of the state. I feel I express the attitude of a large segment of the people of western Iowa when I say that they are pretty sold on the part that higher education is doing in the state. Their efforts have been heroic and certainly, in western Iowa, they have carried the load many many years by themselves. It's felt that they should get more support. The community colleges are just coming into their own out there but their work is already being seen here as it is around the state. Here again, I think the people of our area feel more support is indicated.

In the area, I believe, of regents institutions, people in western Iowa suggest we take a long and close look. As you know, the proximity of higher education is a very definite factor in the attendance of students. Here in eastern Iowa 18 per cent of the youngsters attending senior colleges, according to the Crescent, Pageant, McCormick survey, go out of the state to school. In western Iowa the portion is higher. In southwestern Iowa, particularly, an unbelievable 40 per cent of the young people attending senior colleges go out of the state. Now, this raises two questions to the parents and the people out there: a. Are those young people getting the quality of education they would be getting in Iowa? b. What chance do we ever have of getting them back to become leaders in our community?

I think another concern with the people of western Iowa is the matter of what seems to be a growing gap between the service provided by the regents institutions and the cost in the areas that aren't getting the maximum service from

them. Dr. Boyd referred to the people the regents institutions are serving. Our surveys indicate that 40 per cent of the enrollment of our regents institutions come from out of state and come from the four counties in which these regents institutions are located -- Johnson, Linn, Blackhawk, and Story. These four counties carry about 15 per cent of the population tax load of the state. This leaves a balance of the counties getting approximately 60 per cent of the service and carrying roughly 85 per cent of the support.

In my home county of Pottawattamie, we have a total of 477 youngsters in regents institutions and the total cost on a proportionate basis there runs to about three million dollars a year; thus our cost per student runs about six thousand dollars. Now, one would say that certainly, in the case of state universities, that may be a small price to pay for the leadership that we must have in that part of the state. But, here again, when we go into it a little deeper, you wonder whether the production of leadership is up to the standard that's needed. Again, referring to my own county in the area of physicians. We have a total of 78 members in our county medical society. Three of these were produced by the regents institutions and the last one was graduated in 1933. It has been quite some time since we have obtained a yield from those professional schools.

Finally, I do believe, as Clark Kerr often pointed out in California, when you get up to 15,000 you reach the maximum savings in institutional development. I do believe there is some merit in looking further into whether or not this can be done more economically by expanding three institutions than it can be by establishing a fourth. I cite the Crescent, Pageant, McCormick report where it said it was going to cost 195 million dollars to establish a state college in western Iowa to take care of 8,500 students. Well, again that bears a little analysis, particularly the 195 million dollars. First of all, 82 million of that is an escalation factor that took into consideration the dollar increase over the next ten years. Certainly valid, I think, by that very qualified firm. We don't do that in other areas of education financing, and I think it is a misleading figure in this case. In addition there was a 72 million dollar figure that involved student residences and other self-retiring units. When you break it all down the total cost of the academic facilities runs 43 million dollars spread over a period of ten years. A total of 4.3 million per year that includes a 1.1 million dollar swimming pool and a 4 million dollar gymnasium. I know our Briarcliff Sisters just built a gymnasium and spent \$300,000 on a pretty good gymnasium. These are certainly adequate figures. At the same time, we're having to spend, according to the last biennial report of the regents, an estimated 226 million dollars in capital expenditures over the next ten years.

Lastly, I notice that the proposed cost for the present site out at Atlantic, as proposed, would run around \$750,000. I asked the regents' staff the other day over in the state office building what the cost of the last ten purchases were at regents institution. They came back and gave me a report of one institution. We had purchased a total of 60,000 square feet in ten parcels. These 60,000 square feet ran somethink like \$347,000. In rural language, that is something like \$230,000 an acre. I think it bears looking into.

In conclusion I don't want to be unduly critical of the regents and certainly President Boyd, who just stepped into this terrific problem here. We have in the state of Iowa, it seems to me, a very obsolete regents structure. We have a total of nine people running a complex of universities, three institutions involving 45,000 children, involving a budget totaling somewhere in the area of 150 million dollars a year, and a plant value of 314 million dollars. I would guess, Dr. Sharp, at Drake you have a much bigger board, and have it broken down by committees so that you have a lot more talent and manpower at the regents level. I just don't see such a small board and such little time to consider things. I commend the regents as a matter of fact for the work that they have done.

Lastly, I don't think the private institutions should be unduly concerned at a new school. If you look around our state you will find that Cornell and Grinnell are located geographically about as centrally as could be insofar as institutions are concerned. The last time I looked, both of these institutions were very much alive. In conclusion, may I say that people interested in education, and certainly the people in western Iowa are vitally interested in the total education role, hope that we will follow the old adage that a rising tide lifts all the boats in the sea. I think by taking another look at this possibility in western Iowa, we may develop a greater unity that in the end is going to be our ultimate answer to our education programs.

A RESPONSE

by

ROBERT SPIEGEL

Mr. Chairman, I have never before been a responder. I was properly impressed by the title and I thought in all prudence I should look it up. I did and I was immediately in trouble because I couldn't find it in my dictionary. I turned immediately to the word 'respond' and found it means to answer or reply. Now, I'm not immodest enough to think that in five minutes I can answer the high-level commentary that has preceded here for about 45 or 50 minutes. I would like however to concur briefly and I would like to react and perhaps even advocate.

Dr. Boyd, I concur that the quality of a teacher is the most important thing. I have had the opportunity to hear Dr. Boyd twice in the short period he has been president and he has emphasized this at both times. I think too, I would add, with imaginative use of those qualities. In another speech, Dr. Boyd stressed the generalist. He made a real case for educating generalists instead of the specialist. Again, I concur. As a newspaperman, I much prefer to welcome the generalist into a newsroom rather than a specialist because you can make a specialist out of generalist but it's a little hard to go the other way. I must admit a couple of weeks ago I would have taken a generalist, a specialist, a body, just anything. I was really desperate.

Dr. Sharp, I certainly believe in freedom of choice in an institution. I agree fully with your amendment that something must be done financially. I can say this heartily because at the present time I have two sons in private institutions. I only wish one of you three men, or others, would have recruited one of them, at least at this point.

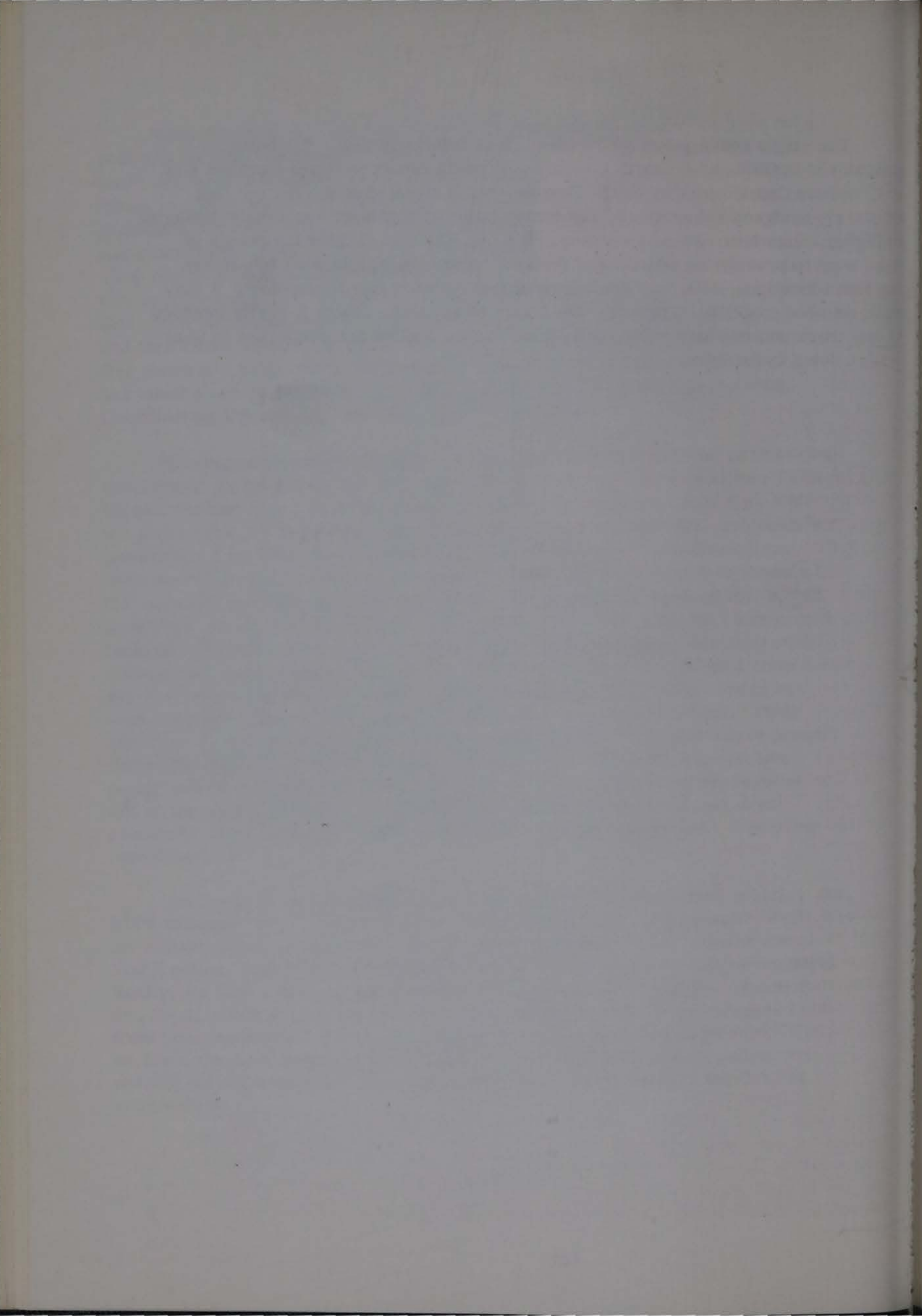
Dr. Malone, I'm a fan of the community college, the comprehensive community college. I guess I have been, particularly, since I moved to Mason City about six years ago. Mason City is the site of the oldest, and the best, comprehensive community college in the state of Iowa. I appreciate what it does in launching young men and young women on four-year college careers or beyond. I appreciate what it does in terms of terminal education. As far as the comprehensive part of it goes, I appreciate the fact that they can go from one to the other and they do it. I'm in your corner, Keith Fenton. I also live in a community that has a business school and a community college. They do work together and they do complement each other. I can understand fully why you appreciate and see the value of becoming a full-fledged member of the Iowa Coordinating Council for Post-High School Education.

Now, if I may, I would like to react to some of the things that have been said and perhaps left unsaid. Much has been said about financing. Not as much has been said about coordination and cooperation. Yet there are legislators in this room who know that they talked almost endlessly about these two problems, and they are inseparable. This goes also for Governor Ray and his administration. They certainly must go together. They demand attention. They really demand attention when the cost of education is proceeding at a rate that is frightening. At one time, 20 years ago, I thought I laid out a program that would take three boys through at least three-fourths of their college education and then I doubled that figure. Right now, I've spent it all and I've gone through five years and things are a little rough. May I say this, what cooperation that has taken place at this point has come, I think, primarily through the Iowa Coordinating Council for Post-High School Education.

This organization is voluntary. It is composed of laymen and professional educators. Its president last year was Dr. Farwell, president of Luther College. He told me that they proceeded quietly the first few months because they felt the great value lay in getting acquainted with one another and with each other's problems. Late 1968 they came up with their first set of recommendations. They were two-fold really. One was structural. They added more laymen (hooray for the laymen), and then they went beyond this and considered some of the mutual problems, particularly financing. This group said at this time (as I understand from Dr. Farwell) that before they would take any big decisive step they would consult with one another. They also proposed and offered to present a coordinated set of requests for appropriations. Now you must realize, as Dr. Sharp has said, that right now private schools in the state of Iowa are involved. Their students are now in the process of getting public funds. The idea was to present this to the legislature and to an administration beset by conflicting and competing sets of requests for money. It required the acceptance of the legislature and of the administration. To this date, as far as I know, it has not been accepted. Nor, as far as I know, has it been completely rejected. It is being considered.

There are some, however, who do not think this is the proper vehicle. But, it's a voluntary way. It's the best way we've had so far. Is it enough? Well, why not a single board of education with proper subdivisions for the state of Iowa. You'll notice, Paul Johnston and Stan Redeker, I said that and I didn't even duck. Really, we have a diverse and excellent set of institutions of higher education. Dr. Boyd, I want to prove to you that I don't throw away all those releases I get from your institution. I read one address to the faculty in which he said, "Yes, we favor the development of the comprehensive community college and we are phasing out our vocational -technical programs." He recognizes this kind of relationship.

The single board is not a new idea. It is relatively new. It's being considered in Ohio and in North Carolina. A study report in North Carolina said to Governor Dan Moore that North Carolina has a sound system, but the lack of clearly assigned authority and right responsibility has been extremely damaging to higher education. It's a possibility. It's one way out. I think the people of Iowa want to provide the educational dollar. I know the people want full return for that educational dollar. I don't know if this sounded like a response. It may have sounded more like a prayer. But I want to say this, I think it really intended to say thank you in what you've really done so far, and we are concerned in what you're doing in the future.



A RESPONSE

by

PATRICIA VEDDER

After hearing the response of speakers from the four sectors of universities and the vocational-technical schools, both the public and the private, as a student I would like to speak to these points. The institutions must be related directly to students. The student has certain needs and desires which must be met by these institutions and he cannot be allowed to be totally manipulated nor his needs entirely avoided by these institutions. I do feel they are meeting many of the needs and desires of students.

I see the needs of students lying basically in five areas in the educational world, whether it be in vocational-technical or in the broader scope of the university. The points being equality, relevance, security, a development of a self-concept, and hope. In the area of equality, Dr. Boyd mentioned there is no status-quo set for today. Also, there are responsibilities and intellectual challenges to be met not only by students but by faculty, administration, parents, and all other people in society. There's a relevance that must be met. This is a definite problem of today. There are broader problems involved in society. Students must learn to be involved with these problems in order to meet them. There's a desire for the independence of the individual. This does vary with the student. But once this desire is expressed, he should have the security in knowing there is a route for him to follow and perhaps a new road to create for himself.

The security of today for students is not the same as it has been in the past. There is an immediacy to the things happening now. Change evolves much faster. The immediacy of these have repercussions of long- and short-range goals, which the student meets much faster. Goals of flexibility and acceptance of responsibility and an openmindedness are very important. There is a point to continually question ideas of today, ideas of the past, in order to challenge ourselves to lead a better future.

Closely related with the idea of security is the development of self-concept. This, I feel, is the role played by many students, especially in the larger universities today. The students are worried about their individual worth, identity, respect for themselves, respect for others, and a respect for the society about them while in this area of higher education. This is not a role-playing exercise that the student participates in. As a student, I'm not just merely playing a role. We are not restricted to things that are not applicable to society. Things we are

doing should not be sloughed off and said they don't apply to what is going on. We're the people making up a larger bulk of the population, those that are under 25. Our ideas should be clearly expressed.

Students are openly showing dissatisfaction. They are selective in the things they desire to know and desire to receive from their education. They should be selective and fulfilled to the extent desired by their total education, not only through curricular activities but through extra-curricular activities, cultural and social segments of their educational background.

Through these areas the students hope for a success and not necessarily a material success in the monetary means greatly expressed today. They want a success in meeting the needs of the future. They have a concern for people and they like this concern to be reflected by others in the concern for the student. Whether it is, as Mr. Fenton and Dr. Malone mentioned, in the vocational-technical areas, the concern for the technical capabilities to be developed or whether it is through the more liberal arts type of stimulation leading to a continuance of the questioning atmosphere.

They are seeking a respect for change, a freedom of choice, and having an impact on contemporary society. We, as students, myself, and all other people, I feel are having this impact and are trying to improve the quality of our environment, not only through education but through a faith in imagination, creativity, and sensitivity of the people today. Perhaps we need a reallocation of our roles and values. We shouldn't be so set in ways that we have now, that everybody continues to play roles that are set in society previously made. Values oftentimes need to be reassessed.

There are responsibilities that go with these needs and the meeting of these needs. In the area of education the faculty and administration, I feel, have a responsibility to fulfill the needs of the student. They need to have the concern of the students in mind and promote a questioning atmosphere. A receptiveness to change is greatly helpful in an openminded professor or administrator. The student also has many responsibilities. I feel his major responsibility is the acceptance of the challenge of the questioning atmosphere. He must reevaluate alternatives, values, goals, and concerns. Both of these segments, the faculty, administration and the students, must always maintain a realistic sight of real, total, functioning society as it exists today while setting and working for an idealistic goal attainment.

BANQUET ADDRESS

by

DR. PAUL McCracken

Chairman of the President's Council of Economic Advisors

GOVERNOR RAY'S INTRODUCTION OF DR. McCracken

Let me once again reiterate what Leroy said, and what was said this morning. I am indeed pleased that we have had the response that we have had for this conference. I think it's interesting to note that you people are giving your time which costs you not only money but also a great deal of effort to be here to participate in this conference. And to participate not only in behalf of your own group or own special interests, but also with the people of this state.

We take pride of our people here in the State of Iowa. We take pride in Iowans who have their origin in Iowa, such as our guest speaker tonight. This man has gone from Iowa into a position of prominence and he brings prestige to this Governor's Conference. Paul McCracken was born in the state of Iowa and lived in Jefferson County, a little bit in Keokuk County (I understand the post office was there) and was first exposed to higher education when he attended William Penn College in Oskaloosa. He's had a stellar career that has taken him to the corridors of the United States Department of Commerce, to the Federal Reserve Bank, and the conference rooms of the White House.

Paul McCracken is a key member in the Nixon Administration. As chairman of the President's Council of Economic Advisors, he and the other leading economists in this country have wrestled with the problem of inflation which is indeed a major problem of this country facing all of us. For this fight, this battle of inflation, he certainly is well armed. For he has his Bachelor's degree from Penn College, he has his Master's degree and Doctor's degree from Harvard University.

Dr. McCracken began as an economist for the United States Department of Commerce. He was director of research for the Federal Reserve Bank of Minneapolis. From 1948 to 1966 he was outstanding as academician in the Business College at the University of Michigan. This job that he has in the Nixon Administration is not a new one to him for he served on this Council of Economic Advisors under the Eisenhower Administration also.

Our guest speaker is distinguished in his profession and he is certainly distinguished in public service. It's a very pleasant task I have this evening of introducing to you, Dr. Paul McCracken.

BANQUET ADDRESS

by

PAUL McCracken

In a sense the message that I want to bring to you tonight is one which probably is not going to be very welcome. Nonetheless, it is something that I think we, as people in the profession of education, need to start to think about very carefully. Now you and I have (of course, obviously no one here needs to have any sales talk about the great importance of education in our nation for all kinds of reasons) been teachers, and who, having had a tour of duty teaching, will recognize the great sense of pride that one has in seeing someone who has possibly been touched in some way in one's classroom moving on to a position of influence and distinction.

I must say I was thinking about that last Saturday evening. We had been invited to a reception at the home of a friend in Washington. I saw to my astonishment, over in the corner, Professor Alvin H. Hanson. Some of you will recognize that name if you're an economist. He was for a long period a Professor of Economics at Minnesota and then about thirty years ago moved to Harvard. He was unquestionably the single most influential economist in the United States in the twentieth century. I think that is a fair statement. I said, "What are you doing here in Washington?" Incidentally, he is 82 years of age this year, and of course, has long been retired. He said, "Well we still have our home in Belmont, Massachusetts, but I have so many students down here that I'd rather be down here in the wintertime." Now here I thought was really the mark of a great teacher, because he somehow felt more comfortable there. Of course I need not say that his students, almost to a man, continue to worship this man. I can certainly speak personally myself in that connection. But, here was an evidence of the kind of dedication to the cause of education and the extent to which this kind of thing was gripping this man as he moved to Washington to be closer to the products of his educational efforts while he was at Harvard.

Now we know that the importance of education vastly transcends any economic dimension. Let me say, by the way, that economists understand that as well as anybody else. It may come as somewhat a surprise to some of you to know that economists are more than just homo-economus. They can visualize the possibilities that there are other dimensions to life than simply the economic dimension; of course it's a little difficult but it can be done. This deep commitment to education early was inscribed in stone, practically, and this early commitment of the nation is in evidence at the various universities. Look at the inscription on

Bascom Hall at the University of Wisconsin or on any of the other great buildings at some of our major universities and you will see the early commitment the nation made. The result, of course, is that in the space of about a hundred years we have come from having something like 2 per cent of the population with a high school education to about 75 per cent and having about 40 per cent at college age now enrolled in higher education. I don't want to imply that this is significant simply because it has had desirable economic consequences. Most of us who are educators would probably recoil at the idea that study hard to get rich constitutes the motto that is going to guide our efforts. Nonetheless, we have learned a great deal, particularly in the post-war period, about the processes of economic progress. What we have learned is very relevant to us here this evening. It is also very relevant, incidentally, as we look at the worldwide urge to try to improve material levels of living. Indeed, I would put it more strongly. What we have learned about the processes of economics in the post-war quarter of a century constitutes, on the whole, a great message of hope for the world and the billions of people in some of the less developed nations whose material level of living is hardly distinguishable from what it was in those countries a thousand years ago.

Now the first thing that we have learned is that the correlation between the lucky accidents of nature and the rates of economic progress is zero. There is simply no indication. On the basis of a quarter of a century of experience and careful study, there is no empirical evidence that there is any relationship between the extent to which a country happens to be well endowed with natural resources and the extent to which it can achieve rapid rates of economic progress. I could give you some illustrations of countries that are well endowed with natural resources and have not done well and if I were a university professor would be glad to do so, but I forgot to clear that paragraph with the State Department.

One can always, of course, go to the other side. All of us here could think of three or four countries right away that have achieved spectacular gains, spectacular and sustained gains in raising real levels of living and raising real incomes in spite of an astonishing absence of any of the lucky accidents of nature. The country that would come immediately to mind here would be Japan; a hundred million people sitting on top of some extinct volcanoes, their industrial potential practically flattened by our own bombing during the war. Does that sound like the prescription for achieving the most rapid rate of economic progress of any major country in the free world? Yet, that is exactly what has happened in the post-war period. Indeed, that has moved along so fast that (I wonder if you realize this) the Japanese economy is the free world's second largest economy, second only to the United States and already ahead, and rapidly outpacing, the major industrial economies of Europe.

Observe Germany! It was split down the middle so that the food surplus east was sealed off from the food deficit west and then the food deficit west was flooded with millions of refugees. How many of us, how many economic

seminars, twenty-five or so years ago, just as we were approaching the post-war period, would have dared predict that that was the prescription for another economic miracle. Of course, that is exactly what happened. We could name others -- Taiwan, South Korea, etc.

Well, what is it then? I'm sure all of us if we stop to think would very quickly recognize that how effectively a country saves and devotes a part of its resources to so-called capital formation, to the building up of a stock of capital goods, obviously has something to do with it. Take for example the drive from New Delhi down to Agra, which I suspect many of you have taken, and visualize agriculture there. I'll put it in my own words. As I visualized that and then as I think about my own brother who is a farmer sitting on top of one of these Diesel behemoths (I got on that thing last summer and it seems to me the front of the tractor was somewhere out in the next block) I think about the enormous difference in productivity so that in the United States with 4 per cent of our labor force in agriculture we can produce almost an embarrassment of abundance. One of the clear and obvious reasons is, that each person in agriculture in the United States is equipped or backed up with an extraordinarily expensive and vast array of capital -- machines, equipment, etc. Indeed, as we look more systematically at the world experience, international experience, we do very definitely see that those nations that allocate a very large proportion of their incomes and their outputs to savings and to building up the stock of capital also tend to be the nations that grow most rapidly. One of the highest - saving countries in the industrial world is the United Kingdom. The United States is sort of in-between. While the correlation is not at all complete, it is there.

But, now we come to an interesting point. When we put this all together we find that the increase in the work force of a nation, the labor force, the number of people, and the increase in the amount of capital, machinery, facilities, productive resources, can account for only half of the increase in output. Now where does the other half come from? It may well turn out to be the most important half. Indeed experience suggests that possibly it is. Those nations whose strategy of economic progress has been to conceive of this as like a Dagwood sandwich, where you smear layers of labor force and capital in some mechanistic way, have, in general, had rather disappointing experiences.

Now, the key here is probably to be found in a good many things. I think we would all agree that our free and open economic system has undoubtedly played a role. It just is a fact that as you look around the world the spectacular successes in lifting the material levels of living of people has tended to be among those societies who have, broadly speaking, an essentially free and open type of economic system somewhat similar to what we have. In detail these things will vary a great deal, of course, from country to country. But, broadly speaking, I think this is true. Indeed, I think one could go even further. If we had a delegation from the University of Mars' Economics Department come down and we told them there are economies down here that are planned economies and there are economies that are called unplanned economies, buzz around the world and

come back with your two lists, I think we would find they would come back with the countries fairly well sorted out but with the countries under the wrong headings. It is the so-called unplanned economies that are always in a state of essential balance. Of course the reason is very clear. They are not unplanned at all. A free and open economic system has a very highly sophisticated system or plan for organizing economic activity. It is more sophisticated because it does not consist of each one receiving an edict of what to do. Well, that's a footnote which I didn't intend to put in here -- but it's free.

The main point of crucial importance of a free economic system is that it does provide an answer to the requirements for rising real incomes and levels of living. It provides, by definition if it's a free and open economic system, the opportunity for anybody to try something new if he wants to try it. Most new things, of course, don't work and if they don't the market place quietly extinguishes them and we haven't wasted much in the way of social resources. But, if it does work, then the forces of competition take over and what is the new today tends to become the standard for tomorrow because if one company comes out with an automatic transmission the other companies are going to have to come out with that kind of improvement or else face extinction in the market. But, there is something else here too. Economists have suspected that a part of this other half, that you can't account for by just more bodies at work and more machines helping them, arises out of the fact of what we might call intangible capital information. In other words, that the stock of knowledge that inheres in the education of our population itself is productive. Now, some of you may recoil from this because it may appear a little unseemly to be talking in such price-tag terms about something so important as education. So let me remind you once again that I, being an economist, don't deny that maybe this economic value is the less important thing but it is an important thing. Estimates have even been made as to the value, in the sense of the discounted value, as it were, of our stock of knowledge representing our education. This economic value may be as great as is represented by our tangible capital of tractors, factory buildings, etc. Here may well be one of the key elements in the other half of economic progress that the routine statistics find difficult to pick up. Thus, the deep commitment of this nation to education is perhaps understandable.

During the last decade we have been increasing our aggregate expenditures on education about one and a half to two percentage points for each one per cent that national income itself was rising. Or to be specific from 1960 to 1968 our national income increased 72 per cent and expenditures on education increased 121 per cent. Obviously society then has taken this seriously. Now then, doesn't that mean that money can be no object when it comes to something as clearly deserving and productive and important as education? The answer unfortunately is that that question cannot be answered in the affirmative.

We cannot say that money is no object. The main reason is that one of the things we are going to be increasingly aware of in the current era is that the

underdeveloped countries of the world are not the only ones who have experienced a revolution of rising aspirations. We also have had a revolution of rising aspirations. It is fashionable to invoke the concept of the affluent society and to talk rather flippantly and a little caustically about our values where people prefer to use productive resources in the private sector, usually epitomized by mink coats and lordly tailfins on cars, etc., whereas it ought to be spent on the public sector such as education and health. Now this of course puts the issue in the worst possible way. But, we have to face the fact that aspirations on the part of American families to improve their own material levels of living have probably never been stronger than they are today -- never been stronger than they are today. One of the things we must not do is think about aspirations and the intensity of aspirations in static terms as if once people get enough food in their bellies the job is done. The fact of the matter is that as levels of living rise, levels of aspiration rise also. Bear this in mind, the average American family today is still having to balance its budget with an income of about \$750.00 or so per month. A family that is trying to balance its budget with that income (which to some of us when we started to work would have sounded of course extraordinarily affluent because of the static concept) can think of a very long list of legitimate things that it yearns for. This I think is why one of the things we are seeing is the growing reluctance of people to accept increases in their tax bills because the proportion of the increase in national income that has gone in taxes is fairly high and people are increasingly insistent that a part of the dividend of economic progress, and a considerable part, ought to show up in terms of real purchasing power that gets left in their own pay envelope on an after-tax basis. Now my problem, as Chairman of the Council of Economic Advisors, would in many ways be vastly easier if this were not true. If I may quote from a friend of mine talking about something else: "My function is to describe the universe, I am not God who created it." This is the fact of life that we're going to have to face up to and if we don't we're going to base our policies on false assumptions.

Now, the other thing that we've got to recognize (and let me say that this is one dividend of my having been in Washington a long time ago, in a previous incarnation) is the intensity of pressures on the federal budget of a totally different order than what it was then. We thought it was pretty rough then and we went through the annual ceremony, the requests of the agencies, even back then always added up to ten or fifteen billion dollars more than could be tolerated and about three-fourths of that could readily be struck off and the rest of it was a little more difficult but not impossible. But, we now face a degree of intensity of claims on public resources that I think is of a totally different order of magnitude from what it was a decade ago. Moreover, the budget has a growing number of programs that do not constitute the appropriation of a specific amount, but assure a certain level of benefits. How much are we going to spend in fiscal year 1970 on Medicare? Well, it's a very difficult thing to answer because we don't appropriate 'x' billion and then that's it. We assure a certain level. How much are we going to spend on agriculture? We don't know for sure. How much are we going to spend on interest on the national debt? I wish I knew. That also depends on

things that are not, in the short run, controllable. The consequence is that, increasingly, we are going to face the hard difficult problem of priorities in the budget. One thing that is abundantly clear is that the budget problem does not arise because of just damn-fool spending that otherwise ought to get out. This is very important for both liberals and conservatives to remember. It's important for the liberals so they aren't disenchanted when they don't get all that they want, but it's equally important for conservatives to recognize that the budget problem isn't that simple. The budget problem arises because the aggregate of individually meritorious programs add up to more than a viable total. To get the thing down to a viable total you've got to cut out some things that are good because they're not good enough. This means distributing this as much as possible.

I went through the budget-pruning exercise earlier this year; I can tell you that this was an agonizing process. I wish it had been a simple thing of identifying the foolish spending. It wasn't that. It was that we had to cut in places where, in and of itself, there was a clearly desirable program. The trouble was the aggregate added up to far more than was a viable total and it had to be cut. There is no disembodied budget that you can cut. You have to do it by cutting or limiting the expansion in programs.

Well, if this is true, education has to accept the fact that in a relative sense we are living in an age of scarcity. In the relative sense, possibly, we live in an age where the pressures on our relatively limited productive resources have never been greater than they are now. Pressure for both private and public claims. To prove, as I've indicated, that something is good does not make the case for it to be in the budget, as such, much as we would like to have it there, because the fact of the matter is that the aggregate of these claims, which in and of themselves have great merit, will always add up to too much. That's, incidentally, what the discipline of economics has always been about. What constitutes rational strategy in the face of scarcity.

Now education will, therefore, be under growing pressure in the period ahead to increase the productivity of resources that are going to be entrusted to it. Not because people have lost faith in education and not because they are taking a calloused view, but because of the intensity of competing claims within the budget and for maintaining our rising levels of income outside. Now if resources are scarce, as they are, then education no more than any other claimant for resources can escape the discipline of having to face hard scrutiny as to how well their resources are being expended. But it means, of course, more than simply running a tight ship and being efficient. It means a renewed emphasis on innovativeness, the experimentation with wholly new and different approaches that may promise a more effective utilization of the productive resources that we have. It also undoubtedly is going to mean friendly vying for excellence by, if you will, competition among institutions that will assure prompt diffusion of the really new and better rather rapidly throughout our educational system. Only thus can the output of education keep pace with the reasonable expectations that society will have as they look at our profession.

PANEL

THE STUDENT:

IRRELEVANT, IRREVERENT, IRRATIONAL?

Panelists:

- Dr. Bergen Evans - Professor of English, Northwestern University, Evanston, Illinois; widely known as a former moderator of a television quiz program.
- Dr. Wilbur Layton - Vice-President for Student Affairs at Iowa State University, Past President of the Iowa Psychological Association and the National Council on Measurement in Education.
- Mr. James Sutton - Executive Vice-President of the National Student Association; Past President of The University of Iowa Student Body.
- Mr. John Holtz - Student of Assumption, Davenport; President of the Iowa Association of Student Councils and Governor of Hawkeye Boys' State.

Responders:

- Mrs. Elizabeth Palmer - Juvenile Court Consultant for the Iowa Department of Social Services; Member of the Governor's Committee for Children and Youth.
- Mr. Alvin Hayes - Attorney; Executive Director of the Iowa Civil Rights Commission.

THE STUDENT: IRRELEVANT, IRREVERENT, IRRATIONAL?

by

BERGEN EVANS

As a grammarian I was rather puzzled by the title of this discussion. I finally decided the question mark applied equally to all three of the problems, that they were words in a series. I won't take them in the order in which they are listed. First irreverent. I assume this means is the student irreverent? Well, I hope so. It would be a very bad thing if he were not. Being irreverent is a young person's way of beginning to think. It's amusing. It equips him with a certain amount of useful impudence which is very useful in life. I was very irreverent when young. If I were to stop (it gave me a fund of impudence on which I've functioned since) and think of this audience and your experience and responsibilities and your seriousness, my being here to tell you anything would overwhelm me. But, unfortunately, an irreverent youth saves me from such thoughts. Then, later in life, I think having been irreverent, you are likely to feel so aghast at yourself, at some of the things you did as a young person, that you get some humility which has its value. Then true reverence, of course, is so serious a matter, so deep within us, that it is only gained by a lifetime of experience. True reverence, like youth, is simply wasted on the young. Very little of it is wasted on them, I must say.

Are they irrational? Of course they're irrational. They have just emerged somewhere from being vegetables to being very young animals. They have just gone through an extraordinary glandular change; if they've gone through it, because there is every single variety you have in college students, everything from infants to quite mature people. At any rate, they've been through this enormous emotional turmoil, they're just face to face with reality, their protection of the parent is being withdrawn of necessity, they're frightened, they're fantastically ignorant, and why shouldn't they be irrational? It's a very natural thing. One of the advantages of reading examination papers is you are reminded all the time how little they know. I just read an immortal sentence in a blue book. We'd been reading *The Odyssey*. A boy said, "The principal character in the *Odyssey*," and then in parenthesis, "I forget his name."

But irrelevant, I'm not sure whether irrelevant means the question of whether students are irrelevant to the colleges or whether the colleges are irrelevant to students. You can make a case for either interpretation, positive as well as negative. All Souls College at Oxford has gotten along without students for 500 years and never felt better. I question that learning and education has very much, learning at least, to do with colleges. Certainly nothing of any literary merit was ever produced solely because someone was in the college. And

most of the major scientific discoveries were certainly made outside universities. We simply transmit what other people have done. I suspect that, from the peasant rebellion to very late in the 19th Century, no significant human thought began in the colleges or universities. So, there is quite a question as to who is relevant to what. I would assume, however, for the purposes of this paper, that students are relevant to colleges and certainly the colleges ought to be relevant to students.

Relevancy is a catch-word today. You hear it. It's like identity crisis. Whenever an empty moment comes in what is meant to be an earnest conversation somebody will use the word relevancy and there is a question as to what is meant by it. The problem is, which we all know, education in a way cannot be relevant because we who are teaching it (our education for any significant thing stopped a generation ago) are trying to train people for a future we don't understand at all. The thing I play with a good deal.

We don't know anything about the future. That is so obvious a statement that it's almost assinine to make it. Let's assume, to dramatize this fact which I think it is very significant for a teacher to remind himself of always. Let's assume it's about the year 1900 and let's assume that Carnegie or Rockefeller or some frightfully rich man had decided to endow something like the Nobel prizes except; whereas Nobel prizes go to people who have done highly significant things, the only exceptions are Madam Curie and Linus Pauling, Nobel prizes have always been given to dead men. That is, the greatness is over. By this time it has spread to the people who recognize it and so on. Twice Nobel priziers have had a second thought that has been significant. But, I'm assuming that, as people say, educate for the future. Suppose that this prize that was to be given, this person - a very rich person - decided he would endow for life the half-dozen people who were going to do the most important thing affecting human mind and values, etc. And let us suppose a committee had been appointed of great ones. You know, bishops, retired politicians, and people of that kind (extinct volcanoes for the most part), and they are there to decide what five or six men living are going to be the most significant men of their time.

Then let us suppose that you or I, by magic, could be transported back to this meeting with hindsight, which is the only wisdom there is. We have the wisdom of hindsight and we want to advise them. And we say, "Gentlemen, there is in Detroit, at this moment, an ignorant man who mends bicycles. He is ignorant for even Detroit at this time of the year and this time of humanity. He's very opinionated. He is an exceedingly difficult man to deal with. He is going to probably quadruple, by a very simple idea, the world's mechanical production." They would be a little uneasy. They would say, "Really now, bicycle menders, please. Who is revising Holy Writ at this moment? Are there no new interpretations of the scriptures? Has no one discovered a new dead language? Wouldn't you say these are really important compared to mending bicycles!"

Then you would say, "One other claimant gentlemen. There is in Moscow at this moment, at least in Russia, a man who has discovered that when he feeds dogs, if he tinkles a bell when he feeds them, that in time the dog will salivate when he tinkles the bell regardless of whether food is offered." They would say, "Drooling of dogs, please! This is a serious business! We don't care!" If you said the drooling of dogs is going to be more important in 70 years than Holy Writ, by far, in the shaping of human society and its values, well, they'd call the police. They would simply say you are being a nuisance now get out of here. But, as the police were dragging you off, and you were struggling, if you managed to get a moment's more attention, you said, "Please gentlemen, one more nomination. There is in Vienna at this moment a Jewish physician who is trying to decide why a little boy dreams that a white horse bites him and the physician believes that this is because the boy fears his father will castrate him because of his incestuous interest in his mother." At that point, they would say to the police, "Don't take this guy to jail! Take him . . ."

Now, if you add to the functions of what this man was going to do, even if what he was going to do was to destroy the last vestiges of their kind of morality, it would be impossible for them to believe. Just as it would be impossible for any educated person, even as late as 1910, to believe the simple facts of the contemporary political situation in the world or the economic situation. So how do you educate? The young people we're educating today will be around 50 years from now. They will be on the way out then, passing on the ignorance of their generation.

What can you do about it? What can we do? Well, there are some things we can do and I think that all good teachers try to do. All universities try to certainly inform them to the best of our abilities, making it very clear what we think is demonstrable, unquestionable fact and what we believe is open to question, which would be most of what we tell them. We could certainly prepare them to earn a living by helping them become useful members of society. This we do, I think, very well. I certainly agree with the speaker yesterday who urged much wider diversity in this since we are apparently going to educate everybody. Or, what we're going to do is we're going to use the colleges and universities to take up the slack of unemployment in the young for whom we have not very much use. We have to, since we know that most of what we tell them will not hold up against the test of time, or at least it hasn't up until this time. Some way encourage the young to be skeptical. You would say that this would seem to be unnecessary but as a matter of fact they are very skeptical about some things and incredibly credulous about other things. They have to systematically learn properly how to question. Then we have to teach them the endless thing everybody has said since the beginning of all education, to be self-reliant because it is only himself the intelligent person can possibly rely on. This is very necessary today because of our enormous increase in population and the enormous increase in our travel and so on.

The pressures toward conformity today are far more successful than they have ever been before. They have quit. They don't club them on the head very much. They have much more successful ways of forcing conformity. We have to conform. You have to take a number when you want to be waited on. There isn't any other way of getting waited on. I've often tried to imagine what would have happened if the first J. P. Morgan had gotten into his coach and said, "Home, James," and James had said, "I'm not allowed to drive this direction from this side of the street this time of day, sir." Morgan would have had apoplexy. That's because he had the only chariot. When you get 19 million of them, then you have to have one-way streets. This goes all through every department of life. It's a little parable. Someway, one has to conform, to the extent of staying on the proper side of the street, taking your number, not provoking violence; but, at the same time, it makes it very much harder. Most of our leaders are cheer leaders, marching along and looking back over their shoulders to see which way the mob wants them to go. This isn't always leadership. My sons went to what President Killman said was one of the best high schools in America. We, as parents, were summoned from time to time and told how fortunate we were to have children there and how necessary it was that we voted for the next tax assessment or whatever it was. I remember a man telling us once (I think he was from the physical education department) that in this school, this was such a wonderful school - I'm quoting him - that 95 per cent of our students are engaged in leadership activities. Well, I'm sadistically inclined and I went up to the wretched man afterwards and said, "If I understood you correctly, the only chance a child has to be a leader in this school is not to be a leader. He then is in the upper 5 per cent. I could see this bewildered the man and I left him alone.

I've been a teacher now for 40 years and one thing I do feel in trying to talk to students and listening to them, which is even more difficult, is that our system has failed and there's something we could do, which I think we haven't done as much as we should. That is, we should communicate to them some way, the concept of what is meant by justice. I think I would scrap civics; you couldn't tell the children the truth about civics. Just wait until they're older and they'll find that out. If you took actual legal cases, which would be very interesting, to say "this is what happened. This is what the court decided. Do you think they did right? Did they not do right?" Most people reach maturity absolutely equating vengeance with justice. That is the only idea of justice they have and this is a very bad thing for society. They must be tolerant.

In some way you must teach them to be honest. Just how we do that, I don't know. I think a teacher teaches his students honesty by example, by being honest him or herself. The students know that. They know whether you're talking some bilge you read in a book. They know whether you are standing up for your principles when it is not wholly to your material advantages to do so and so on. But, if anybody in this world is going to be honest he also has to be brave. You have to teach them this and I don't quite know how you do it.

Courage is the guarantor of all the other virtues. If you don't have courage, you don't have any virtues. If you say of a man, for instance, he will tell the truth unless he's scared. Everybody will tell the truth unless he's scared. What you want is the man who will tell the truth when he's scared. I think it was Thoreau who said the only difference between a hero and another man was the hero was brave two minutes longer. It's that, all that we are today we owe to those two-minute men. The guys who stood there with their teeth chattering (and they usually got it in the neck, too). They had a statue long after they were dead. But at the time they did this, it took a great deal of something very desirable to have.

Now, the younger generation today, as I deal with them and see them, lack courage. I know they've never been more obstreperous. They've never burned more buildings. But they go in mobs for the most part and they always demand an amnesty first. That makes me cringe. I don't think you ought to demand an amnesty first for yourself. That seems to be a very unheroic approach to a problem. If you're going to burn the building down, burn it down and then fight it out with the police when they come. I feel very strongly that being a member of a college, whether a faculty member or a student, in no way exempts you from the action of law. If a student goes 90 miles an hour up Sheridan Road in Evanston, nobody feels it is such a great crime if the police catch him. In fact, they're vastly relieved that they did. Why not on everything else? If he violates the law of society let society deal with him and say this is what it's like to be mature, how do you like it?

I agree with George Oral (?) [editor is not sure of last name] that ultimate, ultimate courage comes from simply saying that two plus two equals four. If you can do that you have every liberty of mankind. Everything else springs from it. If you can't do that, and for the most part you can, then you don't have freedom and this is an important thing. My example of the real fruition of the educational system in America, where the taxpayers' money has really paid off (of course, it's quite right to ask that it should; no reason why the long-suffering taxpayer should not say what am I getting for this), would be Rachel Carson and Frances Kelsey. In educating both of those women, society made an investment that paid off enormously. Both of them met opposition. The thing that is important is courage. Unless they had courage, they wouldn't have been of any value to us. Rachel Carson came under a great deal of attack which she bore. Frances Kelsey, you've perhaps already even forgotten her, young people wouldn't even know her name, is the woman in health, education, and welfare who just would not say yes to thalidomide. Considering the way that the Americans take pills, we really shovel them in, had she passed thalidomide in this country think of the human suffering this would have entailed. Families by the thousands and thousands would have had misery as long as they lived. The fact we don't, we owe to this one woman. She came under very heavy pressure and she just stubbornly stood there and said absolutely no.

It is our duty, those of us who are teachers, to say no. The older I get the more I'm convinced no is the greatest word in our language. It's a magnificent word. I wish I had it three feet high on my wall in front of the telephone to remind me to say no. Let me give you just one little example. My first graduate work was at Harvard and I have two graduate degrees from Harvard, and then I went on to Oxford. It was all the difference between going down from Jerusalem to Jericho. They were as far apart as two places can be. Harvard was very Germanic. A great place for footnotes. Oxford had no respect for footnotes at all. But, just one little thing that happened. I was brought up to admire the Germanic system, but when the Nazis began, the German *gelingen* broke down. They did not assert themselves (I'm not talking about violence) as intellectuals against this dangerous and dreadful business and it produced a terrible consequence.

The English don't go in for footnotes and they're half crazy. But many of them are crazy in the right direction. When I was a student at Oxford, I asked if I could take a book out of the Bodleian, I was that young and ignorant. Whereas a German or American would have said no it's against the rules. Nothing is against the rules at Oxford. It's all precedent. The man said, "Well, you'll have to petition the Encenia, which meets once a year." Then seeing, in my youthful American face, the dreadful thought that I might do this, he said very hastily, "Before you do this, I must tell you the King James translators of the Bible asked to borrow a book and they were refused. I must also tell you that Oliver Cromwell asked to borrow a book, and he was refused." It's the Cromwell thing I want to dwell on for a second. Oxford was the King's headquarters in the Civil War. Cromwell's general took Oxford. Cromwell cut the King's head off. It's hard for us today to realize what this meant to Europe. Cromwell had staples let in the scaffold. If he resisted he was to be hog-tied and butchered. Someone said nine people out of ten will be against you if you do this. Cromwell said I'll put a sword in the hand of the tenth man. He cut his head off. Then he came to Oxford, his sword literally smoking with the King's blood. He said, "Lend me a book!" Their teeth chattering they said, "No, we don't lend books." A great moment, a great moment.

STUDENT INVOLVEMENT IN UNIVERSITY GOVERNANCE

by

WILBUR L. LAYTON

Students, as do all persons, want to have a part in making decisions that affect their lives. They want to be consulted. They want to help determine issues, to do research on the issues, to share information, to express opinions and preferences, to ask questions, to be listened to and to be informed about the process by which a decision is to be made. The decision-making function must be shared by the members of a group -- whether it be a city, a state, a family, or a university -- if the group is to function effectively. Group members must be involved in decision-making, and their participation must have an important influence on decisions made to maximize group productivity and morale.

Students can play an important role in university governance if appropriate recognition is given to their special status vis a vis the university. Ordinarily, students spend a relatively short period of time at the university; they have had limited experience in governance activities, usually at a relatively simple organizational level. They usually have a limited amount of time available to spend on governance participation if they are to be successful students.

Actually many faculty members and administrators, especially those at a low level of responsibility, are also part-time students. So in many respects all citizens of the university community are students and, consequently, an atmosphere of research and learning permeates the campus. The roles of student, faculty, and administrator are inextricably intertwined.

It is useful, too, to consider the formal or legal aspects of university governance. The Board of Regents, in the case of the state universities, and Boards of Trustees, in the case of private institutions, have legal responsibility for their institutions. The governing board appoints a chief administrative officer, president or chancellor, to administer the policies of the board. The president in turn selects deans, department heads, and other administrative officials. These administrators have the responsibilities and authorities associated with their positions. They can seek advice and consultation during the decision-making process but once a decision is made they are legally responsible for the consequences. That is why under the present legal system students cannot be given "final authority" for making certain decisions. They (students) are not legally responsible for the outcomes of decisions. In the instances of decisions with long-range consequences, students, present at the time a decision is made, do not have to live with the consequences.

However, under the present system students can wield great influence at various levels of university governance. They can participate at the all-university level, the college level, and the departmental level. At Iowa State, for example, we have thirty some administrative councils and committees on which there are student members. The 90-plus students who serve on these councils and committees have full membership rights of discussing and voting on issues. Two of these councils are: the Council on Instruction and the Council on Student Affairs. The latter Council which is advisory to me has nine student and nine faculty members. Students are on our Committee on Financial Aids, Committee on Student Conduct, Committee on Fraternities and Sororities, and Orientation Committee, to name a few committees. Our several college deans have student councils advisory to them. Several of our departments have faculty and student committees which advise the department head.

Many universities have legislative bodies such as university senates. Traditionally, faculty members have made up the membership of the senates. There now appears to be a trend toward expanding membership of the legislative bodies to include students, e.g., the University of Minnesota last spring reconstituted its university senate to include student members. The University of Kansas is another midwestern university which has also established student participation in a senate.

In addition to their involvement in the governance of the university proper, students have the opportunity to have a considerable impact on their own self-governance through various elements of the student government structure. The central student government, in our case the Government of the Student Body, can be very influential in influencing decisions made about students. Our attitude is that students should be given as much authority to govern themselves as they can tolerate. Accordingly, our student residence associations, single and married, are given authority to develop the rules and regulations by which they live and authority to take appropriate disciplinary action when the rules are transgressed. The Greek organizations, fraternities and sororities, are given the same authority.

Our experience has been that students behave pretty much the way they are expected to behave. So when they are given authority to govern their own lives, they respond in a very mature and responsible fashion.

The two segments of the university in which students can contribute most importantly, in my judgment, are in the student life area and in the operation of the academic departments. The first of these affects the quality of the students' everyday lives. The second determines the quality of the students' educational experiences in the classroom and laboratory. Involvement of students in the governance of academic departments can help the students guarantee that they are getting their educational money's worth. This is extremely important as we, unfortunately, continue to demand that students pay an ever-increasing proportion of the costs of education.

At the departmental level students can participate in making decisions about courses and curriculum; selection, retention, and promotion of faculty members; and the selection and retention of students. I say this keeping in mind that because of the governance structure, participation by students and faculty for that matter yields advice to the responsible administrator.

I firmly believe that students can and should have an important voice in making university decisions that affect their lives.

THE STUDENT INTEREST

by

JAMES SUTTON

At The University of Iowa, ten thousand undergraduates -- or two-thirds of all undergraduates -- or one-half of all students at the University are enrolled within the College of Liberal Arts. Graduate students teach 60 per cent of the classroom hours in the College of Liberal Arts. Graduate students teach 75 per cent of the classroom hours for freshmen and sophomores in Liberal Arts. In other words, an undergraduate in Liberal Arts has one chance in three of being taught by a faculty member. If he is a freshman or sophomore, his chances are one in four. In other words, faculty members, who are paid by the State of Iowa to teach, are not doing the bulk of the teaching in the largest teaching unit of the University. The bulk of the teaching is being done by graduate students.

Graduate students are not implicitly inferior teachers. They often make up for their lack of experience with their enthusiasm, insight, and affinity for the problems of the young persons being taught. But graduate students receive one-third to one-eighth the salary which a faculty member (depending on his rank) would receive for the same work. And yet an undergraduate is not rebated two-thirds to seven-eighths of his fee when his class is taught by a graduate student instead of a faculty member. The undergraduate pays full price whether his instructor receives \$3,000 or \$23,000 per year for the job. Or, in other words, The University of Iowa makes money on its undergraduates by assessing them for full-price labor while providing cut-rate labor instead. The profit which is made in this way is used to support professors who conduct research and teach graduate students. This is possible because of a University rule which provides that every member of the Graduate College faculty shall automatically be a member of the Liberal Arts faculty, but not vice versa. That is, the revenue derived from undergraduate fees can be applied toward the salaries of professors who are hired primarily for their research skills, but fees derived from graduate students cannot be applied toward the salaries of men who might be recruited for their excellence in teaching.

This "split-appointment" system subsidizes research and graduate instruction at the expense of undergraduate instruction. This system exists, not because of conspiracy between the Dean of the College of Liberal Arts and the Dean of the Graduate College, but because the emphasis on research and graduate instruction reflects the interest of the faculty. And yet, the "split-appointment" system reenforces the present emphasis on research by weighting recruitment criteria toward those who possess research skills.

Caught in the middle is the undergraduate who is paying to be taught by a full-time faculty member. He does not become more amicable when he discovers he must pay 67 per cent more tuition not to be taught by a faculty member. And when his administrators say a 67 per cent tuition increase is necessary to "Preserve Faculty Quality," he knows that the faculty whose quality is being preserved will not be teaching him. He knows that his faculty (graduate students) will not be receiving a 10 per cent increase, much less a 67 per cent increase. In short, he knows that "Faculty Quality" does not mean "Teaching Quality".

"Faculty Quality" means hiring a professor of national prestige at \$23,000 per year to teach six hours of graduate instruction per week so that he may use the remainder of his time in research which will increase his prestige and the stature of the institution. "Preserving Faculty Quality" means preserving the values of a faculty which believes that the highest reward for a professor is not to teach, but to research. There is nothing wrong with research. But something is wrong with the structure of a university which does not permit a balance between teaching and research. Something is very wrong with a split-appointment system which rewards faculty for not teaching the students who pay them. This situation is not open to change from within. It is not in the faculty interest to pursue excellence in teaching when promotions, recognitions, and rewards are distributed on the basis of a different standard. The situation is not likely to be changed from without. The Federal Government places a higher priority on research than teaching. Federal grants are not for teaching, but for research. The State of Iowa seems unaware that the State of Iowa cannot afford research centers, but prefers to believe that Iowa cannot afford students.

Students, who have the biggest stake of all, do not have the means to protect their own interest. The student interest is obtaining the best possible education at the least possible cost. It is not in the student interest to pay for instruction which one does not receive. Student power is the power of students to get the best education at the lowest cost. But students do not have the power to use established channels for the redress of legitimate grievance. There are no voting students on any of the policy committees in the College of Liberal Arts at The University of Iowa. And students do not have the funds to force changes in the structure of the university by taking administrators to court for misfeasance, malfeasance, or nonfeasance. Students could make a very strong case for administrative malfeasance with respect to the misuse of instructional fees. Students do not have the funds to take the University to court for requiring students to pay 85 percent of the new Recreation Building when students will receive only 15 per cent of its use. How would the court feel about students being obliged to buy Forest Evashevski a Rose Bowl Trophy without their consent? How would the court respond to a writ of replevin for the repossession of the Iowa Memorial Union? Since The University of Iowa Student Association paid for the building through student taxes, why should the building not be operated in the welfare of the students who paid for it instead of its present use as a center for continuing education and a hotel? If the Big Ten deans swap information on tuition schedules and agree on teaching assistant salaries, why shouldn't they be cited for conspiracy to restrain

trade under the Sherman Act? If the Legislature never gave the Board of Regents the right to operate parking meters and if it is clearly illegal for the Regents to operate parking meters, why should students pay The University of Iowa \$75,000 per year in parking fines and who knows how much more in revenue from parking meters and other fees?

Because students cannot protect their interest in the courts. Because students do not have the means to do so. Your system is closed to us. We no longer have faith in your system. Students, blacks, Indians, and, yes, members of the NFO no longer believe we can obtain redress for legitimate grievances in traditional ways.

We protest instead. When a farmer shoots a hog, he is protesting not only your low price of pork, but also your system of food distribution which is very inefficient. When a student protests tuition, he is protesting not only the failure of your legislature to uphold the ideals of free public education; he is also protesting your system of education whose priorities are such that it is impossible to obtain a good education at a realistic cost. Protest is a response to a failure within a structure by those who cannot take their grievances anywhere but outside the structure. Protest is a signal that something is wrong. And nothing will be right again until the university becomes more responsive to its students; until administrators and faculty begin to concern themselves with student consumers and with excellence in teaching instead of the vanity of unmerited prestige; until we have an efficient system of food distribution in this nation for our farmers and for the housewife; until we have a government which does not wage war by fiat, not proving, nor caring to prove that a land war on the Asian continent is in the interests of our people; until every black, white, red, and yellow man in this nation has food for himself and his family; until every black, white, red, and yellow American can protect himself without fear.

It is your loss, my affluent friends, that students cannot use your courts to change the structure of education in this country, just as it is your loss that your courts cannot be used to end this war, or end exploitation, or insure that all men are in fact equal under the law. Because you will be reaping the whirlwind.

THE STUDENT: IRRELEVANT, IRREVERENT, IRRATIONAL?

by

JOHN HOLTZ

This may appear to be begging the question; however, I have taken the liberty of rephrasing the questions as posed to this panel for my response.

"Irrelevant to what, irreverent to whom, and irrational by whose standards?"

"Irrelevant to what" - to be relevant simply means to be to the point, in this case knowledge through education. In my opinion many students today part company with the educational system because it is no longer relevant. Does education view the "dropout" as his failure or its failure? This form of protest, while being the least vocal and probably the most telling, is a sad commentary. The system, as influenced by the industrial revolution, has turned out superb, glorified tradeschools and mechanics, be they doctors, lawyers, or scientists. But who, and particularly the educational system, is to say that this is the only or most important goal in the quest for knowledge? We must realize that learning is a journey, not a destination, or an end within itself.

We are now entering a social revolution where the knowledge of man's behavior, the ability to know oneself and others, and the societies we have to live in, are relevant. Education with emphasis on skills can no longer serve our needs which have long been ignored. We placed man on the moon yet never got his behavior off the ground. Maybe it is a harsh judgment to place this fault on our educational system, but at the very least it should have exerted a better influence on past generations of students. We have all heard of Dr. Van Allen's Department of Physics but what about the Department of Humanities? We know money and influence, politicians and the industrial complex, had to be served first and foremost. Poor old man and his problems came last. Not any more - his problems are becoming first with a vengeance. Maybe "trade-schoolism" has been our heritage, founded in our educational system and resulting in our cultural dark ages. We are known the world over for our cultureless society. Maybe the humanities were felt to best be left to religion and had a small part in education. Maybe the ridiculous interpretation of so-called "separation of church and state," founded in fear and religious prejudice, has limited our education of the whole man. I'm sure Dr. Van Allen would sorely miss the "law of gravitation" in his field of physics and if it had not been recognized we would certainly have wasted a lot of fuel at Cape Kennedy overcoming something that didn't exist. Not to recognize man's age-old quest for answers to his purpose on earth and his cry for immortality could be fuel to future fires as we have seen in the past.

We ask if our present education is relevant when we place emphasis on teaching man how to exist and then deny him the help of seeking a reason why. What's to the point about this approach?

"Irreverent to whom?" - If you want to get to the real "hand-up" of today, substitute obedience for reverence. It is only when a high degree of perfection is apparent that most people will react with reverence, but unfortunately most things originated by man are far short of the required perfection. So, in order to obtain the desired reaction in a society, we have to depend on obedience - to obey laws, regulations, all norms of behavior. While these can be enforced, it is obvious that unless accepted by the majority they can be imposed only on a small part of society. The necessity of imposition on a larger and larger segment of society can only result in a rebellion of those numbers, grown to a point where enforced obedience is no longer possible. To avoid this, laws must have support of the group, be fair in their scope, and be justly applied. We have a constant struggle of those who would use the law, the enforcing or lack of, to further their own interests. This applies to any group, educational or otherwise.

"Support of the group" - has this been sought and encouraged from student bodies in the past or did special interests prevail until a confrontation developed with minorities not representative of the group?

"Fair in scope" - were rules arbitrarily set down and often times for the sole benefit of authority? Have the "taught" had anything to say about the "teaching?" Have the teachers exercised their influence on what is to be taught or do special interests dictate?

"Justly applied" - do the rules apply equally regardless of ability or station in life? Is each treated according to his need or to the influence he can exert? In view of the past educational atmosphere, it is small wonder that obedience has suffered.

Hopefully, given a continuation of present trends and the time to establish the mechanics of communication, we will attain the minimum of perfection and have reverent students in a revered education system.

"Irrational by whose standards?" - Having to do with reason or understanding of our present social problems and being involved is far from irrational. Is taking the position that this society because it has been the best of some poor examples, is without fault being rational? Is our educational system best because it educates the most numbers, is this rational? When we fail to educate the whole man in the face of a history of behavior problems, is this rational?

We hear a voice crying in the wilderness so we cut down the trees and build him a shelter in the city - then we hear a voice crying out in the jungle of the city. Are those who don't understand or don't find a reason to accept irrational?

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We are now entering a social revolution where the knowledge of man's behavior, the ability to know oneself and others, and the societies we have to live in, are relevant. Education with emphasis on skills can no longer serve our needs which have long been ignored. We placed man on the moon yet never got his behavior off the ground. Maybe it is a harsh judgment to place this fault on our educational system, but at the very least it should have exerted a better influence on past generations of students. We have all heard of Dr. Van Allen's Department of Physics but what about the Department of Humanities? We know money and influence, politicians and the industrial complex, had to be served first and foremost. Poor old man and his problems came last. Not any more - his problems are becoming first with a vengeance. Maybe "trade-schoolism" has been our heritage, founded in our educational system and resulting in our cultural dark ages. We are known the world over for our cultureless society. Maybe the humanities were felt to best be left to religion and had a small part in education. Maybe the ridiculous interpretation of so-called "separation of church and state," founded in fear and religious prejudice, has limited our education of the whole man. I'm sure Dr. Van Allen would sorely miss the "law of gravitation" in his field of physics and if it had not been recognized we would certainly have wasted a lot of fuel at Cape Kennedy overcoming something that didn't exist. Not to recognize man's age-old quest for answers to his purpose on earth and his cry for immortality could be fuel to future fires as we have seen in the past.

We ask if our present education is relevant when we place emphasis on teaching man how to exist and then deny him the help of seeking a reason why. What's to the point about this approach?

"Irreverent to whom?" - If you want to get to the real "hand-up" of today, substitute obedience for reverence. It is only when a high degree of perfection is apparent that most people will react with reverence, but unfortunately most things originated by man are far short of the required perfection. So, in order to obtain the desired reaction in a society, we have to depend on obedience - to obey laws, regulations, all norms of behavior. While these can be enforced, it is obvious that unless accepted by the majority they can be imposed only on a small part of society. The necessity of imposition on a larger and larger segment of society can only result in a rebellion of those numbers, grown to a point where enforced obedience is no longer possible. To avoid this, laws must have support of the group, be fair in their scope, and be justly applied. We have a constant struggle of those who would use the law, the enforcing or lack of, to further their own interests. This applies to any group, educational or otherwise.

"Support of the group" - has this been sought and encouraged from student bodies in the past or did special interests prevail until a confrontation developed with minorities not representative of the group?

"Fair in scope" - were rules arbitrarily set down and often times for the sole benefit of authority? Have the "taught" had anything to say about the "teaching?" Have the teachers exercised their influence on what is to be taught or do special interests dictate?

"Justly applied" - do the rules apply equally regardless of ability or station in life? Is each treated according to his need or to the influence he can exert? In view of the past educational atmosphere, it is small wonder that obedience has suffered.

Hopefully, given a continuation of present trends and the time to establish the mechanics of communication, we will attain the minimum of perfection and have reverent students in a revered education system.

"Irrational by whose standards?" - Having to do with reason or understanding of our present social problems and being involved is far from irrational. Is taking the position that this society because it has been the best of some poor examples, is without fault being rational? Is our educational system best because it educates the most numbers, is this rational? When we fail to educate the whole man in the face of a history of behavior problems, is this rational?

We hear a voice crying in the wilderness so we cut down the trees and build him a shelter in the city - then we hear a voice crying out in the jungle of the city. Are those who don't understand or don't find a reason to accept irrational?

Students may be said to be immature, emotional, impatient and naive, but unless allowed to accept more relevant standards they can hardly be accused of being irrational. To rephrase the question:

"Student: Concerned, Involved, and Seeking"

Today youth no longer lead a sheltered life throughout high school. Society and its problems are being imposed upon him at a younger and more vulnerable age. Schools have become small societies in which the student partakes as a member. He is concerned with the problems in his society and seeks to cure them, yet he is not allowed to. The student is allowed to listen, but not to speak; to experience, but not to be experienced; to be acted upon, but not to act. He looks to the educational institution as a guide and when he finds many of the same problems, instead of answers, he becomes discouraged and frustrated.

The challenge of education today is to teach the whole man. The challenge of today's student is to apply this teaching to tomorrow's society.

A RESPONSE

by

ELIZABETH PALMER

I talked the other day with a young teacher who has been out of school about four years. He mentioned the great communication gap and he'd only been out of school four years. I wonder about our communication gap when I think of the many years since I've had my formal education. Our youth speak out and act out in protest to the present system which they see as unworthy of their allegiance. I wonder if they understand that many older people agree with them on a need for radical change, but not always on the means of achieving such changes. Students have much enthusiasm, ability, and power. They could so well spend their energy helping other programs, helping those who lack, doing away with the lack, help with the programs on the outside of the education.

Protest is an indicator of unrest. It's a disenchantment. For someone something is wrong. But, perhaps it is a necessary wrong in our gross structure. I think protest is a rather healthy and natural response to possible failures in some of our shortcomings, but more often it's growing pains. I wonder if students could make known their desires, prior to their admission to the school, or at the time they are contracting, interviewing, planning their admission, and have a bi-lateral contract, each party ask something of the other, an offer and an acceptance. I agreed with much of the paper topics, but I felt a lack of consideration of the group. Our society is made up of groups and we have a responsibility to these groups.

Mr. Holtz referred to the education of the whole man. I don't think there are many people who are in social work here, most of you are educators, but that was a key point to me. I think we have to be whole before we can be educated. This is not a challenge or responsibility of just educators or education. There are other institutions in society who share this responsibility. Educators should help to reorganize themselves so in partnership they can teach the whole man. I think educators realize they are not the only ones who offer this. A very simple thing, man must have food, and family, and love. Children must have milk and playgrounds. People lack so many things. Our youth can work in places where people lack, and provide the necessary things. Make the whole man so that the schools can help.

Yesterday we heard about the needs of the inner city. Those needs are not only in the inner city. They are throughout the State of Iowa. I think education for the profession should stress service to the people rather than the apparent technology of the professional. Students leave the schools, they come into contact with our social work. They have very little understanding of human behavior. Let's find ways to help young people participate in society and involve the whole range of young people. With our Governor's commission on children and youth we've had young people and we've noticed the lack. Our student representative here talked about how many migrant people do we have here, how many Indians, how many black, etc. We need to involve all people. They should be involved in our educational planning. Older youth should be concerned about the younger children in his environment. I think the college student can do far more in helping with some of these programs rather than just asking questions. The students who come to us seem not to know how to help people or what to do. They ask many questions but they really don't want to participate in the solving of too many of the problems.

To talk about broad education with our state institutions for dependent and neglected children and delinquents, I think the type of child who comes to those institutions shows us what our educational programs are in our state. The children have been recognized as troublesome by the schools. They see the world as a fight for survival. They picture their existence as day to day. They come from economic and cultural deprivations. They come to the institution and they have to be removed from the community because of these problems. They have been in public schools and community schools for several years where they have developed into serious behavior problems. They find it difficult, in their home town, to become a good student where they've had their trouble and do not have the one-to-one help necessary. It is difficult for them to save face with their peers. Most of the children are two to five years educationally retarded. This is not to be confused with mental retardation. They've had very unpleasant school experiences. They've been pressured and reprimanded by their teacher. The children become angry and hard to control. Many teachers are not well acquainted with their students or their families. The families have had very little participation with the school program or helping the child in school. They naturally do not have a background that is going to be very helpful to them in school. We've heard about these things we know in teacher training and in school programs and we've discussed them. But, the conditions continue.

I think it is very important that with coordinated planning we can help meet the needs of the family. I think with all commissions there should be coordination and the use of the information that each of the commissions and many committees and study committees that we've had produce. Make good use of these. I'm just wondering how many people in school programs know the programs of our other state institutions. I think that one thing we are going to have to accept is that Times are A-changin.

A RESPONSE

by

ALVIN HAYES

I suppose that, representatively speaking from an age standpoint, I represent the college student. Let me tell you, are we college students giving it to you today. I'm not opposed to change and I don't strongly resist it. Heaven only knows I'm in favor of it. The problem today, as I view it, and perhaps my view is contrary to all of these speakers that you've heard here today, is that a child born in this world is straddled and saddled with the problems of society. We're a society that is geared on money. And, by gosh, if you haven't got any of it, you can't stay here. We're crazy enough that we won't let you take any of it with you when you leave, either.

The mother and father today spend more time out of the home, chasing the almighty dollar, than he does teaching his child about law, order, respect, love, and obedience. What do we give to our children today as a heritage? We offer them the dollars that we make as a substitute for love and understanding. We wonder today why a college student wants to burn down a building. Why does he want to follow a leader? Why do we have to ask ourselves is he irrelevant, irrational, and irreverent? How did he get started? A child is born into the world with an inherent command for attention, for receiving and giving nothing in exchange for it. He knows when he cries he gets a bottle shoved in his mouth. If he still cries he gets his diaper changed. As he gets older, if he cries again, we wipe his nose and then we pack him up in a bag and send him off to college and he is supposed to make it with the rest of the crowd.

Then we say, what's happening in our colleges and on our campuses today? What's going wrong? The student is saying we want more participation. We want to determine the things that we are interested in. We want to determine what we're going to learn and we're going to continue to demand until you people put us in that position. The strange thing is that the colleges today are learning a lesson from the student. The student is doing the teaching, and we have to cut it out.

When we talk in terms of the irrelevant, the irrational, or the irreverent, what do we have to offer? One paper talked about cheating the student by charging him the same fee and denying him professional attention. The things that the student is doing today point out and bring back what we have failed to do for that student. We talk about a generation gap. There isn't any generation gap. The only difference is in the age, but the people are all doing the same thing. Everybody's talking and nobody's listening. You know when you have talkers you have

to have some listeners. Somebody's got to receive that message and put it across to the others. We can look at our shortcomings in leadership. We can look back at past history and say what great things we've done. But we can't afford to gamble on what lies ahead in the future. We have to get across to everyone the necessity for understanding and for listening to what people have to say, listening to what someone has to offer, evaluate it, and determine what should be done with it.

QUESTION AND ANSWER PERIOD

Question by Pastor Brandt of Fort Dodge

I would like to address a question to either Mr. Holtz or Mrs. Palmer who both spoke about the education of the whole man. My question is how do you define the whole man and does it include the spiritual needs?

Response by Mr. Holtz

The way I define the whole man. We look upon God, most people do believe in God, as being a part of the whole man. We look upon culture also. Many people see that today we need to educate the whole man. Now this may seem like it is going against what was said yesterday, but everyone says that we don't have enough vocational teaching. That skills are needed. I think there has been too much emphasis on this at the cost of deemphasizing the humanities, the languages, the art forms, and everything. I don't say we should bring back vocational. I just say we should put a little bit more emphasis on our humanities. I think we have found that art and dance, sculpture, and all is an expression of man's search for his identity, for the reasons why he is on earth, what is meant by being a man or a woman, is one life better than another. Man is constantly seeking these answers. We've traced it back to Iliad and the Odyssey. It goes back farther than that to the Egyptians and the first forms of civilization. This is inherent in man's very nature and you can't deny him the right to know this.

Question by Mr. Petersen

Mr. Hayes, Mr. Buck would like you to pursue the idea or thought that you were on when you ran out of time. Would you like to make additional comments? Perhaps you have something you would really want to say.

Response by Mr. Hayes

I'm sorry I didn't have a written speech so I'm not sure just exactly where I was. Basically I have problems reconciling the idea that a student today has. Namely that he has a right to tell us what he wants to learn, when he wants to learn it, how he wants to learn it, and where he wants to learn it. I can't conceive of a student today being more intelligent than we are. If so, he need not be a student.

Question by Mr. Max Kirk

I would like to address this to Mr. Sutton. Dr. Bergen Evans mentioned that there was a necessary amount of conformity in our educational system today.

But yet this seems to stifle individual initiative in my way of thinking. Jim, in what way can the students, for the students, humanize this system in the sense that it makes education relevant and makes education enjoyable and a meaningful part of existence?

Response by Mr. Jim Sutton

Your responsibility is to throw the issues into sharp relief and to present them to the public. That's the kind of process that is going to humanize education and yourself in the process. The kind of situation I've been describing cannot exist very long once the public gets wind of it. I would suggest that the kind of activities you direct yourself to here concern examining very critically the kind of structures that you are obliged to live in, with a view towards questioning the assumptions and deciding what kind of outputs you want from those structures because there are plenty of opportunities in the system to put something new together, only it won't be the same system. Tactically, I'd get a list of every newspaperman within fifty miles and when you have something to say, call him. Call him collect.

You know, on this last point, they tell me all the time, if you don't like it here, why don't you leave? The answer is because it's mine. It's mine and I'm not going to leave. I'm going to change it. I got that from a border guard in Juarez. There's a little sign that says something about being searched and I wondered whose government put it out. He said, "If you don't like it here, leave!" I told him, "Who is your supervisor?" When in doubt, escalate. No, I cannot agree with you. You seem to be defending a new kind of neo-paternalism which is in effect. None of the arguments of paternalism is viable by the way. None of them! Want to run over them? The reason why we can be considered irrational, irrelevant, etc., is because we have no power over our own lives. That creates anomie. To put us in an advisory capacity is not only to treat us as if our power was not real, but it is to treat us as if we really did not exist. That creates fury that creates the protest. You know, you got to let go sometimes. You just gotta be let alone. Maybe it should be the third time you wipe our nose.

Question by Phil Dante

I'd like to thank the panel for leaving some time for comment from the floor today. I was particularly interested in something Mrs. Palmer said about perhaps an idea of signing contracts or offering what I want and your saying, here's what we expect. I'm willing to say what I want and how I want to get there but just let's take a university structure and ask yourself if they're willing to tell you, in contract form, what they're going to give you. Are they going to tell you that 60 per cent of your education is going to come from graduate students?

Yesterday it was pointed out, that dormitory life provided advisors, television rooms, head residents, and meals. It wasn't pointed out that advisors are misnamed. They should be called floor detectives. It wasn't pointed out that in the

university's own housing report, which was an administration study, the concluding paragraph said dormitory life is completely irrelevant to education. Are they willing to point out that on any given day you may get a parking ticket for parking on a university metered lot, student lot, for \$5.00. I can't afford that. I pay for a parking sticker, too. I also plug the meter but I may get a \$5.00 ticket. Are they willing to point out that you're going to pay over 80% per unit of the cost of a union. The cost of building a ticket office, the cost to print a ticket, the cost to bring a concert to the university, and then buy the ticket. Are they willing to tell you that? Are they willing to tell you that they're going to justify expense and cost of a Western University by saying, "it doesn't really cost all that much. Part of that cost is in bonds which you're going to be paying off for the next ten years as a student".

Response by Mr. Wayne Bahl from Palmer, Iowa (non-panelist)

I would like to congratulate our graduate students on the job that they have done with Mr. Sutton and our high school teachers with the job that they have done with Mr. Holtz. I think probably we need to educate the whole body or the whole being as you say. I believe, from the examples that we have had today, they have done an excellent job with the exception of finance. I think Mr. Sutton and the gentleman who spoke just before I need to know that what they spend for education, their money, their expenses, gratuities, would not pay for the depreciation of the equipment and the cost of maintenance on the college campus. We are contributing to these gentlemen very generously. I notice this every month when I get my check. I think if they were willing to pay for everything they are getting or have gotten, they would owe society more respect and quite a bit of money.

PANEL

THE TEACHER OF THE FUTURE

Panelists:

- Dr. Robert D. Helsby - Chairman of the New York State Public Employment Relations Board; Former Executive Deputy Industrial Commissioner of the New York State Department of Labor and Dean for Continuing Education at the State University of New York.
- Dr. Howard T. Knutson - Dean of the College of Education; Director of the Summer Session; and Professor of Education for the University of Northern Iowa.
- Mr. Jack L. Hudson - President of the Iowa State Teacher's Association; Science Department Head and Chemistry Teacher at Davenport West High School.
- Dr. Richard L. Herrnstadt - Professor of English and Chairman of Freshman English, Iowa State University; Former President of Iowa State University Chapter of the American Association of University Professors.

Responders:

- Richard Radl, Representative - Member of the Appropriations Committee of the Iowa House of Representatives.
- Mrs. Max Lyon - Officer of the Iowa Congress of Parent-Teacher Association.
- Mr. Roger Kruse - Graduate Student of the University of Northern Iowa and President of the Student Iowa State Education Association.

THE TEACHER OF THE FUTURE

by

ROBERT D. HELSBY

In approaching this subject from the perspective of my present position as Chairman of the New York State Public Employment Relations Board, I could not help but remind myself that in the past I have been, among other things,

- a junior and senior high school teacher
- a college teacher
- a college administrator
- a trustee of a one-room school district
- a member and chairman of a school board
- a chairman of a college teachers' negotiating organization

I cite these not as a matter of credentials but rather to indicate that I approach the projection of what the teacher of the future will be like, with mixed perspectives. In New York, at least we have some concept of what the short-run impact of collective negotiations will be. With respect to the long-run impact we can only guess.

Quite obviously teachers have been for some time the most militant of public employees. They have been in the vanguard of the movement on the part of public employees to obtain essentially the same organizing and negotiating rights that many private sector employees have had for more than thirty years. Following the lead of teachers, other public employees are rapidly becoming as militant as teachers.

There are many factors which have contributed to teacher militancy. For one thing, education has been a growth industry. The number of students and teachers has increased dramatically from 1950 until the present. The result has been a shortage of teachers, though there are signs that this situation is changing.

It goes without saying that teacher militancy in particular and public employee militancy in general seem to be in accord with the spirit of the times. Whether we are talking about the civil rights movement, alienated youth, or other comparable situations, we seem to be moving in the direction of participatory democracy.

The thrust for direct participation and involvement characterizes much of the contemporary American scene -- the campus, the public school, ghetto,

and even foreign policy. The drive among public employees to achieve participation in determining their conditions of employment is part of this whole movement.

The basic economics of the situation have also been a major contributing factor. While I am not prepared to say that teachers are presently overpaid, or underpaid, the plain fact is that salaries for teachers, and other public employees for that matter, for a number of years did not keep pace with the rest of the economy, given their training prerequisites. For example, my son graduated from engineering school a couple of years ago and went to work for a large corporation at approximately 43 per cent more than he could have made as a beginning teacher, with basically the same training, in the school district in which I live. I draw no conclusions from this example except to point out that this is a situation which teachers are increasingly unwilling to accept. I am fully cognizant, as you are, that teachers are traditionally paid for 10 months and almost everybody else is paid for 12 months. In the future I suspect that these differentials will have a tendency to narrow.

Equally significant as the wage problem as a cause for militancy has been the traditional patronizing attitude of school boards. A teacher considers himself to be a professional. His qualifications have been increased over the years, so has the concept of professionalism. It should be quite obvious that both the situation and aspirations are different today when the basic prerequisite is now a Master's degree or its equivalent in most areas of the country as compared to the time when one could teach with a two-year certificate. In the face of increased teacher preparations, school boards have maintained that their prerogatives included matters which teachers have increasingly felt impinged on their area of professional competence. It is not for me to say where justice and equity are to be found in this situation but simply to observe that communications have, in many instances, either broken down or been almost completely non-existent between the school boards on the one hand and teachers on the other.

These then are some of the significant factors which I feel have contributed to the rising militancy of teachers, and other public employees. Whatever the factors, it is quite clear that militancy by employees in the public sector is a national phenomenon and not confined to one sector or another of the nation.

As might be expected there have been varying types of responses to rising public employee militancy in various states. The public employment labor relations field, as a matter of fact, is one major area where the states have not surrendered their initiative to Washington and are playing their traditional role of experimentation in attempting to solve the problem.

Some states have reacted by enacting legislation giving various categories of public employees specific organizing and negotiating rights. Thus legislation dealing with teacher organizing and negotiating rights has been enacted in a number of states. Similarly, legislation has been adopted for other categories

such as police and firemen, public health employees, etc. Some states have adopted such legislation for teachers and for all other employees. In New York State we have one law applicable to all public employees -- State and local governments, teachers, and even public college and university professors.

All of these approaches may be workable. In New York State we have found that the approach of having one law applicable to all public employees has proved viable. Our experience indicates no need for a separate statute dealing with teachers or other categories of public employees. In the two years' experience with our statute -- the Taylor Law -- almost 90 per cent of our more than one million employees have organized and are being represented by some employee organization. Virtually all of the teachers as well as the nonprofessional employees in our more than 800 school districts have elected to negotiate their conditions of employment. All of this has occurred with only one short representation strike.

There is also a wide variety of approaches in terms of the rights conferred upon employee organizations as well as the duties conferred upon public employers. Legislation in many states gives public employees the right to be represented by employee organizations of their choosing and imposes a duty and obligation upon public employers to "meet and confer" with such employee organizations. While I understand the politics which brings such legislation into being, I do not think it represents a viable approach. Public employees increasingly will not accept an approach which does not give them an effective voice in the determination of their terms and conditions of employment. I believe this route must be some type of collective negotiations. The difference is a very marked one. In negotiations there is a bilateral determination. The parties start out with the idea that they will come to agreement on the conditions of employment. In a meet and confer law, the employer simply has the obligation to discuss, to meet, to confer with his employees and then he may unilaterally make the decision concerning those conditions.

It seems to me quite clear that in the future teachers will continue to demand, as they do now in most areas of the country, an effective voice in the formulation of the terms and conditions of their employment. It seems to me equally clear that these demands will grow rather than abate. Such demands are even now altering the way in which the educational enterprise is managed.

Teachers, and the organizations which represent them, are discovering some of the same principles that their private sector counterparts discovered a generation ago. It is not enough to simply negotiate an agreement. Viable means of administering the agreement also must be introduced.

As a result, teachers in New York State, at least, are increasingly demanding that agreements include grievance procedures and that the final step be binding arbitration by a neutral third party. With a few exceptions, there is little evidence of widespread use of grievance procedures by teachers as yet.

I suspect, however, that this represents the next major development in the field, in New York and elsewhere.

Another development which I think is significant is the increasing number of formal arrangements being specified in contracts for teacher discussion and participation in policy formulation. The subject-matter areas subjected to such treatment range from curriculum development to recruitment, from promotion policies and disciplinary procedures to evaluation policies. Such developments lead me to suspect that the public schools are moving toward the type of "shared management" governance found at the university level. New York State's Commissioner of Education, in a recent statement, startled many when he suggested that students should actively participate in the formulation of school policy and even become members of school boards.

These developments suggest to me that in the future teachers will be increasingly seeking appropriate devices through which to participate in the day-to-day administration of the school system. Grievance procedures and consultative committees represent devices borrowed from private sector labor relations. I suspect that the next step may be the gradual evolution of other vehicles to accomplish these same objectives, although my imagination has not developed to the point where I can envision the specifics.

There is another significant development which is even now taking place and which, I believe, will have a significant although unpredictable impact in the future. Teacher militancy and organization have resulted in the introduction of the concept of the unit -- the bargaining or negotiating unit -- into the public schools. The result is that a line of demarcation is being drawn between the classroom teacher on one hand and "school management" on the other. Some look on this development as natural and realistic. Others tend to view this trend with a certain amount of bitterness and horror.

Experience indicates that school boards and top school management need a certain amount of basic support if they are to negotiate effectively. And even more to the point, once the agreement is negotiated, there has to be somebody on the management side to administer it. Thus it seems clear that certain key personnel have to assume the responsibilities of management. In other words, if there is to be dialogue between teachers and the administration, there has to be somebody on the management side to conduct the dialogue. I do not propose the chief school administrator necessarily needs to be involved in the negotiating process on a continuing basis. This is equally true of contract administration. I believe that the chief school administrator must assume overall responsibility and that he must develop the staff support necessary to permit him to do so.

Given these developments, it is clear that the role of the school superintendent or chief school officer is changing. In my observations of negotiations in the schools of New York State, I have been shocked at the attitude and approach of some school superintendents. A surprising number of superintendents want no

part of the negotiations. They feel that negotiations impinge on the time they should devote to professional responsibilities. Others take the approach that their role is no more than that of a messenger boy between the teachers on one hand and the board of education on the other. Others, although probably a minority, assume a major personal role in the negotiating process.

I must admit that my attitude on this issue is simple and brutal. It seems to me that a school superintendent or chief school officer, by whatever title, is hired to run the school system. Increasingly the negotiating process determines how the system will be run. Any superintendent who cannot or will not assume responsibility for this process, it seems to me, is not functioning as he should -- given the evolution of the educational system underway today. He is simply not doing his job. If such a conclusion or position is correct, it has obvious implications for all types of training programs for school administrators.

So far I have deliberately refrained from discussing the strike issue. One measure of public employee militancy is the number of strikes. There have been more strikes by teachers both in number and in the number of man-days lost than by any other group of public employees. I do not purport to know whether or not this will continue to be the case.

I do not believe that public employees should have the right to strike.

In New York State, I foresee no immediate prospect of a change in the political climate which will prod our Legislature to give public employees the right to strike.

I believe that our experience in New York State suggests that if sound machinery is provided for the resolution of both representation disputes and impasses arising out of negotiations, the number of public employee strikes can be minimized. There will always be some public employee strikes growing out of lack of skill at the bargaining table, bad faith on one side or the other, or a breakdown in communications arising out of a particularly bitter situation. However, procedures and skillful administration of them can minimize these occurrences. In New York our Taylor Law rejected both compulsory arbitration and the strike as a means of finally resolving labor disputes in the public sector. Instead our law provides alternate impasse procedures -- mediation, fact-finding, and arbitration at state expense. These procedures are designed to provide equity for public employees and thus provide the machinery for the peaceful settlement of disputes arising out of negotiations. Since January first of this year, over half of our 800 school districts came to impasse in their negotiations and came to our Board for assistance. To make a very long, difficult, and complex story short, we had only one four-day strike of teachers and all of our schools opened on time. While not perfect, our law would seem to offer a reasonable negotiating vehicle without relying on the time-honored right to strike in the private sector.

In summary I might make the following points:

1. Some type of collective negotiations between teachers and school boards is here to stay and will be the established way of doing business within a very few years throughout the nation.

2. Teachers will in the near future have established as a matter of course an effective voice not only in the determination of their wages and working conditions but also with respect to certain aspects of educational policy. Increasingly they will share in the management of the schools.

3. If we are careful in evaluating the private sector concept being introduced into the public sector, and if we do not assume that strikes in the public sector will become commonplace, we stand a good chance of at least minimizing the number of public employee strikes. This mandates the establishment of reasonable dispute-settling alternatives to the strike.

4. Quite obviously these developments will change rather dramatically the nature of school administration and, therefore, the training required by school administrators.

5. Increasingly there will be a need for school specialists in employee relations at the assistant superintendent level or its equivalent. This will, of course, cost money, but increasingly it will become an investment which school districts cannot afford to resist. Simply stated, poor negotiations will waste school monies while good negotiations, in the hands of the well trained and prepared, will become an economic necessity.

6. Employee relations in the public schools will become a year-round enterprise, not just a matter of sporadic negotiating.

7. These developments can lead to more effective communications within school systems and, therefore, to a more effective and efficient educational system.

So much for a 20-minute look into the teachers' world of tomorrow. Crystal ball speculation in this unpredictable world is hazardous at best, but the best way I know to do the job is to look at what has happened and to analyze the trends. I've tried to tell it like it is -- at least the way I think it is. Barring major catastrophes, upheavals, and shifts in direction, I believe that this is likely the way it will be.

THE TEACHER OF THE FUTURE

by

HOWARD KNUTSON

It should be made clear at the outset that the title of this paper does not refer to the Teacher of the Future in the same sense that reference is made to a teacher of the new mathematics or a teacher of the new English; but rather it is an attempt to discuss the teacher for the year 1975 or 1980 or 1985 (particularly the latter, since I'll be retired by that time and not held responsible as an Oracle in Residence). It should be pointed out, however, that a good teacher then as well as now adumbrates the future, so that the title has at least symbolic meaning in a content as well as a chronological context.

For the sake of accuracy I also wish to state that the title should not be singular but plural, because developments to date have already foreshadowed the pattern of the future: there will be differentiated roles for many types of teachers ranging from apprentice pupil tutor to master teacher. Among the multiple teacher roles will be teacher aides, technologists, assistant teachers, associate teachers, and well-established career teachers. The field of teaching must be an open latticework of opportunity with points of entry available at many levels commensurate with the individual's maturity, training, and experience; and with complete freedom of movement, depending solely on his aspiration and his willingness and capacity for work and study. No job in the field of teaching should be a dead end; no one need start all over again to advance. We must avoid the pattern of the military services, with the almost unbridgeable gap between the enlisted and commissioned officer ranks; our degree and certification structure must shun this rigidity of structure.

My approach to the problem will be (I hope) both simple and direct: a brief look at what will be expected of our teachers in the 1980's followed by a more detailed examination of the preparation needed for meeting these expectations.

At least two limitations (in addition to my all-too-real and uncomfortable human limitations of perspective and knowledge) should be called to your attention: (1) the descriptions do not apply to any known existing conditions, although the conditions could exist, because technology and knowledge are far ahead of actual practice; and (2) suggestions for preparation programs do not describe any known existing preparation programs; it certainly does not describe our preparation

program at the University of Northern Iowa.

What will be expected of our future teachers and what will be their stance? Here is one description that may prove to be prophetic; it is taken from Chapter XIV of Volume II of Teacher Education in Transition published in July, 1969 by the Multi-State Teacher Education Project centered in Baltimore, Maryland.

The teacher of the 80's, member of the electronic generation, will know who he is and why he wants to teach; will understand children because he's been exposed to so many live ones throughout his college training; and will have at his fingertips a battery of classroom techniques he's sure will work because he's tested them backwards, forwards, and sideways.

He will feel as much at home in the world of "micro" and "tele" as he does in the campus bookshop and will thread his way confidently through the alphabetical jungle of technology -- CAI, IPI, CMI, and all the rest of the shorthand lingo for the miraculous media.

He expects, and will probably find at his alma mater, open and closed-circuit TV, instructional amphitheatres, laboratories and individual study carrels, multi-media lecture halls, dial access systems, multiple projection presentations, as well as tapes, slides, and software in heady abundance.

His best friend may be his computer which will teach him new knowledge, locate up to date information for him, correct his misconceptions, answer his queries -- all the while keeping a stern eye on his progress.

He will be proficient at team teaching, having had ample opportunity at different points in his preparation to be an observer, an apprentice, or a practicing member of an instructional team.

But he will by no means have been swallowed up in "groupthink." In fact, as his college training proceeds, he will be given increasing autonomy and responsibility to plan and manage his own learning, assess his own progress, make his own decisions, test out a variety of teaching strategies under real or almost-real conditions and then, in that moment of truth, put them on the block to be criticized by himself, his fellow student-teachers, sometimes his "pupils," and the faculty.

His learning will not be confined to the halls of ivy but will fan out into the community. Chances are that if he plans to teach in the inner city, he will have had some eyeball-to-eyeball confrontation with its problems.

He will be able to take pride in knowing that he has had to prove himself, through careful and continuous screening, to get into the teacher education program in the first place and that his performance, aptitude, personality, and teaching "behaviors" have had to pass muster up and down the line to enable him to stay in.

How will our future teachers be prepared for their roles in the education of the future? We can begin by focusing on a central figure--the master teacher--but with reference made to "back-up" personnel as well: the teacher aide, the assistant, and the associate teacher.

The preparation program must include three basic components: (1) general education, (2) subject matter or area specialization, and (3) professional education or the development of the knowledge, competency, and skill needed to serve as a director of the learning process.

General education has been variously defined; I think the following paraphrasing of a section of our Catalog sums it up very well:

Major goals in the program are the advancement of humane learning and the preparation of young men and women to cope intelligently, effectively, and reasonably with the complex changing conditions of modern society.

To achieve these goals the students are obliged to take a variety of courses drawn from among the arts, humanities, philosophy, mathematics, and language; and from among the biological, physical, and social sciences.

The desired result of such a program is not an individual who conforms to society as it is or sees his own vocation within the narrow confines of his day-to-day occupation, but rather a person enriched in mind and spirit and so stimulated that he will seek with eagerness to contribute to the benefit of the world in which he lives. Such a program is desirable for all students whatever their future professions may be.

The teacher of the future as well as the teacher of today has an obvious need for depth of knowledge in his field. The approaches to such attainment will vary with the discipline, but there are some common elements. More and more the various disciplines are coming to recognize the need for students, particularly those planning to become teachers, to possess knowledge about knowledge, to understand the structure of knowledge in his field, so that content can be organized to emphasize principles, generalizations, and theories rather than isolated facts. Given this base, the prospective teacher must still recognize at least two facets of his subject-matter preparation: The first is the subject matter of the disciplines that make up his field of teaching; and the second is the subject matter that is directly involved in teaching behavior, the knowledge that is taught to the pupil which he is expected to acquire. This knowledge is less than that contained in the disciplines of the teacher's field of instruction. The content of a discipline is unlimited, and will expand as long as knowledge continues to accumulate; on the other hand the content of subjects of instruction must always be accommodated

to the factors of time, capacity, and prior learning.

The professional education component is at least as important as the other two; no attempt will be made to place a hierarchy of values among the three components -- all are vital in a complete preparation program.

A prospective teacher needs to accumulate basic knowledge about the science and art of teaching. Both theoretical and practical knowledge are needed -- theoretical knowledge in order to be able to interpret and to solve problems, and practical knowledge in order to be able to respond efficiently to familiar situations.

The basic elements of theoretical knowledge are concepts; these can be used to interpret what is observed and to sort out the objects and events constantly being faced by a teacher. When a new situation arises where established habits and skills are inadequate, a new procedure must be developed; and theoretical knowledge is applied to solving the problem.

Practical knowledge comes into use when teachers face problems similar to situations they have already encountered; they build up a repertory of habits and skills and then draw appropriate behavior from this supply.

The areas of basic knowledge that have traditionally been stressed as important for prospective teachers could be classified in the following way:

1. Psychological Foundations - an understanding of the psychology of human growth and development and of the principles of learning.
2. Social Foundations - an examination of our society and the school's role within it.
3. Philosophical Foundations - an understanding of the various philosophical bases for teaching and learning.
4. Technological Foundations - knowledge about the operation and use of the many technological aids to education - the so-called Educational Media.
5. Methods - commonly sub-divided into general methods (having general application) and special methods (unique to a particular content area).

These basic areas of knowledge about teaching and learning will probably continue to be important and will constitute a major ingredient of the professional preparation of teachers -- but possession of this knowledge is not enough. It is not enough for a teacher to know better; he must behave better.

This leads us to a fundamental concept that is extremely important. Teaching is a "helping" profession and as such it has some common elements with other "helping" professions. One of the most important of these is the demand it places on the practitioner for "instantaneous response." An event occurs, or a question is raised, and a response is needed immediately, it cannot be postponed. This places some unusual demands upon the teacher and has profound implications for preparation programs, both in terms of knowledge and of attitudes or beliefs.

Studies have shown that the differences between "good" and "poor" teachers are not in the extent of their knowledge, nor even in the methods used. What a teacher believes does make a difference because it determines behavior -- and this is the critical difference in a profession that calls for "instantaneous response." There is no time to fall back on knowledge and careful analysis, the response is made in terms of what the teacher believes is important -- whether he believes that the child is more important than the system, or than discipline, or than filling out blanks in a workbook correctly. If a teacher believes people are more important than things, this belief comes through to the pupils in a variety of ways, and the conditions conducive to learning are greatly enhanced.

This point should not be misunderstood to imply that knowledge and understanding are not important or that good intentions are alone sufficient. It does mean that knowledge and understanding must take on a personal meaning to the prospective teacher and must lead to a personal commitment -- then and only then will it affect a change in his teaching behavior. Understanding about children is vastly different from understanding a child, and developing sensitivity to people must take precedence over mere understanding about them. Study of philosophies must lead to the discovery of a workable personal philosophy, and information about the school and society must result in beliefs and commitments with respect to these institutions.

How can this be achieved in a preparation program for teachers? There is no simple answer. Teaching behavior is complex, involving interactions with both pupils and materials of instruction. It cannot be studied in the classroom because behavior perishes as it happens and nothing is left to analyze except the memory or a check sheet. The fidelity of memory is questionable and not detailed enough. The information contained on check sheets is almost no record at all. To learn to interpret situations, it must be possible to reproduce them at will approximately as they occurred. It is then possible to study situations at length and to use concept (from psychology, philosophy, sociology, etc.) to interpret them. By being involved repeatedly in the process of analyzing and interpreting them, the prospective teacher will learn to interpret quickly and thoroughly the events and episodes that happen as he teaches.

Until the development of educational technology, it was difficult to reproduce teaching behavior. But today audio and video recordings of behavior can

be made and studied in detail. They make it possible to teach theoretical knowledge of pedagogy in the context of its use as well as in formal courses.

To follow this mode of instruction it is necessary to have available an extensive supply of audio and video recordings of home, street, playground, and classroom situations. These materials must represent a variety of situations, grade levels, and teaching procedures. They need to be classified and indexed for instructional purposes; and above all there is a need for a sequential arrangement to provide a sense of direction.

From such a system the prospective teacher can be made aware of the great variety of ways of handling each teaching task and of the different ways teaching behaviors and situations may be interpreted. This greater range of insights should render the prospective teacher more flexible, deliberative, and aware of a greater number of choices.

In the past we have depended upon a series of formal courses to develop the knowledge and understanding needed by the prospective teacher. In the process of teaching the concepts and principles, we have often overwhelmed the students with an excess of detail and factual information, and we have expected the student to be able to draw upon this background at will when confronted with an actual teaching situation. We have used a very logical approach, first developing the knowledge and then providing the situations in which it can be applied. The only difficulty with such an approach is that it doesn't work. We have tended to ignore the most important fact of all -- that such factual information affects teaching behavior only after it has taken on a personal meaning for each individual student. To accomplish this we must turn to the means described previously, the situational teaching of theoretical knowledge.

Much needs to be done to make such situational teaching a reality. Equipment and space necessary for the development of adequate materials are too expensive for most schools, so that regional depositories of video and audio recordings and kinescopes need to be established and made available to teacher education institutions at nominal costs. Faculty re-education is essential, but the process of identifying, analyzing, and sequentially arranging the material into a viable curriculum would be in-service education of the highest order for college and university staff. This phase of the preparation program must then be articulated with actual participation activities and with student teaching or internships. As a final step, induction into a school system as a certified teacher must be conducted with sensitivity and with a full realization of the lingering apprentice-like status of the new teacher.

An additional aspect of teacher preparation should be noted: the development of technological understanding and competency so that the prospective teacher knows how to produce as well as use educational media materials. These skills are increasingly needed for meaningful instruction, they are essential for a balanced repertory of teaching skills. New developments in educational

television together with the establishment of the Iowa Educational Broadcasting Network have greatly enhanced the potential of this medium, but teachers must know how to use it in order to realize its full potential.

We must all remember that the preparation of the teacher of the future can begin any place on the scale of professional competence; from the preparation of the teacher aide to the preparation of the master teacher, there is no upper limit. As long as knowledge about education continues to increase and new techniques and devices are contrived, there will be something new for the teacher to learn. The continuum of preparation should cover the teacher's entire career.

What a teacher believes is crucial to his effectiveness as a teacher. What we believe about the values of education is crucial to the future effectiveness of education in a free society. The judgment of the future awaits our response to the crisis we face today. What will be our response?

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TEACHER OF TOMORROW

by

JACK L. HUDSON

The society of today and tomorrow requires that citizens adjust to an ever-changing world, a world in which the only stable element is change itself. Such a society places new demands on education and on those persons charged with the responsibility for planning and implementing the educational program.

Educators in the future will perform a variety of tasks, some of which exist in schools today and many of which will be newly defined as emerging roles for classroom teachers. Roles will be identified in terms of degrees of difficulty, responsibility, and artistry. Likewise in terms of background, future educators will assume specific tasks. The term "classroom teacher" will refer to only one of many kinds of teachers . . . (3)

Tomorrow's teachers and teacher candidates will be chosen for assignments according to specific criteria. No longer will the number of academic courses be taken as the criterion; the yardstick should be the ability of candidates to demonstrate familiarity with certain core concepts, bodies of knowledge, and particularly the unique structure of each discipline. (11)

Prior experience has shown repeatedly that change for "fad's sake" is an unworthy alternative which ultimately detracts from bona fide professional efforts. It is important that the basic intent of schools be understood at the outset and implemented in fact. (4)

The problem is to establish a relationship between an institution called "school" and something called "relevant learning." Schools were not built for teachers. Second, knowledge basic ten to twenty years ago is just an integral division of information society demands exposure to by its youth. Is there a relationship between learning and the formal institution of learning?

In 1918 Franklin Bobbitt (6) called for a scientific approach to curriculum building. Like many good ideas, his plan was disarmingly simple but complex and difficult to carry out. Simply, he said that those who construct curriculum should go out into the world and discover the specific activities, skills, attitudes, appreciations, and forms of knowledge that men need in order to live well. If these attributes are true, and I believe they are, then does curriculum built with these in mind insure the best education for today's youth? A profitable education is not solely curriculum. The implementer of such curriculum is the key factor. Thus, the quality of teaching must be appraised.

"Good teaching" is a troublesome phrase. It is too big, too all-inclusive, and too slippery to deal with intelligently. Any conclusion about teaching using a monistic approach is like wrestling a greased boa constrictor in a darkened room. The object of pursuit in both is illusory and the end is difficult to determine. (11)

Nathan Gage (8) of Stanford University offers valuable insight into this problem. In discussing ways of analyzing the concept of teaching, he makes the following point: "Teaching can be analyzed according to types of activities. Teachers engage in explaining activities, mental hygiene activities, guidance activities, record-keeping activities, assignment-making activities, curriculum-planning activities, test and evaluation activities, and many other kinds of activities." To possess equally these activities is impossible. One who does is a rare individual and not a typical teacher. Thus, in today's schools, we find inefficient student and teacher energies being spent.

Few business or industrial leaders would advocate investing more money in their businesses without being sure that what was ultimately produced as a result of the investment would be better or that production or productivity would be improved. Early studies of business and industry during the scientific-management era suggested that increased specialization would contribute directly to increased productivity. (4) To date, educators and boards of education have had virtually a monopoly on public funds. However, with the great demands of our society on public monies, today educational appropriations are becoming increasingly harder to secure.

The fact is, that, in our present educational structure, the variable of teacher/student time and talent will change. No longer can we tolerate traditional lockstep educational models. Flexible instruction time sequence (daily, yearly), differentiated staffing, revolutionized teacher education facilities will be realizations found in tomorrow's school.

Of all these innovations, differentiated staffing offers to American education new organization flexibility and new conceptual structure. Consideration of this concept embodies (a) flexible modular scheduling and assignments, (b) equating of instructional resources with learners needs, (c) individualized learning experiences, and (d) clinical approach to meeting student needs. Also an in-depth reorganization of teacher preparation will result.

Much of teacher training is ineffective because it is based on a rather vague model. Two categories of experience appear when one examines the professional training of teachers . . . exposure experiences and total immersion experiences. Exposure experiences refer to courses in professional education, classroom observation, and other experiences to which potential teachers are exposed and from which they are expected in some mystical fashion to acquire the art of teaching. Immersion experiences refer to our current student-teacher and internship practices. (11)

This order of practice is reminiscent of survival training witnessed in our Armed Service basic training programs. This method is expedient. But if the quality of public education is directly related to the economic future of the nation, and indeed it is, the economy in teacher education seems disproportionately budgeted.

Today professional education associations have both a right and responsibility to provide leadership in bringing about changes that will make education relevant in today's society. These groups are most willing to collaborate with national, state, and local legislative bodies, teacher-training institutions, and boards of education to bring about relevant change in the educational world of tomorrow.

Furthermore, legislative bodies need to display openness and trust with the self-actualized leaders of professional education--openness with a willingness to effect risk in the process of realization; trust in terms of stated and involved commitment to bring about appropriate action for relevant changes in today's education.

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THE TEACHER AND THE FUTURE

by

RICHARD L. HERRNSTADT

I have been asked this morning to talk about three aspects of the general topic "The Teacher of the Future." They are (1) emerging roles for college and university faculties, (2) the meaning of those roles for faculty organization, and (3) the steps government should (or should not) take to assure the proper roles. The emerging roles call for more imagination on the part of the faculty; the meaning of those roles calls for more involvement by individual faculty members in many areas; the role of government calls for more money and for greater understanding of faculty responsibilities. So abrupt a summary may seem simplistic, if not merely facetious. My intent is otherwise. For the issues are complex in the extreme -- and important.

I am not planning to offer new approaches. What is needed is a continuation and heightening of directions and movements already begun in each of the three areas. For present purposes, I believe the first-mentioned area requires the fullest development; the other two follow therefrom. In other words, if we can come to some understanding of what may be the emerging roles for college and university faculty members, then the relationship of those roles to faculty organization and to the state and national government may follow naturally.

I would like, then, to begin by citing just a few possibly far-reaching and closely related developments which seem to be altering the roles of college and university faculty members.

As recently as 1960, Jerome Bruner stated in The Process of Education that "For the most part . . . the scholars at the forefront of their disciplines . . . were not involved in the development of curricula for the elementary and secondary schools. In consequence, school problems have often dealt inadequately or incorrectly with contemporary knowledge . . ." (p. 3). Those "at the forefront" were not prepared to lead the way. Their own professional concerns were often too limited.

These past several years have seen the beginnings of meaningful articulation with both elementary and secondary school personnel. Previously, the college teachers who were concerned in this area were the faculty members in colleges of education. Too many faculty members in other areas felt little responsibility for elementary or secondary education. Occasionally we condemned the secondary schools without bothering to learn why things were done as they were and -- more

important--what was being done. As far as the elementary schools were concerned, we tended to give them no thought at all and were quite unaware of anything beyond a PTA-meeting view of what went on there.

We are only now beginning to work with the whole educational spectrum, kindergarten through college, and the movement needs to be continued and broadened.

The greater articulation between teachers at all levels, kindergarten through college, should inevitably affect college and university curricula. For but one example, the development of the instructional materials center concept in the elementary and secondary schools will eventually require an increased focus on independent study at the undergraduate college level. A concomitant emphasis is on teaching students how to learn. At the college level, too much course work continues to be devoted to the mere dissemination of information, an approach which does not lead to a true learning experience. Background information--fact--is important for the understanding of a subject, but only in the context of the inferences and judgments which may follow therefrom. As teachers we need to do a better job of helping our students to see the relevance to their own lives of whatever they may be studying. The study of Shakespeare, after all, is important mainly for what we can learn about human potentials and capacities, including human error, in terms of our own present experience. In short, the teacher needs to get students to look at things with him--to teach him to observe carefully and accurately. He needs to teach the process of thinking, to help students learn to apply fact to the current scene.

Possibly one reason for the difficulty in effecting the kind of approach just mentioned has been the so-called knowledge explosion, which has resulted in our present age of specialization which has kept some faculty members in an ivory tower, apart from the real world. The scientist and technologist too often tend to view science and technology for their own sake, rather than considering fully enough the human implications of their work. At the same time, the specialist in the humanities too often tends to overemphasize the social "evils" wrought by modern technology. We need to break down this dichotomy by learning more about the essential relationships between disciplines, by viewing our own subject areas in a broader perspective. And we need to try to evoke in our students a greater awareness of these relationships, a realization of similarities in methodology between, say, the study of Western Civilization and General Physics.

To look at it in a slightly different way: A common complaint from college students these days is that courses are lacking in relevance. Happily, students are more concerned these days with the problems they find to exist in the world at large. (They come to college far better informed and intellectually more aware than in the past.) Perhaps we are, to paraphrase Matthew Arnold, between

two worlds, one dying and the other struggling to be born. The difficulty is that those who are struggling to give birth to a new kind of world have not developed a program for renewal. They are critics, but not yet the creators of the new ideas. One task of college teachers is to help students to see that complex problems may have any number of possible solutions and, above all, that simplistic formulations do not fit complex issues. To do so, faculty members must themselves become more involved with the real world.

With all the resources and talent, what an unfortunate commentary that until a very few years ago so little major research had been done by universities leading to the development of significant programs designed to alleviate the growing crisis in our country's urban centers.

Last year I taught a course in Afro-American Literature. At the first meeting of the class, I was asked by a student why the course had not been offered one or two or four years earlier. The only possible answer--and a sad one-- is that it should have been. For here is a major area of American studies, intimately related to a primary social problem facing our country, and only too recently have we begun to deal with it.

Universities have always been leaders in social criticism, but the concern has not led often enough to actions--new programs of instruction. Indications are that a meaningful commitment is developing, that more college teachers are beginning to forsake the ivory tower. It is not surprising, therefore, that faculty members are beginning to speak out extramurally on events of our time.

All of the foregoing calls for the laborious and difficult process of rethinking the curriculum. One barrier to meaningful curriculum change has been conservative educational attitudes in the faculty itself. A new course at the college level is apt to consist of a change in the catalogue title from English Literature, 1660-1748, to English Literature, 1660-1752. In setting up new undergraduate or graduate programs we frequently argue for doing things as we were made to do them when we went to college -- even though we may know, basically, that what we suffered through may be outdated, if not merely unreasonable.

To plan anew and objectively requires a most difficult kind of thinking. Yet we need to continue to develop curricula based on current needs. Some moderate steps are being taken, such as the courses and programs I have mentioned in minority studies and in problems of urban centers. These and other programs do have an effect beyond the university itself, for the university should not -- and does not -- conceive of itself as in isolation -- as merely critic. As faculty members, we need to remind ourselves that the American scholar is, in Emerson's phrase, "Man Thinking," man influenced by nature and by books, and man involved in actions.

The meaning for faculty organization of these several and interrelated "roles" is a need for even more involvement. And faculty members are beginning to take a more active role in the broad concerns of the university. For faculty members this means, among other things, a greater involvement across disciplines; a greater involvement in various kinds of committee work; and a greater involvement in student activities (for many student activities are not really extra-curricular, but an intimate part of the education of the whole person). All these kinds of involvement may suggest a need for some even more coherent organization through which new approaches and ideas may be effectively coordinated. One possibility is some kind of university senate, which would include administration, faculty, and students in its membership (working cooperatively, not as adversaries)--a university senate with broad involvement in nearly all areas of university concerns, working perhaps largely through standing committees.

All this involvement, when placed on top of classroom responsibilities, preparation time for teaching, and research, adds to what is already far more than a forty or forty-four hour week. But the teacher is presumably a professional and the time spent is properly his obligation.

Finally, then, a very few words about the role of government: A need exists for continued governmental support--at the state and national level--of programs which will aid the emerging roles of the faculty, including the faculty's role in serving the whole community. The summer institute programs funded by the federal government for work with elementary and secondary teachers need to be continued; the effect of government-funded curriculum centers has been enormous and should be continued; funds are needed for both basic and applied research (major sources of new ideas) in the sciences and in the humanities. In short, funds are needed to help solve the seemingly overwhelming educational, social, and economic problems we all are facing. An important beginning has been made, and much more needs to be done. At least as important as funds, however, is a need for increased understanding of the emerging roles of faculty members. As in the past, government agencies outside the universities should help assay the needs, but must continue to exercise care and restraint lest they tend to direct and restrict the intellectual freedom which is essential.

All this has already cost a great deal of money, and it will cost more. Yet, I feel strongly, that we cannot find a wiser use for our money than for education. Ultimately, the whole of society--not just the colleges and universities--is the beneficiary.

A RESPONSE

by

REPRESENTATIVE RICHARD RADL

There are two very strong and significant themes running through the four papers you have just heard. The first, that the winds of change are beginning to blow through the entire community of American education. I agree. Furthermore, I believe that these winds of change, today just little puffs, will soon rise to gale force. The second unifying thread in these papers, and for that matter throughout this conference, reveals that this marvelous change in education will somehow occur within the framework of our present educational structure and without disturbing it overly much. Now, here I disagree. These are the voices of orthodoxy speaking. For almost two days now we have been listening to them tell us that by change, they mean only the mere expansion of what we have now in education, especially in the public schools. More teachers, more teacher specialists, more teacher apprentices and lay instructors, more bureaucrats, more lecturers, more schools, smaller classes, and so on. All of these, in my opinion, unworthy ambitions which will further reduce our already low educational output and efficiency. It is around this point that the coming battle in education will revolve.

The antagonists are sharply divided. As already indicated, there are those who wish merely to expand existing classical techniques in education; and their opponents who seem to have been excluded from this somewhat secret meeting here these last two days. Their opponents place varying emphasis upon an almost total automated environment for learning. My sympathies are with the latter group. I'm convinced that the essential quality of program teaching is that it can impart information efficiently. Much more efficiently than the most skillful lecturer or teacher. Teaching machines, as a part of a semi-programmed, do-it-yourself experiment and in spite of Dr. Herrstadt's opinion, can provoke thought and can demonstrate subject cross-linkages in a way that makes them memorable.

In an educational system like ours, which is expanding rapidly and is seriously understaffed, and even worse, which has no genuine prospect of overcoming its difficulties by conventional means, programmed techniques are crucial. Used properly, they can save an immense number of teacher lecture hours and can open up the way to remedial teaching by human teachers at one end of the scale and to a more synthesized approach to education on the other.

The problem of quality control remains. But we have that problem now in our present educational system. That problem is multiplying by the exact number of schools in the whole country. With program teaching, true quality control of education becomes possible.

A RESPONSE

by

MRS. MAX LYON

As a member of that much maligned institution, PTA, I am delighted to be asked to appear here today. I think there is probably no other organization, teachers included, which comes in for more criticism, ridicule, and just good humored call it what you will. This is emphasized, I think, by the number of cartoons, the very famous "Harper Valley PTA" record, and particularly the cartoon that I remember so well, the one of the moon shot delay in which the two astronauts are shown leaving the launch site saying "Darn, now, I'll have to go to PTA tonight."

I feel like a piece of protoplasm which is being stimulated. I have responded to every one of the papers that have been presented, particularly to the panel just preceding this, and this one, because I identify so strongly with the students as they spoke. Since I, myself, am the mother of four sons, who are "professional scholars" in that they have chosen fields of endeavor which seem to go on and on and on in the need for continuing education, I sympathize also with the speaker who was bemoaning the rising cost of education. We still have two at home to get through this and I hope at this point they choose to be that master mechanic.

My response to this panel's presentation is simply what I have been hearing. One, is the needs of people, be they students, or teachers, or school board representatives. When we've talked about teacher negotiations, it seems to me that you really have not used that organization which I represent, which provides for you the very vehicle to do the kind of negotiating that can provide satisfactory answers without resorting to strikes. I challenge you, as educators, as legislators, and as parents to go home and learn how to use this instrument effectively; to be involved in this. You've heard that word involvement.

Mr. Holtz suggested to you and Dr. Knutson stressed it in his paper that teachers must be concerned with teaching the whole person with understanding. He said growth and development. Well, this is great to know how a kid grows and develops. We can learn this theoretically. What we cannot measure and cannot know, is the response that each child makes to an individual. I think this is borne out by the story of a little boy when he returned home from school the first day and his mother said, "How'd it go? How was it?" "I didn't like it and I'm not going back!" When she asked why not, he said, "Well, I can't read and

and I can't write and she won't let me talk!" This is need for communication.

I'm speaking about the elementary level because I'm saying to you that this is where your problems begin. You talk about school dropouts. These are not dropouts. These are pushouts because we have not recognized the need of young children on a one-to-one basis. How can a teacher do this unless he too has had his needs recognized and met? Teacher-training institutions have a real responsibility to begin at this point now to deal with this problem. It isn't enough that a teacher has skill. A kid will learn by whatever means if he really wants to learn. If he is recognized as an individual, if he knows that he can have some degree of success and achievement, by golly, he will learn whether you've got the latest teaching machines or whether you have the barest essentials. Motivation, acceptance, recognition, knowing that he is a person of worth -- these are the things that must be stressed. A good teacher will make these happen.

As I've listened to my children as they've gone through the schools, I can say that they have had in too few instances teachers who were great. But the great ones made it all worthwhile. In the words of the late columnist, Harlan Miller, "There's no solution. Seek it lovingly."

A RESPONSE

by

ROGER KRUSE

Five years ago last month I was a college freshman in a northwest Iowa college. I walked into an education class and the professor looked at 75 motley, scared faces and said, "I want to tell you about the teacher of the 1970's, the teacher you're going to be." Let me tell you what he said. He said you will be working in a differentiated staff. Some of you will be master teachers. Some of you will be associate teachers. Some of you will be teacher aids. You will have every available classroom technique at your fingertips and you will know how to use them. He said our college will have the latest equipment as soon as funds are available. You will have experiences at team teaching. When I left that class that first day, I really wondered. Can I do it? This isn't what I want? This isn't what a teacher is and yet he says he's going to make me that. So I thought I'd play the game and go along and I'd be a teacher. I'd be that kind of teacher if that's what it demanded. But he'd have to help me become that kind of teacher. So I spent four years in college. I did my student teaching. I never found out what that kind of teacher of the 1970's was. I entered graduate school last fall and I heard the same thing, only it was the teacher of 1975. Today I hear the same thing. The teacher of the 1980's. Yes, I'm convinced this is the teacher of the 1980's but it's also the teacher of 1969, the teacher of 1965. Ladies and gentlemen, it is time we stopped talking about the future teacher. It's time we start doing something.

The place to start doing something is in our institutions that train teachers. In the nearly 25 four-year colleges in the State of Iowa, they are producing thousands of teachers each year. They are being produced massly to teach in a system of the 1950's, not the system of tomorrow or today. Iowa needs to seriously take a long second look at the process which she forces her prospective teachers to go through.

Let's take a look at some of these processes. I speak to you out of experience coming from the gamut of kindergarten through my second year in graduate school. Too often teachers teaching education have never been in a high school or elementary classroom. They are preaching theory. Or else, those that have been in the classroom have been too far removed. Yes, they know that changes have taken place, but they are not really sure what they are. They haven't had a first-hand confrontation with what is happening. They tell

us then that to become involved in this change we should have pre-service experience. We should be involved in a tutoring program, in a teacher aid program, and one of the organizations with which I'm deeply involved has preached this philosophy several years. We're told it's of great value; yet, when we check with our college administrators about providing such a program, we're told, "Sorry, kids, but we don't have the time. The public schools don't want that many students in their classrooms. Teachers are sometimes wondering whether they can function effectively with a second or a third person in a classroom, working on individual instruction." So we go through our higher college career until we're seniors. We approach that first experience called student teaching, not really knowing whether or not we can communicate with pupils.

We spend 18 weeks, three hours a day, in a classroom, or if we're lucky, nine weeks of full days so that we know a little bit about what happens at 3:15. We don't go home at noon and never see a student in the lunchroom. We never sponsor a school activity. When we're in the classroom, we're exploited. We're used as substitute teachers outside our major field. We're not given direction by a classroom teacher because no one really knows who's in charge. Is it the college administrator, the college supervisor, the superintendent, or the classroom teacher? The student teaching experience is a farce. It's too short. It's too lacking in direction. Not enough personal experience. Not enough communication between the "master teacher" and the student teacher. We're not prepared to enter the classroom the first year. But we do. We're left there and we're told, this is it, you're in the cold cold world of teaching now.

There's no inservice training. Oh, I'll grant Iowa's come a long way in the past two years of inservice training but we still have a long way to go. For if we're talking about the teacher of the 1980's, that teacher is not just going to be tomorrow's college student but it's today's teacher who is 30 years old and will still be teaching by 1980. What happens to him, or her, when the 1980's roll around? Is he or she going to be prepared? I'm concerned because next September, more than likely, I'll be teaching. Talk about a frustrated student! I'm a member of those teacher-education students who are probably the most frustrated in the world. We're being told what we have to be prepared for and yet we're not being prepared for it. If we're farsighted enough to see what is going to be demanded of our teachers, then we'd better get busy and start preparing them for it, and we better do it now.

PANEL

MORAL, ETHICAL, AND RELIGIOUS VALUES

Panelists:

- Dr. John W. Bachman - President of Wartburg College;
Ordained Minister of the American
Lutheran Church.
- Mr. Bernard Vogelgesang - Director of the Model Cities Consulta-
tion Project of the National Council on
Crime and Delinquency.
- Mr. John Estes - Past President of the Des Moines
Chapter of the National Association
for the Advancement of Colored People.

Responders:

- Dr. LeRoy Jensen - Assistant Superintendent for Instruction
for the State Department of Public
Instruction.
- Mr. Roy Fox - Radio Broadcaster and Personality for
WHO Radio of Des Moines.
- Mr. Robert F. Bina - Graduate Student of The University of
Iowa; Active participant in the Young
Democrat Organization.

RELIGIOUS, MORAL, AND ETHICAL VALUES IN EDUCATION

by

JOHN W. BACHMAN

In treating the theme, "Religious, Moral, and Ethical Values in Education," I could easily spend fifteen minutes with definitions, distinctions, and other abstractions, creating such a linguistic smokescreen that few could take issue with me. A person named Bachman, representing a college with such a heritage of German scholarship as Wartburg, is tempted to do just this, leaving the sensitive issues of policy and strategy to be considered by other members of the panel.

This procedure, however, would run counter to my own religious, moral, ethical, and educational values. I am convinced that in the area under discussion in this session our American system of education--public and private--has made certain mistakes which constitute serious threats to the development of individuals and to the welfare of society. I propose to identify these alleged mistakes and invite my colleagues on the panel and the rest of you to react with similar candor.

From my observation, our present system of dealing with "religious, moral, and ethical values" produces a diluted education and a distorted religion. In the private sector our treatment of these values is too narrow; in the public sector it is nearly non-existent.

I realize that there are persons who would separate the one element in our theme, religion, from morals and ethics. They would say we must devote some attention to morals and ethics because we are concerned with the whole person and his role as citizen, but religion must be avoided in the process for constitutional reasons.

This, to me, is sheer rationalization in an attempt to conform to the shibboleth "separation of church and state." Distinctions can be made between aspects of ethics and religion, but on the deepest level there is an inescapable relationship. To the extent a distinction can be made, I would have to maintain that religion is even more important to education than morals and ethics.

The intellectual discipline of education without clear reference to religion is stupidly truncated. How can education deal comprehensibly and honestly with

history, literature, psychology, sociology, philosophy, anthropology, among others, without full consideration of the place of religious values and commitments?

Already I am confident I have identified two areas of possible disagreement with some of you, and that is all right provided we are clear about our divergent positions. When I suggest that morals and ethics cannot be separated from religion I am not maintaining that one must be a Christian to help a blind lady across the street or that you can evaluate a person's integrity by whether or not he belongs to St. John's by the Gas Station. Nor am I claiming that similar ethical positions cannot emerge from different religious orientations.

We all know that the same ecclesiastical affiliation leads some people in the direction of honesty and compassion, but others toward oppression, tyranny, prejudice, exploitation, superstition, and war. But we are not dealing with sectarian affiliation or verbal subscription to dogmas--we are concerned with religion, the literature of which contains abundant criticism of both ecclesiastical bureaucracies and a wordy piety.

The fact is that a man's moral and ethical standards--his judgment of what is right and good, or at least better and more useful--these standards, revealed in his actions, are expressions of his true religion. That religion may be theistic, atheistic, or agnostic, but it is an orientation to the ultimates of life and it is bound to be reflected in all of man's thoughts and actions. Lloyd Aveill says that religion is concerned with the ultimately real, morality with the ultimately valuable.

I have already blamed this artificial separation of religion from ethics and education on a misconception of the idea of separation of church and state, another area of probable disagreement among us.

The Constitution rightly prohibits the establishment of religion, and historically this was a precaution against allowing either dominance of a government or coercive monopoly in religious affairs by an ecclesiastical hierarchy. To apply this to an exclusion of religion and morals from education is a perversion of the original purpose. Thomas Jefferson himself, responsible for the term "wall of separation," planned for his University of Virginia a Department of Religion related to neighboring theological seminaries.

Even the Supreme Court's 1963 decision, ruling as unconstitutional the use of a prescribed prayer in New York State schools, recognized that "the place of religion in society is an exalted one." And the Court conceded that "it might well be said that one's education is not complete without a study of the comparative religion or the history of religion and its relationship to the advancement of civilization."

This ruling supports a growing body of opinion that it is legal and perhaps even desirable to teach about religion in public schools but there must be no teaching of religion. Teachers are free to talk about religion but must conceal their convictions to avoid giving the impression of advocacy or indoctrination.

Now as an administrator of a church-related institution, I am tempted to subscribe to such a position. So long as we can say that there is no teaching of religion in public schools, we in church-related institutions have a clear reason for existence and an appealing argument for fund raising. Evidence supporting this as a contemporary situation is not hard to find. A professor, writing some time ago in Saturday Review, observed that a hundred years ago sex was not an acceptable subject for academic discussion whereas religion could be discussed freely and in a very personal way. Today, he said, these are reversed. The professor may speak openly and favorably of Fanny Hill but would hesitate to express similar appreciation for the Imitation of Christ.

He concluded that the professor's reluctance to reveal his personal belief is unfair to the academic community and, as an educator and not simply a fund-raising administrator, I would have to agree with him.

Surely we have long since dispelled the illusion of objectivity in academia. All scholars operate from presuppositions and it is important to be aware of them. It is enlightening to learn a person's convictions and his means of reaching them. There are different modes of apprehending reality. Man simultaneously engages in scientific research, philosophical reflection, and search for meaning with the help of religious symbols. Students ought to be introduced to all of these paths to learning, as described by experienced explorers.

But in matters of religion, is there a possibility of acquiring an empathy for a belief we do not share? Alexander Wittenberg answers this by saying, "A person listening to Bach's B Minor Mass can comprehend and appreciate something about the crucifixion and resurrection of Christ without being a professing Christian." The attention given to Martin Buber by Christian theologians and to Paul Tillich by Jewish scholars suggests the value of such exchange.

The fact remains that any proposal to allow or encourage the teaching of religion in public education will sound dangerous to some people. Are we not inviting the kind of indoctrination which might lead to the prohibited "establishment" of religion?

I see no threat of "establishment" in the constitutional sense in our modern pluralistic society, especially if we acknowledge that teachers with agnostic or non-theistic orientation are as free as Christians and Jews to air their convictions.

Having said this, I sense the specter of sectarian antagonisms rising in your minds. With all of the existing tensions in a society, why inflame them with such a proposal?

Ten years ago I would have been dissuaded by this same fear. Today I am convinced that organized religion in America is becoming so much less monopolistic, coercive, self-protective, and restrictive that I believe the proposal would actually make a contribution toward reconciliation in our society.

I would also contend that at this point in the history of the United States open consideration of religious, moral, and ethical positions in so-called secular education would be less of a threat than a contribution to so-called religious education. There was a time in America when religious education was best described as indoctrination, a term which implied you could instill convictions in the way you fill a tank with gasoline. My academic discipline happens to be the field of communication, and all research indicates that this is possible only in a monopolistic situation, as in Nazi Germany or Red China, and even the experience of Nazi Germany demonstrates that when a monopoly is broken the reaction may be intense. The nearest thing to a domestic equivalent may be American commercial advertising, but there, too, we are beginning to see correctives in spot announcements suggesting that those dashing cigarette smokers may be as full of cancer as sex.

A century ago in this country it was apparently possible to establish a communication monopoly. At least it was attempted; there was a time when Wartburg College was surrounded by barbed wire. But that is no longer the case. With autos and radios and television sets, no child is an island anymore, and the sooner professional religionists recognize this the better will be the chance for true religion to have some impact on the younger generation.

In a non-monopolistic situation there is little direct connection between mere advocacy of a faith and its acceptance by listeners. In recent years more thoughtful young people have probably been driven from organized Christianity by shouting evangelists than by go-go girls or atheistic profs in Berkeley. A pluralistic society conditions a person to become less gullible and more discriminating as he is exposed to a variety of views.

The fanatics who oppose the exposure of their children to different religious views may wish to consider migrating to the moon. Meanwhile, their children are missing a significant opportunity to improve their education for life on this planet.

The involvement of religious thought and discussion in the daily marketplace of ideas would be good for religion itself by helping to purge misconceptions growing in the hothouse of sectarian isolation. When we see evidences of racism

in religious groups and hear such a slogan as "Kill a Commie for Christ," we are reminded that although God is ultimate truth, man's understanding of Him is always limited and correctives are healthy.

Most teachers, of course, already reveal their sense of values to students without being aware of it. But how much more helpful it would be if teachers and students together could investigate the sources of these values.

There are risks in what I am proposing, of course, but as an alternative our present position has an alien, monopolistic flavor; throughout the years of public education, religion is treated as an irrelevancy, relegated to Gothic structures which the Russians have discovered make excellent museums.

I maintain, therefore, that religious, moral, and ethical values are legitimate curricular concerns for both private and public education. I recognize legal questions, especially in terms of modern laws which, in my opinion, have misinterpreted the intentions of the Founding Fathers. Most of them demonstrate by their references to sectarianism and proselyting that they do not deal with religion as it is recognized today. At any rate, I would be willing to wait for implementation until laws are updated.

At present I would draw the line at actual class or school worship services, regarding these as inappropriate because such worship generally implies and involves a corporate commitment which could be regarded as coercive.

I could understand, too, if the teaching of religion were to be restricted to the secondary level and above. In some elementary schools a teacher still has a sort of monopoly on a child's attention. Beginning in the secondary system, contact with a number of teachers will provide exposure to the religious pluralism of society.

In what I have proposed there are many policy implications, and although there is no time to deal in depth with them, I do not wish to evade the major ones. If religion is included in public education, will there be reason for the continued existence of church-related day schools and colleges? In time they may not be needed to fulfill so distinctive a religious function as in the past; there is scriptural precedent for giving up one's life to save it. In the interim, they can take the lead in experimenting with appropriate ways of dealing with religious, moral, and ethical values. And in the long run, they may retain a particular responsibility for innovation and for emphasis on the whole person, while they also help to preserve academic freedom for all education through their independence from public control. This independence can be retained so long as the major portion of funds for the operation of the institution comes from private sources with a lesser amount coming from public allocations.

In terms of public policy, church-related institutions deserve support so long as they serve a public function in an economical way. In theory, there is nothing wrong with public funds being allocated to educate citizens in private institutions, but there are important strategic conditions. Public funds should not be used to keep alive institutions where their existence will weaken the total system or when they are not needed within the total system.

In higher education this matter is now being resolved in many states through tuition grants to individual students. When students have a choice of schools, they will not flock to weak institutions and a strong, two-track system can be healthy for both sectors.

The elementary and secondary problem is a different matter. Whereas an area as broad as a state can include colleges representing a variety of religious faiths, most local systems cannot afford to grant support to a representative distribution of private schools without weakening the public system. In some areas a two-track system on the elementary-secondary level may be a reasonable investment, but the state should have no obligation to assist a private school just because it already exists.

I admit there are many strategic problems yet to be resolved before the teaching of religious, moral, and ethical values can be undertaken openly and comprehensively within our educational system, public and private, but I maintain that we must move toward the resolution of these strategic matters and not be hung up on outdated, theoretical misunderstandings. It is time we examined our values and commitments within an undiluted educational experience.

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MORAL, ETHICAL, AND RELIGIOUS VALUES

by

BERNARD VOGELGESANG

I work for an organization called the National Council on Crime and Delinquency. I've worked most of my life with criminal offenders and as a result will confine my remarks to comments on education and crime.

In the year 1969 in the United States, there's a great deal of concern about crime and delinquency. I expect that educators feel themselves and in fact find themselves to be under the gun--under two guns. On the one hand, educators in many cities, including some of the cities of Iowa, are finding it necessary to have police patrol their school buildings in order to preserve order. On the other hand, educators are being told that low educational achievement is related to crime in the streets. The individual who does poorly in school is more likely to become involved in serious crime than is the person who achieves well academically. As a result, the educator is caught in a terrible dilemma. If he excludes from the school those students who present the most serious educational problems, he is contributing to crime in the streets. If, on the other hand, he retains in schools those students who represent the most serious educational problems, he exposes other students to disorder in the classroom and to the stifling atmosphere of police patrol in school corridors. This dilemma is obvious to anyone who even has a cursory knowledge or interest in either education or serious crime.

But education is facing the more serious problem, a more insidious problem. Education is faced with the fact that many persons who successfully negotiate the educational system also become involved in crime. They do not usually become involved in serious crime, of course, but this is true only because serious crime is a matter of definition. And the definition of serious crime, which is accepted by the general public, is a definition which is included in the uniform crime reports of the Federal Bureau of Investigation.

In its press releases the FBI defines the seven index crimes as serious crimes. These seven index crimes are homicide, aggravated assault, rape, robbery, burglary, auto theft, and larceny of over \$50.00. All of these are serious crimes by anyone's definition. But by publicizing these seven as the serious crimes, the fact that other serious crimes exist is largely obscured. It is not generally known, for example, that respectable citizens who are employed in warehouses, in department stores, in shipping rooms, in offices, steal more from their employers every year than all the burglars in the United States combined. The public does not realize that, according to popular

definitions, the theft of a \$51.00 set of hubcaps is a serious crime but the embezzlement of \$250,000 from the friendly neighborhood bank is not. The general public is not aware of the fact that according to popular definitions of serious crime, the unauthorized use of an automobile is a serious crime, but collusion among businessmen to fix prices is not, even though price fixing results in the theft of much more property.

The burglar is less likely to have finished high school than the department store employee who steals from the store. The hubcap thief is less likely to have finished high school than the embezzler. The auto thief is much less likely to have finished high school than the price fixer. These facts I think represent a paradox for educators.

Experts in education and experts in crime are pointing out that there is a relationship, a very close relationship, between crime in the streets and lack of educational achievement. But experts in crime and experts in education are saying very little about those people who remain in the educational system, those people who have passed through that system successfully, who then move on to positions of trust and responsibility as leaders in government, in business, in finance, and who then violate their trust by theft, by embezzlement, and by price fixing. I am reasonably certain, although I can't prove it, that the percentage of persons who are successful in the educational system and later become involved in white-collar crime is at least as large as the percentage of poor achievers who drop out of school and who later become involved in crime in the streets.

What this means is that educators must do more than develop methods which will reach those persons who present serious problems within the system. Educators must also improve methods for those who do well by present criteria. People who spend twelve or sixteen years in the system, and who do well, actually steal more dollars than the dropouts who commit most of the crime in the street. If education does not find some way to teach integrity as well as physics, they will not accomplish a reduction in crime even if it does reach the troublemakers. It will merely change crime patterns. It will reduce the number of hubcap thieves but increase the number of embezzlers. It will reduce the number of auto thefts but increase the number of price fixers. In the process it will have increased the dollar loss through theft. While American streets may become safer, American billfolds could very well become substantially less safe.

I have spent most of my life working with people in jails and in prisons and in probation parole caseloads. These are the people who commit crime in the streets, people who have done very poorly in school. The white-collar criminals, thieves who have done well in school and whose crimes result essentially from the lack of personal integrity, rarely show up in jails and prisons. As a result, I don't know much about them. I will not presume to

suggest methods educators might utilize to teach or to develop integrity or good students. But I think you should be aware of the fact that good students also commit crimes, big crimes, and this is a very serious problem in our nation. I sincerely hope this commission will not neglect it.

Having said this, however, we must admit that society is concerned primarily with crime in the streets. Society expects all public social institutions to do whatever is necessary to bring about a reduction in street crime. There is a close relationship between street crime and the education level of offenders, but this relationship does not exist in isolation from other related social factors.

In my present position, my colleague and I travel the cities all over this country looking specifically at the problems of crime and delinquency. We travel to big cities like Pittsburgh and Newark, to medium-size cities like Des Moines, and to small cities like High Point, North Carolina. We travel in the west and in the east and in the north and in the south, and in all cities, regardless of size and of region, we find the same constellation of related social problems. There are some variations in the degree of the problems but there is no variation in the kind. In every city, including the cities of Iowa, there is a central core area which is inhabited by persons who have less education than their fellow citizens who inhabit the fringe and suburban areas. Residents of the core area also have lower incomes than their fellow citizens. In all other social indicators, they are higher. They experience higher unemployment rates, higher rates of public assistance, higher rates of illness and disease, higher death rates, and, of course higher rates of crime and delinquency in the streets. The most salient factors, however, are the relatively low levels of educational achievement and the relatively high levels of unemployment. All of the others I think stem from these two and place upon education a special responsibility for bringing about a reduction in street crime.

Public education in the United States has never provided all citizens with an opportunity to be educated to the highest level of their ability. Professional educators in the United States have developed a system within which they practice their profession. The system includes buildings designed specifically to be schools. It includes certain kinds of desks, certain kinds of blackboards, certain kinds of chalk, and certain kinds of books and papers. The system also includes various rules and regulations about the times of day during which these buildings and this equipment can be used. The system includes other rules and regulations setting out other conditions and circumstances under which the buildings, the equipment, and the instructor may be utilized. Having constructed a system which facilitated the practice of their profession, educators inform the citizenry that they could enter the system and be educated, provided they could conform to the system which was designed for and by educators. Those citizens who could not conform dropped out, and having dropped out, were no longer the responsibility of the professional educators because the educator had become an integral part of the system.

In truth the system has worked remarkably well for most citizens. Over the years, more and more people have found that they could conform to the system and a smaller percentage of students drop out in 1969 than dropped out in 1939. Yet, in 1939 there was little concern about those who dropped out. Almost no one suggested that the educational system had a responsibility to those who could not conform to it. But 1939 was a different era.

I was a boy in 1939 and in the neighborhood in which I lived many people had dogs; they were mongrel dogs by and large, but they were good dogs. They could do all the things that dogs were supposed to do. They could bury bones. They could chase sticks. They could wag their tails. In 1969, I'm acquainted with five dogs in my block and every one of them has a pedigree, a piece of paper issued by an organization that says that this animal is indeed a dog. The nature of these pure-bred dogs seems to me to be the same as the nature of the mongrels I knew in 1939. They also chase sticks. They also bury bones. They also wag their tails. Pure-bred or mongrel, they're still dogs to me and they are still very lovable. The nature of dogs hasn't changed at all. But people have changed. People no longer accept dogs because they do the things that dogs are supposed to do. People accept and love dogs because they have a piece of paper which proves that they are dogs.

Uneducated men are in a similar position. In 1939 a man with an eighth-grade education could apply for a job with the expectation that the employer would look at him, as a man, and recognize him as six feet tall weighing two hundred pounds and was therefore qualified to handle freight or swing a pick. If he were a bright dropout he could look forward to being promoted to foreman; and if very bright, he might even be promoted into a management position. Not so in 1969. In 1969, men also need pieces of paper to prove that they are indeed men and that they are capable of doing the things that men are supposed to do. These pieces of papers are not called pedigrees however, they are called diplomas and degrees. For the man who possesses the right piece of paper all the riches and pleasures of our society are within grasp. But for the man without the paper, survival itself is difficult.

Whenever it is extremely difficult to make it within the legitimate framework of our society, people find ways to make it outside the legitimate framework. As a result, we find in the poorer areas of our cities this constellation of low educational achievement, high unemployment, and high rates of crime in the streets. I don't know how our society got to the point where a piece of paper is more important than nature, but I do know that we have reached that point. Educators, of course, are the people who dispense the pieces of paper every June. Educators have become "the American Kennel Association of Humanity." As a result, they have tremendous power over the lives of people. Because they have this power educators also have tremendous responsibility. It is no longer sufficient for educators to provide a system for those citizens

who can make use of it and to forget those who cannot. Educators can no longer confine the practice of their profession to the system they designed to facilitate it. They must begin to practice their profession in other systems, even in non-systems. They must practice their profession in jail cells, in probation departments, in settlement houses, and anywhere else where the uneducated go.

In Pittsburgh there are two opportunity schools in operation. In these schools, educators are working with probation officers and psychologists to help children who presented serious discipline problems in school. Children who would normally have dropped out of school, who would normally have been excluded. The program combines academic education, social casework, and group therapy. It operates in settlement houses and it operates from eight o'clock in the morning until nine o'clock at night. The children, all of whom are adolescents, eat breakfast, lunch, and dinner at the school. So far, the dropout rate is 5 percent, in spite of the fact that with this group of youngsters the expected rate would be nearly 100 percent. The significant thing in this program is that educators have involved the juvenile court in an effort to educate children in a new system instead of asking the juvenile court to punish those children who did not adjust to and conform to the existing system.

A program has been designed for the Des Moines Model neighborhood which will combine efforts of education, vocational rehabilitation, social casework, and psychiatry. It will add a new dimension, that of actually educating people for jobs and then placing them on jobs. In Winston Salem a program for truants has been designed. All these programs are taking educators out of the system they designed. All of them are putting educators in the position of working in tandem with other professions. Most significantly, all of these programs were designed to facilitate the education of people with educational problems rather than to facilitate the practice of the profession of education. Education should continue to move in the direction of facilitating the education of people. Both people who drop out and people who remain in. That way perhaps education can have an impact on both crime in the streets and crime in the bookkeeping department.

MORAL, ETHICAL, AND RELIGIOUS VALUES IN EDUCATION--
COMMENTARY ON THE AMERICAN CREED AND BLACK AMERICANS

by

JOHN ESTES

Gunnar Myrdal comments in the American Dilemma: "America is truly a shock to the stranger! It is commonplace to point out the great differences in America and the swift succession of all sorts of changes in all its component parts, and as it often seems, in every conceivable direction. Still there is evidently a strong unity in the nation and a basic sameness and stability in its values. Americans of all national origins, classes, religions, creeds, and colors have something in common--a political creed. It is difficult to avoid the judgment that this 'American creed,' based on Judeo-Christian religion and English common law and expressed in the Declaration of Independence, the Preamble, the Bill of Rights and the Constitution of the several states, is the cement in the structure of this great and disparate nation."

Yet, to be sure, the political creed of America is not really practiced in actual social life. But as principles which ought to rule, the creed is on the conscience of a majority of Americans as they struggle to find their soul. There are no homogeneous attitudes behind human behavior but a mesh of struggling inclinations, interests, and ideals--some held in the conscience and some suppressed for long intervals but all active in bending behavior in their direction.

It is interesting to observe the manifestations of the American creed in American society and how it seeks to serve justice for some people in some areas of American life and to certain groups within society.

A. The treatment of the American Indian has pricked the American conscience for some time. It has been only recently that payments to the Indians for their land was made by several governmental bodies to rectify what was apparently considered an injustice to the Indians in taking their land in early American history.

B. Another example of an attempt to compensate a group for service rendered this nation and the risks they undertook in protecting its soil is the bonuses paid to veterans of foreign wars and most recently, compensation for those veterans who wished to continue their education--the now familiar GI Bill.

Many veterans of World War II, Korean War, and the Vietnam War have and are taking advantage of these payments, and most of us agree that the nation as well as the individual gain as a result of these and other veterans benefits.

C. Even American businesses attempt to compensate their employees for a task above and beyond the call of duty by the payment of bonuses, commissions, and other incentive arrangements.

D. Our courts of law, based on the American creed, attempt to settle injustices or damages in suits brought by one party against another party. In some cases, the defendant in the suit may be the government itself.

Has the American creed touched the lives of black Americans to the same extent as it has other groups? To what extent has the black man's faith in this creed been justified? In most respects, the American creed appears to have escaped the plight of Negro Americans.

One of the long overlooked areas of injustice is the years of sweat and toil given by 3,000,000 slaves from 1619 to 1865--nearly 250 years of bondage. As one former slave, in a letter to his former master, puts it: "I served you faithfully for 32 years and my wife served you 20 . . . at \$25.00 a month and \$2.00 a week for my wife plus interest compounded annually, would be an equal settlement of past earnings owed us." The letter continues, "If you fail to pay us for faithful labors in the past, we can have little faith in your promises in the future." Now, if Americans are really sincere about justice for the black man, payments for the 250 years of slavery should be considered today. What forms should these payments take in order to benefit most of the blacks involved and the country as a whole? I recommend that the benefits be made in the form of educational payments to black youths.

First, a crash program to upgrade the primary and secondary schools of the black ghetto should be instituted. This should take the form of new buildings where needed, creative curriculums, imaginative administrators, good teachers, and ample ancillary services. These would help to raise the educational levels of the ghetto dwellers--both black and white--and offer an equal chance of gaining admission to the colleges and universities throughout the country. In addition, the primary and secondary education should include, but not be necessarily limited to, the following items:

A. There should be an honest and accurate accounting and appraisal of the black man's contributions to American history.

B. Television components should be included in such schools to provide a tie-in with the broader society and world events in general. These and other features of the primary and secondary schools need to be instituted in order that black youths will have a sense of belonging and a sense of aspiration for what we consider the good life in America.

C. A program should be instituted providing for specialized teachers in "Media Centers"--teachers trained for one subject matter and not the whole field--and if they see the need for more teachers to meet the needs of students, then such a program should be implemented.

D. There must be an educational benefit both from the standpoint of relations to the school and the parent-administrators in their thrust for better education.

E. Business, industry, and government must be a part of the educational process.

Second, seek college tuition payments for all those black youths who are capable of securing admission to college--tuition waivers at state universities and tuition payments at private schools. Special programs should be instituted at colleges and universities to meet the teaching needs of the primary and secondary schools in the ghettos.

Third, vocational schools should be built in the central city to meet the needs of those youths and adults who cannot or do not aspire to attend institutions of higher learning. These institutions should provide training in the skills and techniques of modern technology so that the people involved will possess some of the necessary skills that are now needed in American business and industry.

We feel that the federal programs offered thus far have only scratched the surface of the educational problems of the ghetto. Generally, these programs have offered too little for too short a period to make very much of an impact on the real underlying reasons for the problems of the ghetto. Too often, we have been concerned with the symptoms of the problem and not the basic causes of the problem.

State governments have done even less to cure the problems of the city, relying mostly on the Federal government. If we are to bring the large majority of black citizens into the mainstream of society, large sums of resources must be committed immediately to the education of black youths. Time is approaching the twelfth hour.

A RESPONSE

by

LEROY JENSEN

You've had a lot of challenges thrown to you in these last three presentations. If you educators are not frustrated now, I don't know what is going to put you in that condition.

I'd like to make clear, first of all, that my comments are my own beliefs. I'd like also to point out that they may not necessarily represent the opinion of my employers.

I did not anticipate the divergent approaches to this topic but this is probably my mistake in not considering the various alternatives. I would like to compliment these people on their well-prepared and delivered speeches.

I'm not inferring that my goal is far different from any of theirs. But we do see problems differently and this is only usual. The viewpoint that each of us has is quite in line with our experience. Someone has pointed out that a person's opinion of a pedestrian depends upon whether or not at that particular moment he is walking or riding. Likewise, we look at a foreigner and think of him as being different than ourselves in talk, dress, and action; forgetting that within a few hours by supersonic planes we can cross the boundary of another country and then you or I become the foreigner. My point of view, partially in hope, but primarily from observation and expectation, is that public education has an immeasurable opportunity to worthily affect moral, ethical, and religious values. Perhaps trying to do what I'd like to do in education is rather like disarmament. The idea is great, most people are for it, some of us believe we know just what to do, but it has never been done this way, so it probably won't work.

Dr. Bachman has inferred that church school education has a major control in the total field of helping our young people with values they deem desirable. This I would debate. Furthermore, I do not believe, that for constitutional reasons, teaching values derived from religion must be divorced from public schools. Church related schools have the privilege and certainly should have more Biblical teachings in the curriculum. I should also claim that non-sectarian schools continue to convey the influences of Christian teachings. It is true that in the public schools, the fourth 'r', religion, cannot in general be taught because

of the diversity of beliefs. This is in respect to the rights of the different individuals. But neither can religion be ignored in the school, if it is to fulfill its function of promoting the democratic ideal. We can and should teach about religions. This is a means of showing the influences of Christianity, the particular religion claimed as our heritage. It is a part of history and literature. America's ideals are rooted in belief in God. The concept is constantly revealed in the conduct of our government, both national and state. Our coins proclaim the words 'In God We Trust.' Chaplains are indispensable in the armed forces. Our presidents have continually relied on divine help and guidance. Legislative sessions open with prayer. The Ten Commandments decorate the doors of the Supreme Court.

To be commended are the planners of this conference for recognizing a higher power than man, this being evident by scheduling invocations. Today these concepts of man's dependence upon God distinguishes most sharply from the totalitarian state which recognizes no power higher than itself and even scorns individual rights. Aren't public school teachers obligated to 'tell it like it is'? The exchange of students between public and nonpublic schools provides for opportunities for those who believe they should have sectarian education. This is provided legally by shared and released time.

Well, as far as Mr. Estes' proposals are concerned, they are important to us and we deplore the slowness in providing aid to them faster than has been done. More aid needs to be channeled to their work and K through 6 children do profit much from this. As far as delinquency is concerned, schools do have a responsibility. It's overwhelming the responsibility that schools take when they assume that they can provide all the answers to the questions that have been raised.

I'm going to raise a couple of questions here. Perhaps you will, or will not agree, but John Ruskin may have been correct when he defined education as not teaching people to know what they do not know but rather teaching people to behave as they do not behave. There was a president of Brooklyn College who says every society gets the kind of youth it deserves. Young men and young girls do not make the world in which they grow up. Adults do. Now if there is some credence in these statements, who is going to do the job that we expect? Education is a very inclusive term. Can schools be expected to do this alone? In a very real sense, the attitudes of youth are formed by the model of behavior norms presented by the total world such as parents, teachers, communications media, his peer group, the man on the street, the government. Here majority action is conforming and usually peaceable, but there are enough breeches of law and order in behalf of righteous causes to make difficult the arguments to students that they should always operate through channels.

What do we do about the sick movies, as Margaret Chase Smith says in her discussion of movies? What can we do about Milton Eisenhower's report

on violence? What do we do about these things that influence the people and our youth out in our communities? Well, I believe that America has a great future if its youth can be provided with models of courage and honesty. This I'm sure is not a you, they, or an 'I' type of job. It's a WE type of challenge. A unified effort is essential.

A RESPONSE

by

ROY FOX

There are two reports I'm going to comment on because I can't pronounce the name of the third person. Dr. Bachman and John Estes, I'm not talking about you. Bertrand Russell, in his book "Why I'm Not A Christian," in the preface makes an interesting statement. He says, "I think all of the great religions in the world-- Buddhism, Hinduism, Christianity, Islam, Communism, are both untrue and harmful. It is evident as a matter of logic that since they disagree not more than one of them can be true." Now, we're not like Petula Clark. We're not singing "Games People Play" or Eric Burn who wrote a book by the same title. We're dealing with life. I choose to ignore the statement of Bertrand Russell, that he's going to rule them out because they are untrue and harmful. But it is interesting that it is a matter of logic that one has to be right and the other wrong. Religion is no different than any other field. We've got a philosophy going on in this country, because we really don't know anything about religion. We're really not ready to face up to it. This philosophy says it doesn't make any difference what you believe. Part of the reason that we've got this situation is because education has fallen down on the job.

Dr. Bachman is absolutely correct in his presentation where he makes this statement, "and the court conceded that (a) it might well be said that one's education is not complete without a study of the comparative religions, history of religion, its relationship to the advancement of civilization." There's a group in Fort Wayne, Indiana, called the RIA--Religious Instruction Association. They have been trying to say for years that it is time that religion takes its place in the educational system. Not, however, as Dr. Bachman has suggested, as a subjective thing where the teacher lays it on the line how he feels about it, but objectively.

Proof that education today is not doing its job is that the end result is the student with his degree who now feels that he's at the end of the road. He's got it all up here and he is ready to go. What, supposedly, we should be achieving is the creation of minds that, once the book is put away, are looking for other ways, are always growing. Life is a process of learning. This should be true in religion as well as any other subject. Quite frankly, when I reached the age of 17, 18, and 19, I could have cared less what an individual teacher believed,

even a brilliant mind, because a teacher can be wrong. What we need to do is to become truly objective. We should not try to create little Roy Foxes or little Dr. Bachmans but we should try to create an individual who has before him all there is to know about a subject such as religion. Teach him Hinduism and Buddhism along with Christianity, fairly and objectively, and let the student decide for himself what is right and what is not. In other words, the student of today should be in a position that the teacher would tell it to him the way it is and not the way the teacher wants it to be.

Now, what you say Mr. Estes is 100 percent correct. I'm from Chicago. I've worked in the ghettos of Chicago and New York, and am doing some work in our town here, the city of Des Moines. However, I disagree with you in one very definitely serious area. The land of the Indians is being used by us and that's why we paid for it. The government demanded services of the veterans, they paid for it. Private enterprise is smart to give the incentives because they get something out of it. The person that pays because the courts make him do it isn't doing it by choice. I do not take pride in the fact that I'm a white American. At the same time, I'm not ashamed of it. Because pride as well as shame denotes something done, a contribution made, either successfully or unsuccessfully. I am a white American because I was thrown into the situation by no choice of my own. I have nothing to say about the nitwits in past history that shamefully treated other fellow Americans, and Mr. Estes let me remind you that it was black as well as white men who were responsible for the slaves coming over to this country.

I agree with you 100 percent in what needs to be done. There's a very good friend working in your corner. He's a Jewish person, Sammy Davis, Jr. He sings a song called "I Gotta Be Me." For God's sake, let me be Roy Fox. Don't make me pay for the crimes of someone I have nothing to do with, someone I did not know. If I lived in that day and age I would have hoped to God I would have the guts of a Lincoln, the mind of a Jefferson, and the tongue of a Webster to help you people out. Let me be motivated out of love that says, "John Estes, I love you and I love your people and I'm not proud, I am not ashamed, I am thankful of the position I'm in, and because of this thankfulness that overwhelms me, I want to help you!"

Now, in behalf of my own body, I want to thank Governor Ray for asking me here. It's a tremendous responsibility. I hope I did justice.

A RESPONSE

by

ROBERT BINA

My response will not be restricted to this panel. Rather, it will, I hope, be a comment to the Governor's Educational Advisory Committee.

As an assistant instructor at The University of Iowa, I feel that my ideas will be heard through our effective President Boyd. As a part-time instructor at a private girls' school, my interest will be protected by the Iowa Association of Private Colleges and Universities. However, in my status as a student, the capacity in which I am speaking now, my voice is very limited. If you don't believe that, look around you. How many students are here that are not on the panel? It is reasonable to see students speaking at this conference, but I have one simple question. Why is there no direct student representation on the Governor's Advisory Committee?

We have heard, during this conference, statements dealing with public and private education, vocational education, budgetary problems, and others. We have not heard about the major element, the student. I should correct that a bit. I think those of you who heard Mr. Sutton this morning could take a little bit of his word to heart. He's offensive to me at times. He's offensive to you I'm sure. But I think the problem as we have it right here is that this conference is not student oriented or human oriented.

Just yesterday Dr. Venn said that we do not allow students to give, and we do not. I find the current dilemma concerning girls' short skirts and men's long hair very trivial. I find the attempt to disenfranchise the student's right to vote even more repressive. I further find the procedures of administering the National Defense Education Act simply impossible. We are not allowing that student to give. We insist that he conform to dress patterns that are basically alien to him. We teach qualities of ethical responsibility and active citizenship, but do anything possible to hamper the expression of that desire.

Mr. Estes, in discussing our American creed, asked to what extent has the black man's faith in this creed been justified. I would also ask to what extent has the student's faith in this same American creed been justified? We refuse the student a moral right to know why he, as a student, has been refused a federal loan. Note that I am saying, on this particular point, that the student should be

allowed to give, in this case, his part of the story. I would hope that at least some of you will agree with me that these areas are, in fact, moral and ethical issues from the standpoint of the student at least.

It is then my strong response to this conference that efforts be initiated to include students on the Governor's Educational Advisory Committee. Provide that opportunity for the student to give his ideas, and to give them directly.

A RESPONSE

by

LEROY H. PETERSEN

It would seem appropriate for me at this point, as Chairman of the Governor's Educational Advisory Committee, to reply briefly to the question which has been raised by Mr. Bina, another speaker at this Conference, asking why there are no students on the Governor's Educational Advisory Committee. This answer is very simple. The Committee was intended to be composed of laymen who have a strong interest in, who do not have a primary role in, the educational process. It should be observed also that there are no persons on the Committee who are currently educators. The students represent the other side of the coin in the educational dialogue and thus, because of their special situation, are not included in membership. It should also be noted that no legislators are included on the Committee. This group too has a special and continuing role in determining educational policy.

Each of these groups is an important part of our school system but is hardly capable of objective self-examination. It is hoped that the Governor's Committee of laymen will be able to bring into focus and relate the problems of each of these very vital groups in the educational process.

During the course of the study there will be ample opportunity for each of these groups to make their views known. This Conference is the first of these efforts. Later representatives of each of these groups may appear before the Committee and present their views; in fact, they will be asked to do so. In addition, as our study progresses and preliminary recommendations are developed it is planned to arrange a series of area-wide meetings for the special purpose of securing the comments and reactions of all citizen groups especially the educational leaders, the student, and the legislators of the various areas of the State.

PANEL

STOPPING THE COST SPIRAL?

Panelists:

- Dr. Harry S. Allen - Director of Institutional Research Planning for the University of Nebraska; formerly served as Director of the Voluntary Coordinating Council for Higher Education in Colorado.
- Mr. Stephen Garst - Member of the State School Budget Review Committee.
- Mr. Ray Edwards - Executive Vice-President of the Iowa Taxpayers Association.

Responders:

- Senator Joseph Flatt - Chairman of the Iowa Senate Higher Education Committee.
- Mr. Walter Hetzel - Superintendent of Schools for Ames, Iowa; a former President of the National Organization on Legal Problems in Education.
- Mr. Monte Weissenburger - Chairman of the Governor's Economy Committee.
- Mr. Wayne Moore - Vice-President for Business and Finance for the Iowa State University.

STOPPING THE COST SPIRAL?

by

HARRY S. ALLEN

My assignment from Governor Ray is to talk about the possibility of adopting a cost-cutting goal for higher education. Though from the perspective of many, this is "looking through a glass darkly," higher education costs need to be viewed from two differing levels - national and state policy as one determinant, and the institutional potential for controlling costs as the other.

Realism leads to the conclusion that the total costs of higher education are going to increase, and that funding requirements at both state and federal levels will rise markedly. Regardless of the potential economies resulting from educational administrative policies (about which I will talk later), the total tax bill is going to rise rapidly unless public and governmental expectations with respect to higher education change decisively. This needs placing in some kind of historical perspective. In 1930 the gross national product of the United States was less than half of our current federal budget. Higher education expenditures, public and private, in that year were \$508 million or about one-half of one per cent of the gross national product. By 1965, both gross national product and expenditures for higher education had risen markedly and we were expending about \$12.5 billion a year on higher education, both public and private, or just over one and one-fourth per cent of our gross national product. Current studies from a variety of sources suggest that by 1975 national expenditures for higher education will total some \$25 billion or two per cent of the gross national product. (See table 1.) Some observers expect it to be three per cent of the gross national product.

The first and most obvious cause of increasing dollar expenditures is that Americans have become rather firmly dedicated to the idea of at least two years of education beyond the high school for all of its young people. This is an objective fully spelled out beginning with the first White House Conference on Education. States have responded to this pressure by greatly enlarging existing institutions, upgrading the instructional levels of former "teachers colleges," and embarking on a campaign of wholesale creation of new institutions, especially junior colleges.

More institutions simply mean more students in higher education. It is not cheaper for the taxpayer to create a new junior college rather than expand an existing institution. There may be many sound reasons for creation of new colleges, but saving money by taking students from one institution and placing them in another is not one of them. In higher education, the demand increases to

Table 1

EXPENDITURES FROM CURRENT FUNDS AND TOTAL CURRENT EXPENDITURES
(1967-68 DOLLARS) BY INSTITUTIONS OF HIGHER EDUCATION
UNITED STATES, 1965-66 to 1975-76

Year and Control	Expenditure for Educational and General Purposes				Expenditure for Auxili- ary Enter- prises and Student Aid	Total Ex- penditures From Current Funds	Capital Outlay From Cur- rent Funds Only	Total Current Expendi- tures
	Student Education	Organized Research	Related Activities	Total				
1965-66								
Total	7.2	2.6	.7	10.5	2.6	13.1	.6	12.5
Public	4.4	1.2	.4	6.0	1.4	7.4	.4	7.0
Nonpublic	2.8	1.4	.3	4.5	1.2	5.7	.2	5.5
1966-67								
Total	8.0	2.8	.8	11.6	2.8	14.4	.6	13.8
Public	4.9	1.3	.5	6.7	1.5	8.2	.4	7.8
Nonpublic	3.1	1.5	.3	4.9	1.3	6.2	.2	6.0
1967-68								
Total	8.8	3.1	.8	12.7	3.2	15.9	.6	15.3
Public	5.5	1.4	.5	7.4	1.8	9.2	.4	8.8
Nonpublic	3.3	1.7	.3	5.3	1.4	6.7	.2	6.5
1968-69								
Total	9.6	3.3	.9	13.8	3.4	17.2	.6	16.6
Public	6.0	1.5	.6	8.1	1.9	10.0	.4	9.6
Nonpublic	3.6	1.8	.3	5.7	1.5	7.2	.2	7.0
1969-70								
Total	9.9	3.5	.9	14.3	3.7	18.0	.5	17.5
Public	6.2	1.6	.6	8.4	2.1	10.5	.4	10.1
Nonpublic	3.7	1.9	.3	5.9	1.6	7.5	.1	7.4
1970-71								
Total	10.5	3.7	1.0	15.2	3.8	19.0	.5	18.5
Public	6.6	1.7	.6	8.9	2.2	11.1	.4	10.7
Nonpublic	3.9	2.0	.4	6.3	1.6	7.9	.1	7.8

Year and Control	Expenditure for Educational and General Purposes				Expenditure for Auxiliary Enterprises and Student Aid	Total Expenditures From Current Funds	Capital Outlay From Current Funds Only	Total Current Expenditures
	Student Education	Organized Research	Related Activities	Total				
1971-72								
Total	11.1	4.0	1.1	16.2	4.0	20.2	.4	19.8
Public	7.0	1.8	.7	9.5	2.3	11.8	.3	11.5
Nonpublic	4.1	2.2	.4	6.7	1.7	8.4	.1	8.3
1972-73								
Total	11.9	4.2	1.2	17.3	4.3	21.6	.4	21.2
Public	7.5	1.9	.8	10.2	2.5	12.7	.3	12.4
Nonpublic	4.4	2.3	.4	7.1	1.8	8.9	.1	8.8
1973-74								
Total	12.8	4.4	1.2	18.4	4.7	23.1	.5	22.6
Public	8.1	2.0	.8	10.9	2.7	13.6	.4	13.2
Nonpublic	4.7	2.4	.4	7.5	2.0	9.5	.1	9.4
1974-75								
Total	13.4	4.6	1.4	19.4	5.0	24.4	.5	23.9
Public	8.5	2.1	.9	11.5	2.9	14.4	.4	14.0
Nonpublic	4.9	2.5	.5	7.9	2.1	10.0	.1	9.9
1975-76								
Total	14.3	4.8	1.4	20.5	5.3	25.8	.5	25.3
Public	9.1	2.2	.9	12.2	3.1	15.3	.4	14.9
Nonpublic	5.2	2.6	.5	8.3	2.2	10.5	.1	10.4

Source: Projection of Educational Statistics to 1977-78. U. S. Office of Education, 1968, pp. 88-89.

meet the supply, not the other way around.

Despite the fact, however, that the opening of new colleges, junior colleges, extension centers, and so on, has increased the attendance rate in American higher education to a national figure approaching fifty per cent of high school graduation, we still do not provide educational access for large numbers of qualified young people.

Even with large-scale scholarships, and loan programs many of which are federally assisted, college largely remains the domain of the middle and upper economic class American. A recent study of 14 widely separated communities by the Center for Research and Development in Higher Education at Berkeley concluded:

Whereas most students from upper socioeconomic families entered college regardless of ability, most students from lower socioeconomic strata did not enter college - again regardless of ability. If a high school student's father worked at a high occupational level, his chances of going to college ranged from 84 per cent if he ranked in the top two-fifths of his class to 57 per cent if he fell in the lowest two-fifths of ability. On the other hand, the bright child of a father with low occupational status had only a 41 per cent chance of going to college and if in the lowest two-fifths his chances fell to 20 per cent.¹

All of these factors are among the reasons that degree credit enrollment in American higher education will increase from an estimated 9.8 million by 1977, and result in extending and continuing fiscal pressures.

A second reason for rapidly increasing higher education costs is to be found in the changing nature of the subject matter. The knowledge explosion is enormous. Twenty-five years ago the average biology department could teach its undergraduate students with some low power microscopes, a few sets of slides, and some small animals for dissection work. But even high school biology in many places has gone beyond this stage, and a typical university undergraduate program in the life sciences requires large outlays for equipment, staffs of technical personnel to maintain the equipment, increased amounts of building space to house the equipment, very much larger power and heating bills and so on. It is fairly common to invest sums of \$25,000 in equipment for a new professor in life sciences, and Martin Myerson, formerly Chancellor of the University of California, has made the statement that a \$100,000 investment is

¹The Research Reporter, Volume II, No. 1, 1967, The Center for Research and Development in Higher Education, Berkeley, California.

not unusual.²

A third reason for increasing costs in higher education, and one which may abate somewhat in the years ahead is the increase in salaries resulting from the demand for faculty. Faculty salaries comprise about one-half of the operating budget of a typical institution - in smaller ones a greater share. These salaries have increased markedly, since faculty respond to the law of supply and demand the same as all other segments of the economy. Despite these substantial increases (the average has about doubled in the last decade) salaries are still low in comparison to other professional groups with the same training level. In 1967 there were still only 10 per cent of all faculty who received more than \$14,000 a year and 16 per cent received less than \$7,000 a year.³

There may be some easing of pressures on the faculty sector toward the middle of the 1970's. Though faculty are still apt to be in very high demand, the growth rate is slowing down. In the 1957-1967 decade full-time equivalent professional staff in higher education increased from 274,000 to 522,000, a growth of over 90 per cent. In the 1967-1977 decade, growth is estimated by the Office of Education to 730,000, a growth rate of only 40 per cent. And the production of doctoral degrees in relationship to undergraduate degrees is also improving. In 1967 American higher education awarded one doctoral degree for every 311 baccalaureate degrees; by 1977 this is expected to improve to one doctorate to every 225 baccalaureate degrees. Yet the Ph.D. holder will still constitute something on the order of one per cent of the students who enter public school at first grade.

A fourth reason for increasing costs in higher education lies in the assignment of a number of non-teaching functions to faculties. Let me state at the very beginning of this part of the discussion that faculty work hard, that their time is well occupied. The average faculty member puts in far more than the 40-hour standard work week. The working week of an average faculty member on our campus in Nebraska is in the order of 50 to 55 hours per week and more. But American higher education, for a whole series of reasons which we do not have time to discuss here, and which are far more complex than the publish-or-perish argument, has reallocated both professorial time and capital facilities into a host of functions beyond classroom teaching and its allied activities.

A study by the U.S. Office of Education in 1930 reported that the average number of hours per week spent in the classroom in universities was about 15.0 and for teachers colleges about 16.7. Today a more typical number of hours spent

² A Changing Economy for Higher Education, Martin Myerson, *The Public Interest*, Spring 1968, p. 114.

³ Compiled from report of AAUP, The Status of the Profession, 1968.

in classroom teaching is nearer to 9 on the average, and in many institutions, the teaching load is averaging 5 or 6 hours per week. The time has been shifted into research or public service of a variety of types. The major changes in higher education costs will only result from public policy changes. What can be done administratively about the cost spiral in higher education?

At this point we leave the hard statistic and venture into the speculative and indeed "peer through the glass darkly." It is speculative because we know very little, really, about the whole matter of resource allocation in higher education. State budgeting and legislative procedures in most states have worked against this concept for the public institutions, and until very recently much of private higher education did not feel it necessary.

To me the first imperative to controlling the rising cost of higher education is to begin a system of coherent program/planning/budgeting which looks at the University as a total system. Reviewing a building utilization figure without really knowing what the impact of increased building utilization on staff costs might be may reduce the capital budget but build into the total operation a considerable increase in operating and staff expenditures. I doubt very much if there is a single institution in the nation which can accurately tabulate the allocation of its dollars between research, instruction, and public service.

Knowing these things will not automatically reduce the cost, but will provide some basis of making coherent policy determination at both the institutional board level and state legislative and executive levels.

There is one matter of higher education costs which, in my personal judgment, ought to be taken from the higher education budgets, established as separate entities and, therefore, much more susceptible to public policy determination. I refer, of course, to the major governmental research undertakings, which are filtered into all of our institutions. Higher education must positively approach Alvin Weinberg's proposal for large federal "think tanks" with integrated systems approaches to large-scale social problems as an alternative to University-oriented research. In addition to other potential benefits to higher education itself, such a separation of applied research from the University might make it possible for clearer cut policy decisions as to the funding level of this research by the Congress and institutions by state support.

Aside from the foregoing there are some specific actions which higher education might take to more effectively review costs and these include some of the following:

With respect to operations:

1. Much tighter review over new courses and additions to the curriculum need to be investigated. It might be very worthwhile for some institutions, for a period

of a few years, to insist as a minimum that for every course a department wants to add, one must be dropped.

2. Salary policies should begin to recognize those faculty members willing to undertake a larger teaching responsibility as opposed to a research or public service responsibility. We have paid for greater productivity in research - we must begin to compensate for greater productivity in teaching.
3. The program decisions must be placed in future perspective. Nothing in this world is free, and it is impossible to start any new program without cost, however well that cost may be hidden. Cost increases resulting from program changes can only be controlled if policy makers insist that all present and future costs of program changes be fully understood before such change is adopted.
4. Despite its difficulties, higher education ought to study the matter of costs vs. benefits. This is a complicated matter, involving social as well as fiscal costs, but somewhere along the line we must have the answer to the question of whether or not additional increments of education are worth the money in economic, social, or even in intellectual terms.

With respect to facilities:

1. Here again we must turn to a clearer understanding of the interrelationships between buildings and programs and analyze building usage in terms of the total fiscal impact and a benefit theory of expenditure.
2. The need for monumental-type construction needs review. In view of rapidly changing technology of education, perhaps we should construct buildings which will have to be replaced or radically changed on the interior in 20 years.
3. We need to take a more positive attitude toward multiple-use laboratory buildings. It is quite possible to extend the use of a Chemistry laboratory for use of a biology class - given the appropriate program requirements at the outset.

4. The state has a real opportunity to look at policy with respect to instruction at the time it authorizes any buildings. I think public policy makers have a right to place the question of a building in the perspective of whether you wish to continue the program at all. For example, when faced with a request for a new physical education plant, the first question is not whether or not the old one needs to be replaced, but whether or not, as a matter of public policy, you want to invest in physical education at all.
5. New buildings need to be understood, just as new programs, in terms of long-term operating costs, and these total costs conceived in a benefit relationship. For example, our new Chemistry building at Nebraska will about double the power bill for our campus.

Cost reductions are not to be had by simplistic approaches and the standard bromides of better classroom utilization, or higher faculty loads or lower faculty salaries. Savings achieved by this kind of analysis are marginal — regardless of the quality of the analysis. Good analysis and bad programs can, and frequently do, go hand in hand. What is needed is rather a fundamental look at the institutional programs and the placing of these programs in proper perspective. This must be done internally within the institutions by administrators and perceptive boards of control. It must be encouraged by a public budget and fiscal process which lends itself to modern management approaches and must be part of a broad public policy review. Nothing less will really accomplish any benefit for the educational system or have much impact on cost.

STOPPING THE COST SPIRAL?

by

STEPHEN GARST

I think the topic assigned to this committee puts the committee somewhat in the role of the villain. Any time we talk about money, when we are talking to educators, we become the villain, at least to the educator. Money is what we're concerned about. It's what makes these institutions go. I have just finished spending two years as a lay appointee on the State School Board Budget Review Committee. I think a lot of people in this room know about this. I'm sure there are a lot of other people who don't even know what the State School Board Budget Review Committee does and is. It's a body that is composed of five people: Paul Johnston, State Superintendent of Public Instruction; Marvin Selden, Comptroller, and three lay members. Our job is to follow out the dictates of the legislative action taken back in 1967 when the legislature passed the first school aid equalization bill.

What the legislature was going to do was lay out state money to local school boards, to secondary and elementary education. They were going to have this money returned by the state so the state felt it should have some say so in how this money should be spent. The legislature put up a watchdog committee, of which I've been a member, to divide up this equalization aid. In this past year it amounted to 111 million dollars.

We have a lack of understanding, somewhat, of what this committee was to actually do, even by some of the legislators who happened to pass this bill. Some of them say, get in there and squeeze them down. I had one tell me that the taxes are too high over where his farm is. Really he thought that we were going to squeeze the money out of one school and save it for the state. Actually the school board budget review committee only divides up part of state money as a result of a concern that this money to reduce property taxes actually wouldn't reduce property taxes at all. Instead the people would take the funds and spend them away on a rather foolish manner.

After two years of study, interrogation, and committee meetings with 127 school boards this last year, and mind you that takes a great deal of time, I can truthfully say that most school administrators are hardworking, very dedicated people. I would say the school boards that support them are not wasteful in the spending of their money and in general the money that has been spent has been in pretty good hands.

The problem that we run into is the fact that the money isn't being spent well from the state's standpoint. We have a situation where we are looking at a possible waste this year of at least 25 percent of the equalization aid. I think the 27 million that we are spending in the state of Iowa on elementary and secondary education, the money we're feeding back to these communities, is utterly wasted; not because the people who are running the program are wasting the money but, because the basic problem now facing those schools is that those people can't help but waste the money because of the structure of the school organization itself. This is rather a strong statement but, somebody has to say it. I happen to be in one of the communities that can't help but waste the money, too. We have too small a school system. We can't help but waste the money because we can't get the classes organized so we can get efficient use of the teacher. Today a teacher maybe averages \$8,000 in a high school. If they're teaching twenty students, that's \$400 instructional cost per each student. That same teacher in many schools, in fact nearly half of the schools in the state of Iowa, is teaching ten. We have cases where they're teaching 5.3 students per teacher. Ten students per an \$8,000 teacher costs him \$1,000. Therefore we put a law together that was rather a welcome thing to the Iowa taxpayers. It was good legislative business. But, unfortunately there were a few things that had come about by oversight.

We find that we are now rewarding districts who were inefficient to start with. We have school districts that are building on a basis where they can go out and literally spend \$1,100 per student this year and not be in violation of the school board budget review dictates. This is possible because laws were passed and the law itself is incorrect. We reward inefficiency! If we grow 8 percent this year and they were spending a thousand dollars last year, we'll give the school \$80.00. The average school in the state of Iowa was spending maybe \$643 last year. We take another 8 percent of that and we add \$50 or \$52 that it gets and compare it to the \$80 for the inefficient school and realize that what we are doing is perpetuating a system that was automatically solving itself. We had continued operation where we could have had consolidation going on. Consolidation is a dirty word, especially if you live in a small community.

We are dedicated, it seems to me, right at this time to provide equal education to every student in our state. You can't provide equal education unless you have equal courses offered. So we end up in a situation where if you try to live up to statutory requirements, having the courses that are properly needed in our school systems, you end up having one French student or two students taking German, as in Coon Rapids High School right today, it's not that those people are spending the money incorrectly. It's that they're trying to meet a need that the school structure will not allow. In this last year we had one school consolidation.

What we have done is tied ourselves into a situation where we are wasting the money that we have already allotted to help these schools. It was a good law and it's still salvageable. But this law needs modification and it needs change.

Frankly you are looking at a very frustrated committee person. This happens to be a conference dedicated to teaching 30 people what little we can to give them some background in running a comprehensive educational study for the state of Iowa. I'm disturbed because I look at this audience. I listened to Jim Sutton. Are we really hitting the right audience here? I don't think we are. I think we are talking to ourselves. Well, we have to get it out of this place-- we can't talk to ourselves. The other persons that we really have to talk to are the state legislators. There are a few of them here and obviously they are very dedicated legislators or they wouldn't be here. But what are seventeen doing here when there are 185 of them? We have to convey these messages to them. The thirty people that are going to learn something in this educational conference, that are going to study for the next two years, all the work they do is going to be in vain unless it can be carried to the people, to the legislature, and we do something about it. We must change the structures of what we already have. Let's not just mumble to ourselves. If we can't implement the action, we're going to be in trouble.

I happen to be a farmer and I am kind of interested in corn. It turns out that the average corn crop in the state of Iowa is worth 900 million dollars. I see a lot of corn when I drive down the road. In the state of Iowa we're spending close to one billion dollars on education. Education is bigger than the corn crop. What are we doing with the money we're spending? We've got \$534,000,000 going into elementary and secondary education this year. That's the proposed budget-- \$50,000,000 higher than last year. Of course, the year before we went up \$56,000,000, so maybe we can take a little pride in that we might have saved \$6,000,000 by having people scrutinize their budgets. But, at the same time, when I can look around and see that we're wasting \$27,000,000 because we're unwilling to face structural changes, I get upset.

I also get upset when I see we're spending a billion dollars and I really don't see any money being laid out for planning. How can we spend a million dollars and not spend anything for planning? Who's going to study the new structure that we should be having in our school system. Many years ago we had some legislative decisions which let consolidation go on its own, let the strongest eat up the weakest. We've gone in this direction and it has been hard to change. We haven't changed it. But we are now in a situation where we have come to the end of this. I want some money laid out for studies. Maybe the Great Plains Study wasn't the right thing, who knows? All we're talking about is some money laid out by the legislature so we have some direction. It wasn't forthcoming.

I think that we have to educate the people that aren't here. I think it is the average citizen that people are under-rating. I listened to Paul McCracken yesterday and I really didn't buy everything he said. He's looking at it on a federal level where everybody is vying for that dollar. I just heard a man over here on my right who talked about the fact that we're going to spend more for education.

I believe it, and I believe the average citizen will spend more for education if it could be proved to him to be money spent in a good manner, that it's not wasted and we're getting the most for the dollar that we can. I don't think it is necessarily true at the moment.

I think that the real problem for this 30-man committee isn't to learn. It is to learn and to convey. I think they are going to have to tie themselves in with their legislative body somehow. There are no legislators on that committee at the moment. Legislators have to be brought into the action because, finally, they are the people who are going to touch those purse strings. They're the ones who are going to fund the program. Nobody is going to do it without them. You have to convince them. Maybe we're going to have to have their constituents go and help convince them because legislators are going to be responsive to what their constituents want.

I'm only one person. I'm only one voice. When you go through the frustrations of working hard for two years on something that you started out being basically opposed to because it strikes at the very heart of one's own little community, and you find yourself in a situation where you have to live up to the truth that if I'm going to have the education I want for my kids I have to change the structure of the school, that I have to see that the school teacher is adequately used, you get frustrated.

I have people who say, "Gee! The school teachers are getting too much." This is a normal response to the school board. Pretty soon you get talking about it and they recognize the fact that if you don't pay the school teacher what she or he is going to get in a competitive job in industry, there isn't going to be any school teacher. I think it's only right that we pay the competitive wages in the school system. One of the things we run into is that 70 percent of total school budgets through elementary and secondary school systems are basically administrative and instructional salaries. Take 70 percent of anybody's budget and waste 50 percent of it and it gets to be a 35 percent or more waste. We have this in these school systems. I don't think we can afford it.

I have to lay out the proposition that we do need change. We do need to spend our money better and we're going to have to educate ourselves. We have to involve the other people. I heard people crying out that there were students, they were blacks, they're graduate students. We had all sorts of persons who weren't being really satisfied. We talked about community college. Finally, I think Mr. Average Citizen needs to be satisfied. The way he is going to be satisfied is when he recognizes he's getting his full dollars worth out of a dollar spent.

I hope that my message to committee members doesn't discourage them. I went through the time when I was very concerned about becoming discouraged. The one thing you do get is a lot of self-education and you may end up with the

realization that we have broadened the front of the people who know more about what's going on in the school systems. If we don't change them tomorrow or if we don't change them this legislative session, maybe five years from now it is going to be easier to pass school business, school laws, school direction.

STOPPING THE COST SPIRAL?

by

RAY EDWARDS

The annual outlay for the public supported educational system in Iowa is fast approaching the one billion dollar level -- and will perhaps reach this in the next fiscal year.

Apparently this fact was recognized by the Conference Planners when choosing titles under which discussion would take place. Ours is entitled "STOPPING THE COST SPIRAL."

From the wording of this subject title I assume that for the purpose of this Conference there is general agreement among the planners that there is, in fact, a cost spiral and that we go from there and discuss what can and should be done about it.

As part of my assignment on this panel I was asked to broadly survey the costs of our educational system, and in doing this the primary information source will be U.S. Department of Commerce Reports.

Although the most recent reports from the source are from the fiscal year ending in June 1968, they do nevertheless provide the most reliable data for interstate comparisons of all state and local governmental costs including education.

Total expenditures for all state and local government functions in Iowa stood at one billion five hundred eighty six million dollars in fiscal '68. Approximately 45 per cent of this total (seven hundred and six million dollars) was for education and 70 per cent (\$495 million) of this education total was for local schools.

It is readily apparent from these figures that the sizable portion to total state-local expenditures attributed to education means that any change in the level of expenditure for this purpose has a dominating influence on the total spending level for all purposes which, in turn, governs the total tax level for state and local government.

So great is the influence of educational spending on the total state-local expenditure level that even if a way were found to hold all non-educational expenditures constant, I still can't find by way of computation how the present tax

base could possibly support the rates of increases experienced recently by the educational system without constant tax rate increases.

Tax base growth at the state level can now generate something like \$30 million in new revenue to the general fund each year. Local tax base growth can provide another \$15 to \$20 million annually to local governments -- a total of \$45 to \$50 million a year.

Now compare this amount of new revenue from growth with the \$124 million increase in fiscal '68 for all state and local educational programs and you have a clear focus on the educational cost problem.

True, some of these increased costs are financed with non-tax sources and federal funds, but even after accounting for these the problem remains.

This, of course, is an oversimplification of the exceedingly complex fiscal situation that currently exists in Iowa, and is not being presented as a penetrating analysis of total state-local financial woes. However, it does demonstrate what has earlier been referred to as the dominating influence of educational cost changes on the total expenditure and tax level in this state, and helps point out the desirability of adopting a cost-cutting goal for education.

There are other indicators that cost-cutting goals should be established, such as the recent Iowa expenditure trends for education as compared to other governmental functions as well as the interstate comparisons of educational costs.

Admittedly, everything has gone up in price in recent years. For example, the price index rose 20.4 per cent between 1958 and 1968. But this falls far short as an explanation of total state-local governmental cost increases for all purposes which rose 125 per cent during the same period.

Again, in these historical statistics the dominating influence of educational costs on the total expenditure level shows up. Whereas total spending increased 125 per cent, expenditures for all non-educational functions at both the state and local level rose 104 per cent, and the fact that the total increase for all purposes was substantially greater than this is attributed to a 159 per cent increase in education alone.

This has also given education a bigger share of the total expenditure pie than it had before and the education portion of total expenditures has risen from 39 per cent in fiscal '58 to nearly 45 per cent in fiscal '68.

During this ten-year period the differential between the rates of increase for local schools and higher education is quite pronounced. According to Department of Commerce figures, expenditures for higher education -- including area colleges -- rose twice as fast as for local schools.

The fact that these rates of increase are different is partly attributed to the progression of the World War II baby boom children through the secondary schools and into the colleges during this period.

Enrollments in elementary and secondary schools increased 20 per cent between fiscal '58 and fiscal '68 while higher education enrollments -- including area colleges -- rose 130 per cent.

It should be noted, however, that in neither case can you point solely to enrollment increases as a reason for the expenditure increases that occurred -- although for higher education this was a much greater governing factor than in the local schools. Nor can you point to increased enrollments plus the inflation factor as a full explanation.

Nationally you find similar differences between cost increases of local schools and universities (that is, university cost increases that are much higher than for local schools during the period under consideration), but there is one very significant difference between Iowa and the rest of the nation in this respect.

Using per capita amounts for comparison to offset differences in population changes, Iowa's national ranking for higher education expenditures rose from 20th to 18th between 1958 and 1968, indicating that spending rose faster than for the entire nation, but not at an appreciably greater rate. This fact, however, should in no way preclude thorough exploration of whether Iowa is trying to do too much too fast in higher education, for recent cost experience when related to Iowa's total economy has now raised this basic question.

When Iowa's local school costs are compared with the rest of the nation, there is an entirely different result than for higher education. In fiscal '58 Iowa ranked 19th in local school spending, but by fiscal '68 this ranking rose to 6th in the nation -- a dramatic change.

What seems to have occurred is that in most of the nation -- including Iowa -- the states were beefing up their financial support by varying degrees at the university level as the post-World War II children began to arrive in the colleges.

In most of the nation this added treasury burden was partially offset by a dampening of local school spending. Nationwide the local school per capita increase was 90 per cent during the ten-year period and this occurred during the preceding ten-year period.

In Iowa, however, there was no comparable slowing of local school spending and the per capita ranking for local school spending shot upward rapidly.

Thus, in Iowa we are faced with a cost acceleration for local schools well above an amount that can be attributed to inflation at a time when enrollments are nearly stable and may soon drop.

The Department of Public Instruction in its annual publication "Data on Iowa Schools, 1967-68" points out that "school district expenditures have consistently increased each year with greater increases during the last three years. Some of this marked increase is due to the increase in salaries as evidenced in Table 45."

Table 45 referred to shows that during the ten-year period ending with fiscal '68, instructional salaries increased 149 per cent.

The Department also notes that "the increases in school district expenditures cannot be attributed to great increases in pupil enrollments since Table 3 shows that there was very little change, with the prospect of even a decrease soon in enrollment, as shown in Table 1."

The Table 3 mentioned shows enrollments for recent years and, as already mentioned, they rose only 20 per cent between fiscal years '58 and '68, and Table 1 shows in '68 there were only 280,626 preschool children whereas six years earlier there were 339,401. It also shows that for this same period there was a 25 per cent drop in the number of children less than a year old.

All statistical information referred to thus far relating to local schools is now two years old and current data for other states are not yet available, preventing up-to-date interstate comparisons.

However, data from Iowa's local school budgets published this past summer do reveal a continuance of sizable increases.

For example, the estimated amounts to be expended this year for salaries of superintendents, supervisors, principals, and teachers is 14.7 per cent above last year.

Perhaps all of this will not actually be spent because each year there is some degree of over budgeting to offset the "tax lag" resulting from a school fiscal year that does not coincide with the calendar tax year. This, of course, is little consolation to the property taxpayer whose tax rate is determined each year by proposed expenditures and not by what is actually spent.

This being the case, it is therefore appropriate to look ahead and try to obtain some idea of what this rate of annual budgeted increase could mean in the future in the event a trend of this nature actually sets in.

Projecting this 14.6 per cent budgeted increase through the next ten-year period results in a total increase of 294 per cent.

If this were to occur, it would require an additional outlay of \$981 million above what is now being budgeted on just these salaries alone -- not to mention the increases that could occur for all other local school functions, for the

institutions of higher education, for the cities, for the counties, and for all other state government activities.

The Iowa economy is simply not capable of supporting expenditures of this magnitude without devastating effects on its future business and industrial growth that would stem from the resulting tax increases.

At current rates of economic growth and current tax rates the state general fund revenue and property tax revenue combined would increase \$610 million in the next ten years while just this one item -- teacher salary costs in local schools -- would require nearly one billion dollars more unless there is a slow-down.

If the annual rate of these salary increases is reduced to 11 per cent a year, this would still absorb every bit of the new state-local tax revenue resulting from growth which also would mean constant tax increases.

Clearly this demonstrates not only the desirability of establishing cost-cutting goals for education -- and particularly in the area of local school payrolls -- but the urgency of doing this immediately, because we are here discussing just one of the many items of cost for state and local governments.

All local school salary figures presented thus far relate to total payroll amounts which are governed by both the number of teachers and the individual salaries paid.

In fiscal '58 the average salary for teachers in the local schools was \$3,949. By the '67-'68 school year it had risen 85.7 per cent and stood at \$7,333. This was the third highest percentage increase among all the states. Last year the average rose another 10.1 per cent and this year it went up 9.8 per cent and is now \$8,867 -- a total increase since fiscal 1958 of 124.5 per cent.

In a recent news article relating to this year's increase, Mr. Wells of the ISEA pointed out that among surrounding states only Illinois and Wisconsin can boast higher teacher salaries than Iowa and that current salaries may bring Iowa even or slightly above the national average.

He said he believes this increase in salaries is helping alleviate the teacher shortage and has enabled the state to attract college graduates from other states by itself.

Perhaps this means there may be some deceleration in the annual rate of increase in total payroll amounts -- and, again, perhaps not.

Total payroll is also directly tied to the number of teachers employed.

In 1958 Iowa ranked 15th in the nation in numbers of people on local school instructional staffs per 10,000 population. However, by 1968 this ranking had increased to 6th in the nation and Iowa had 131.7 persons on instructional staffs per 10,000 population compared to a national average of 111.7.

This leads directly into questions such as how many teachers should there be? What is the proper classroom size at any given educational level? What should the pupil-teacher ratio be? And how is student achievement affected by classroom size?

Although it would be inappropriate for me to express my personal opinions regarding these questions because this is out of my field, I do know this:

Public school cost trends have and will continue to be influenced to an appreciable degree by the productivity of the teachers as measured by the number of students they teach. It is therefore of the utmost importance -- as well as being just plain common sense -- that in Iowa more attention be given to this matter of classroom size and all of its ramifications so that some determination can be made about how many teachers there should be in Iowa and that this determination is defensible with specific evidence.

Today there is a sort of rule-of-thumb guide in use in Iowa -- as I was informed by the State Department -- that class numbers generally should not exceed 25, which is also the national rule-of-thumb.

Inquiries at both the State Department and the ISEA as to whether there have been any recent Iowa studies relating to questions of the effect of class size on pupil achievement -- which might have produced some definite evidence about how many teachers Iowa should now have -- revealed that no such recent studies have been made as far as they knew.

Over the years numerous studies of this sort have been made throughout the country and the results as reported by Roger Freeman in his book "School Needs in the Decade Ahead" published eleven years ago are quite interesting.

He says that it does appear logical that children learn more in small classes than in large and then adds that if this "has not yet been proven by factual evidence then it is not for want of trying."

He points out that more than 200 research studies of class size and pupil achievement were undertaken in the past half century and cites a review of the more important ones made in the Encyclopedia of Educational Research which showed the following:

"Of the 73 studies, 16.4 per cent were reported as significantly in favor of large classes, 23.3 per cent in favor of large classes but not significantly so, 38.4 per cent in favor of neither, 17.8 per cent in favor of small classes but not significantly so, and 4.1 per cent significantly in favor of small classes.

Thus, according to Freeman, 40 per cent of these research reports favored large classes and 22 per cent small classes.

Much other evidence is cited in his book that leads to about the same results, among which is a 1956 project of the Connecticut Citizens for Public Schools with the help of their State Department of Education which reported that "the correlation between achievement and pupil-teaching staff ratio is practically zero."

In exploring the question of whether the disadvantage of large classes may be of a nature other than less learning, Freeman refers to a 1957 publication of the office of U.S. Commissioner of Education which stated: "At the present time research does not reveal how the size of class enrollment affects the emotional, social and physical development of children."

He then sums up all of his evidence by saying: "While factual studies do not seem to show an advantage of small classes, the testimony that can be provided for them is the overwhelming opinion of teachers and administrators that they prefer small classes."

Regarding this lessening of teacher productivity the former Dean of the School of Education at the University of Wisconsin, Lindley Stiles, is quoted in Freeman's study as pointing out that "while individual workers are accomplishing more in practically every other field, the teacher is found today as 'producing' in terms of numbers of pupils taught, less than a teacher of a generation ago," and Ralph Cordiner, then president of General Electric as saying in 1957: "There are some educators who are actually proud of the declining ratio of students to faculty . . . To my knowledge, there is no other field of human endeavor which actually prides itself on declining productivity."

So much for the national discussion over the question of what size classes are best. What is the Iowa situation?

In 1957 the State Department reported an average statewide pupil-teacher ratio of 21.1. Since that time there has been an appreciable amount of district enlargement and the total number of districts dropped from 3,323 with a median size of 31 square miles to 477 districts in 1968 with the median size of 103 square miles.

One would quite naturally expect that this would have resulted in some increase in the statewide pupil-teacher ratio -- but this did not occur. In 1967 the average ratio was down to 20.6.

Perhaps one reason for this is that bigness by itself has not resulted in a ratio today that is even as high as the 25 to 1 rule-of-thumb used in educational circles.

The 1957-58 state department records showed a pupil-teacher ratio of 25.5 to 1 in the largest districts -- those with over 3,000 enrollment. At that time there were 19 districts in this category. In 1967-68 there were 27 districts of this size but the average pupil-teacher ratio in these was down to 23.5. These 27 districts account for 41 per cent of total school population.

Also, in 1957 there were 65 districts with enrollments of between 1,000 and 3,000 which accounted for 18.5 per cent of total school population. The average pupil-teacher ratio in these was 23.5.

By 1967, reorganization increased the number of districts of this size to 120 which accounted for 30.8 per cent of total school enrollments but the pupil teacher ratio for this size school was less than before. It was down to 20.9.

Thus, as larger districts became more prevalent through reorganization and absorbed a greater share of total school population (nearly 3/4 of the state enrollment is now in districts enrolling more than 1,000), the pupil-teacher ratio became less in these districts -- as well as for the entire state.

The increase in the number of teachers coupled with the increase in individual compensation is reflected in the total instructional payroll rise, mentioned earlier, which prompted me to point to this area as one calling for the establishment of a cost-cutting goal.

The state government today provides an appreciable amount of the revenue it collects to the local schools under a complex formula wherein the more a district spends the more aid it is entitled to receive from taxpayers of the whole state -- thus providing a built-in incentive for higher spending for all school purposes including staff additions and compensation increases.

Although 45.6 per cent of the state budget expenditures are now used to aid schools either directly or indirectly, there is no form of effective statutory limitation on how much can be spent for current operations in any year either in total or for any given item -- such as the instructional payroll.

Authority to decide how much should be spent is still at the local level, but much of the responsibility to provide the funds is now at the legislative level.

If state-supplied funds are used in a district to finance an inordinately high spending level -- whether for teacher salaries or other operating costs -- the legislature which represents taxpayers throughout the state now has a responsibility to control this.

Control techniques that should be given consideration include an annual percentage limitation on total expenditures or an annual percentage limitation on total payroll alone, or an annual percentage limitation on either total operating costs or on payroll alone coupled with a provision for a referendum to exceed the limitation by a certain amount.

A RESPONSE

by

SENATOR JOSEPH FLATT

I think I have a terrific opportunity here, for I think there is a need for someone to speak in behalf of the legislator. I've decided to say something entirely different than what I had planned previously.

I would like to ask you, if you would for just the next five minutes, to attempt to identify yourself with me, a legislator, and with some of the problems I have had. I think this is typical of all of us who are in the legislature. This might be a little distasteful for you to do this. I'm aware of the connotation that some people have of legislators, but I ask you to truly attempt to identify yourself with me just for a few minutes.

In addition to being chairman of the Higher Education Committee in the Senate, I had the job of being chairman of the Appropriations Committee for all school money, which is between 55 and 60 percent of the budget. This amounted to over \$500,000,000. I can't even imagine what a million dollars is, and my job was to decide how we were going to allocate this money, put this money out to the different entities in education. Now, having this job is a delightful experience, too, because you have the opportunity to relate with and become acquainted with very dedicated people in the various areas of education.

Let's take first the primary and secondary educational fields. Mr. Garst talked about some very real problems, and I would say that even among educators this is not understood. As you identify yourself with me, how much money do you give to primary and secondary education? Well, we listened to people like Mr. Edwards who is constantly concerned about the dollar and who's paying the dollar. Politicians are concerned about this very much, also. At the same time, you have the opportunity to relate and talk to people like a Mr. Lilliard and Mr. Gideons in the audience who are dedicated people in secondary education. They are constantly on us to get the maximum dollar to take care of their programs, which is a most important and a most needed area. Besides all this, if you don't put enough money in there the property taxpayer is going to have to pick up the remainder of the money. This, too, as a politician, is of importance to you.

Next, let's go to the area school crowd. This is an exciting thing that has happened in Iowa. We're, for the first time, reaching into a segment of our

public, of our young people, and even our people needing to be retrained, through the area schools. It's a new thing. We need attention in this area. You become exposed to dedicated people in this area. I think about Mr. Jensen from Cedar Rapids who spent much time in the legislature telling the story of the needs and what's going on in the area schools. Mr. Everingham, Bill Bailey, Ray Stevens, and these people are constantly at your desk, talking to you about the needs. If you don't provide the dollar, we'll not accomplish our responsibilities-- the responsibilities that you and I have presented to these area schools in addressing themselves to the education of a certain spectrum of our general public. The more you hear about area schools, and the more you become aware of what they're doing, the more excited you become and the more your dedication to see that they get the dollar that is necessary to accomplish their mission.

Let's go from there to the Board of Regents. Gosh! As chairman of the Higher Education Committee, you have access to all the information that is available. Matter of fact, they come along with reams of it. You ask them a simple question, expecting a two- or three-page answer at the most and you get a stack about this high. They're dedicated! Mr. Richey, we appreciate your efficiency. You get to know other people, too, and this is exciting. As a lay person, to get to relate and talk with such people, such as President Boyd and President Parks, to know personally Dr. Hardin who runs the University Hospitals is exciting. To know what is going on at the blind school and the deaf school is impressive. All these people are dedicated. You get so concerned that you might do the right thing.

The next thing. You go to the private school sector. You sit with people like Dr. Sharp and his colleagues and see the part the private schools have played in the development of Iowa, very important in cultural development.

Here you are, you've got this pile of money and if any of these entities are not successful, it's your fault. At the same time, let's turn the thing around. I was down at Iowa City the other day and people like some of the students--boy! I'm it! I'm the one who caused their tuition increase because we didn't provide enough money in this particular area. The area schools are concerned because they didn't get the dollars they needed. The Regents feel that we missed by a long way in taking care of their needs.

So, as we look at the future, here's what I'd like to say. My days are numbered as far as being a member of the General Assembly. I throw that in because I think I'm speaking objectively. I would like for you to identify yourself with my dear colleagues that have been dedicated in trying to find answers in these areas. Now, if you, the committee and you educators, are going to be successful in the future in getting the funds that are necessary to do the job, you're going to have to expose yourself to public scrutiny. You've got to tell your story and you've got to tell it the way it is. You've got to really relate with us--

we legislators stand someplace between the educator, the recipient, the state departments and the taxpayers--or you won't get the dollar. That's exactly what it amounts to.

Very recently, the interim committee was attempting to find out how the Regents could be more efficient. We were in different ball parks. We were not relating to each other. Representative Den Herder gave me the job of being chairman of this interim committee. We hired a very fine firm represented by Mr. Al Baxter of California as a consultant with expertise in higher education. He is bringing some recommendations on how we can do this thing more effectively. This got in the paper, perverted of course, but you know, I've received letters from all parts of the state, from people right under President Parks' nose, people very close to him, telling me what should be done. I say again, if you're going to get the dollars, you've got to start telling your story, start relating. The general public is ready to pay the bill but they want to know what they're buying. I lay awake at night attempting to find what the answers are. We've got a tremendous challenge, of course, in the future. I think if we start relating and telling our story, we will find some answers. The day of the blank checks is over. The day when we just give them money and ask no questions is done.

In closing, I'd like to just say that I'm afraid we're just talking to ourselves. I looked over the crowd yesterday and saw many from the state departments, etc. We're talking to ourselves. We need to relate to the general public. We're reinforcing our own position, but we will find solutions. We can find solutions. I think that we should be concerned with such things as our young people leaving this state. My philosophy on higher education in the State of Iowa is that we should not be talking about education that just benefits Iowa. It should be beamed to your young people so that we are providing the education that they should have. I don't care if all the graduates of the medical school go to California to be a doctor. They're our young people and we ought to be providing education for them. This should be our philosophy. I challenge you to truly attempt to relate to the other entities in education one with another. Together let's find the solutions. Let's tell it. Let's give the message. Let's be missionaries and give this message to the general public because legislators are only a reflection of the general public.

Just one little story. A man prepared a power unit that provided a beam of light that he wanted to use. It worked very well for a short period of time. Then the light went out. He couldn't understand what was the matter so he got one of Van Allen's technicians and asked him what was the matter. The technician said, "You don't have enough power there for light. It will never give a light again but it will make a real good buzzer. It will make a lot of noise." There are a lot of people out here in the darkness that are making a lot of noise about education. Let's take the light to them and tell them our needs and tell them what we are doing in the future and together we'll get the job done.

I'd just like to say it has been a tremendous experience for me in the last twelve years in General Assembly to associate with the people in education. You're so dedicated and I just want to say thank you for what you're doing for us.

A RESPONSE

by

WALTER HETZEL

Stopping the cost spiral is the subject of this panel. When I think of the cost spiral I think of inflation. I think of the dollar being worth less each year in material things people purchase. This is a serious problem in our country. Certainly we all want a stable dollar and we should all work diligently for that end. Those of us who are engaged in educating the children should not spend more money than is necessary to do what society needs and wants done for its children. We should be just as efficient as possible in the use of that money. Wendell Pierce and others here have made some good suggestions on how to be more efficient.

It was pointed out that school costs have risen rapidly in the past ten years, more rapidly than enrollment growth and inflation. This is true, as I see it, for two reasons. First, the schools were under-financed at the beginning of this period and they have been required to do more, to do it better, to do it with more tools that are more costly and with teachers that are more highly trained. When the Russians got into space ahead of us, there was an immediate national commitment to improve the schools. The federal government appropriated matching monies in many areas for equipment, development of improved courses, and the training of teachers.

The affluence of this era made it possible for the schools to do more in special education for those children who have physical disabilities and who are slow learners. And because studies showed that economically handicapped children had special education needs, large sums of federal money were appropriated to serve them. Now this was a most legitimate expenditure from the standpoint of both children and society. Federal monies result in the expenditure of additional state and local money to implement the programs and keep other things in line. It was suggested that school money was being inefficiently spent because of class size and pupil-teacher ratio. It should be pointed out that class size and pupil-teacher ratio are not the same. The average teacher, in his system, may have an average class size of 27 or more and the pupil-teacher ratio in that system may be as low as 20 or thereabouts, depending upon the number of teachers who work with individual children or small groups of children. Such

teachers are speech therapists, remedial reading teachers, driver education teachers. When a driver training teacher is giving the behind-the-wheel on-the-road instruction, his class size is four. Teachers with special training in art, music, physical education, library, instruction materials, and guidance and counseling are often included in pupil-teacher ratio. The needs for improved services in these areas have resulted in sizable staff increases. The public demands these services!

As we think about efficiency in education and in the production of material things, we should recognize an inherent difference in the two. Education is a personal service in which what is done for each person is somewhat different than what is done for others. It's like health services. When a person has his appendix taken out, it's an individual and not a mass operation. You can say somewhat the same thing when a lady goes to the beauty shop to get her hair fixed. She doesn't want it fixed like everybody else's in town.

Just because education is more a personal than a manufacturing process does not mean that nothing should be done to hold down cost. Dr. Van Allen made a number of suggestions which were focused primarily at higher education but which have application to elementary secondary education. Program-planning-budgeting is being undertaken now by the twenty-two larger school districts in Iowa. We're out in front in that. There are some very promising things we expect from it. There should be a tighter review over the new courses or services. I believe that strongly. I think we should do that in the public schools as well as in higher education. Careful studies and evaluations should be made as to what is being done now. We should eliminate or cut back those services that are least needed. This is always very difficult to do. Those who want costs reduced should help by pointing out specific areas in which reduction should be made.

I've used much of my time commenting about the additional pressures on the schools to do more and to do it better. I'd like to look briefly at salaries. As has been said, they constitute the major portion of expenditures. Mr. Edwards said the average teacher's salary rose from \$3,900 in 1958 to \$8,800 this year, an increase of 124 per cent. All this shows, when all things are considered, is that at the beginning of this period salaries were much too low. Think if you will about making a business investment in yourself as a teacher. Borrow the money for four years of college, lose four years' salary, and go out to earn at first, not \$3,900 per year, but less, because the \$3,900 was an average salary. This salary is only slightly above the present poverty level. Those of us who have to give free lunches to children in schools know that is true. It is not possible to get a good education for society's children with teachers paid at that level. Even the average \$8,800 this year is, I believe you will agree, not too much. Iowa beginning-degree teachers' salaries are now between \$6,200 and \$6,900. Think of the investment in dollars spent and earnings foregone. Also

think of trying to establish a family and buy a home in any Iowa city. Teaching salaries are certainly not too high compared with salaries in fields requiring comparable training. Research shows that this can be established without any argument.

The United States Chamber of Commerce, as Dr. McCracken and others have pointed out, states money spent for education is an excellent investment. A recent poll of Americans for Life Magazine, on the questions of where federal spending should be cut, showed that the last place it should be cut should be in education. It seems there will be a flattening of the upward curve in Iowa public school cost as the declining primary grade enrollments move up through the grades. Perhaps improvement in efficiency will also help. However, the amount of flattening that takes place will be greatly affected by how much society demands of its schools. Those of you who don't have the privilege of serving on a board of education or as a superintendent should know the number of pressures there are on us to do more and more things. We have to reflect what we feel is the consensus of opinion of society.

We need help from those who think we are spending too much. There does not appear to be any reduction in sight in the cost of the tools for learning. Everyone here seems to talk about more tools. I think they will be with us, and we'll have to pay for them. Will there be any reduction in cost for salaries? Salaries will keep rising with the increased output for the manhour of labor and also reflect any increase in inflation, which we all hope will not take place.

It is good to note in closing that Mr. Garst spent two years studying school budgets and did not see any significant wasteful spending by school boards or administrators. He did, however, see the need for some legislative change. Certainly the recommendations coming from him and the budget review committee should receive careful and favorable action by the General Assembly in January.

A RESPONSE

by

MONTE WEISSENBURGER

I would like to say that I'm not speaking today as the chairman of the Governor's Economy Committee because our study is just barely getting under way. Our study will not involve curricula, class sizes, teacher salaries, areas in which we as businessmen do not feel too proficient. We will be involved strictly in trying to use recognized business techniques of management in trying to reduce costs and trying to get more efficiency from existing organizations so that we can give as good, or better, service in education for the same or less money.

What I'm going to speak from today is more the standpoint of the businessman and an individual who has been associated as a trustee in a small college, namely Parsons, since 1951. The experience has been quite rewarding. It has also been quite harrowing. One of the things we learned is that if you run fast enough, you fall on your face.

I think we are in danger of running a little fast with our whole educational system. First of all, I'd like to comment on Dr. Allen's paper. He didn't give you one of the tables which he included in his paper. This table points out that in the 1965-66 year with the total expenditure of current funds of \$13.1 billion, 2.6 billions or 19.2 per cent went to research as compared to the 7.2 billions that went to student education. A total of 2.6 billions or 36.2 per cent went to organized research. In the projections which they have for 1975-76, while the research will drop slightly to 33 1/2 per cent of the total expended for education, the auxiliary enterprises and student aid will rise from 36.2 per cent to 37 per cent. To me this indicates that somewhere we've got to separate, through proper accounting, research and education and decide how much we're going to spend on each. I think we have a very good example in the fact that although we spend tremendous amounts on research in our higher education's major institutions, we had two gentlemen yesterday on the program, Dr. McCracken an outstanding economist, a graduate of William Penn College--no research; and Dr. Van Allen, a graduate of Iowa Wesleyan at Mount Pleasant--no research. Think that one over.

I also want to comment on the faculty and on the fact that some of these figures which I gave from Dr. Allen's paper were national and not necessarily this state. The growing income nationally should enable our students, as such, to contribute more to the cost of education so that the cost to the general public is not as high. In other words, you're going to have more middle-class to upper-class families in the years ahead and these should help to make it possible to raise tuitions. I understand this is not popular here in Iowa, but nonetheless, I think that scholarships and student aid should be based on need and ability both and not given out on quite as generous a basis as they now are. In other words, pay for what you get if you can afford it.

In Ray Edwards' paper, he mentioned the spiraling costs in the local school budget. I think one thing he overlooked is the creation of the numerous junior colleges over this period which unquestionably added to the local costs. I think this cost should level out and should also be helpful in reducing the costs in the higher institutions of learning such as our universities. I also want to comment on the proliferation of courses in the secondary schools so that you have enough courses that any dummy can take enough hours to get a diploma. I think if we got away from the proliferation of courses, were less interested in handing out diplomas, and were more interested in giving education we could then reduce the number of courses and increase the number of classrooms without having to be building additional classrooms in many instances.

I want to tell you a little story about a fellow appearing in a traveling circus. He was a tremendous wrestler. He challenged anybody to come up and take a potato and squeeze it so that they could get more water out of it than he did. If they did, he would give them \$100.00. If not, they had to give him \$10.00. So this little squirt came up out of the audience. He took the potato after the giant got through squeezing it, gave it a little crunch, and the water just ran out of it. The giant said, "Good Lord! How in the world did you do that? What are you?" The little man replied, "I'm purchasing agent for Ford Motor Company."

Gentlemen, what I'm driving at here is the need for professionals in the business administration of our schools. We have many courses in the country for hotel administration and for hospital administration. They've paid off. We don't have too many for business administration in operating educational institutions. I think this is a course where we might do a little proliferating. Although we have many very able people in this field, we don't have enough of them.

A RESPONSE

by

WAYNE MOORE

I represent, of course, being a part of the administration of a university, probably one of the special interest groups in special education that we've been hearing from in the two days we've been here.

However, I've structured my comments, hopefully, to be fairly general. To use the new vernacular, to be relevant, to some of the other areas as well. I'm going to talk about the costs and cost controls by first referring to a couple of different ways that we could break costs down in our attempts to discuss them, or actually control them. You've already heard total costs mentioned. I'm speaking about total cost of all activity. They can be expressed in terms of dollars, gross dollars, as a certain percentage of the gross national product, a certain percentage of the state budget, a certain percentage of the property taxes, or various other ways. I would point out that, by themselves, these statistics, and the time series of how these statistics have trended over the years, do not completely or adequately answer the question as to whether there are too many or too few dollars being spent in given areas. Likewise, we can look at these same costs in a different way, such as cost per unit. In that case, I could give examples of cost by expressing them as cost per school districts, cost per program, cost per student, cost per degree or cost per taxpayer, per capita, as is sometimes done. Once again you would realize that these statistics in themselves don't completely answer the question as to the adequacy of the funds, whether or not again too much or too little is being spent.

Look at the costs that we are talking about from the point of view of the educational system we are talking about, or these groups of systems. They can be categorized as costs that are outside the control of the system, costs that are within the control of the system. One example of the kinds of costs that are outside the control of the system and the factors which affect those costs is inflation. The number of students is another. This one is an independent variable with varying degrees of independence within the various systems. To that I will agree. But taking elementary education and the common law that exists, number is a fixed factor. There are so many and, by law, they will be in school. Those costs that are within the control of the system suggest various phrases that have been used: economies, efficiencies, new methods, innovations, ingenuity, increase or decrease in the quality of education. But we are playing

again--this time with that element of cost, which is in the control of the system itself or a group of systems if you take it at a state level.

I would concur with several of the points that were made in the papers. There are a few that I could take some issue with. However, in the interest of time, I think I'll express some thoughts which will perhaps, generally, give you my views on the topic at hand. I'm going to make some suggestions, as Mr. Garst did very capably, that the Governor's Committee might find useful in their total job, and particularly in the aspect of cost. If we go back to the way I referred to cost, in the total cost category, I think that by far the biggest impact on cost control in this area is going to be the planning that is done and the legislative action which follows that planning. The purpose of planning is to aid in developing public policy, recommendations for public policy, and recommendations for legislation to implement that public policy in education.

This kind of planning, I think, in fact I'm convinced, requires a series of debates in which all of these special education interest groups will have their day. They will have a chance to have their say about their programs to you and their attitudes and opinions about the relevance and the importance of programs. You will find as a committee that there will be differences of opinion as to the relative importance of these programs. You will find differences of opinion as to the support that each of these programs should have. These debates again can bring to a point things Senator Flatt and others referred to. These debates should be as publicly disseminated as possible. It is very important to relate to the public. The ultimate payer, the ultimate one who is going to sign the bill for these costs, is the public. The public who has its expression through the legislature. This is the kind of debate I think is an essential part of the planning. The kinds of interest groups we know in education, state aid to public schools, area schools, secondary schools, private colleges, and vocational technical programs, and others that you and I do not know about yet, are going to be presenting their points of view.

Planning requires development of proposals which select those broad program areas which will be given support, make recommendations in general about the level and relative amount of support, and take into consideration the willingness of the public to provide the tax dollar from which that support will come. Planning must not be too highly structured. If a highly structured plan becomes obsolete in one segment or the other, it's going to be in danger of being completely ignored. Then much of the important part of the plan will be wasted as it is thrown aside. The manpower put into it will also be wasted. The plan must have been loosely enough structured to remain viable through several cycles of legislative operation.

PANEL

PASSING THE BUCKS: WHO WILL PAY?

Panelists:

- Dr. B. Alden Lillywhite - Deputy Associate Commissioner for Elementary and Secondary Education, U.S. Office of Education; formerly Director of the Division of School Assistance in Federally Affected Areas.
- Dr. Thomas Auge - Professor of History at Loras College; Chairman of the Public Affairs Committee for the Archdiocese of Dubuque Board of Education.
- Dr. Richard Metcalf - Associate Professor of Business Administration for Drake University.

Responders:

- Mr. Stanley Redeker - President of the State Board of Regents.
- Dr. James Walter - Member of the State Board of Public Instruction.
- Mr. William Wright - District Executive for the Office of Education and Youth Counselor, Lutheran Church - Missouri Synod Iowa District.

PASSING THE BUCKS: WHO WILL PAY?

by

B. ALDEN LILLYWHITE

Last year, Iowa spent approximately \$500 million for elementary and secondary education. Roughly \$20 million, or about 4 per cent of the total, was provided by the U.S. Office of Education under programs which I help administer, so I guess that qualifies me to speak on the subject of "Passing the Bucks."

I don't have to tell you that school costs are high and getting higher. You know it, Governor Ray knows it, and certainly the Iowa voters know it. As costs rise, the question of who will pay becomes ever more compelling.

Ultimately, of course, the taxpayer will foot the bill. But the intent of the question obviously relates to the level of government which will collect the taxes and disburse them. When you've been around government agencies as long as I have, you will know that predictions on such questions are frail and subject to many modifications.

Nevertheless, some trends indicate that the federal government probably will assume a greater share of the educational burden during the years ahead.

One indication is the fact that state and local systems of taxation have been subjected to great strains since World War II, as the quantitative increase in their tax collections has multiplied more than five and one-half times. During this same period, federal tax collections have climbed only two and two-thirds times.

This would indicate that simply as a matter of equity between the tax systems at different levels of government, the federal government might reasonably be expected to assume a larger share of the burden for schools and other locally provided services.

Americans traditionally have attempted to correct fiscal imbalances between localities. Various equalization formulas have been used for many years to compensate for such differences within and between states. Continuing imbalances between states--and more widespread awareness of them--can be expected to lead to further equalization efforts, again resulting in expansion of the federal role in educational financing.

Many proposals are being advanced for how federal funds may be channelled to the state and local level. There is talk of revenue-sharing, block grants,

tax-credit programs, general aid, and categorical assistance. The differences between the originators of the various proposals cover the spectrum of American political philosophy and opinion, and occasionally obscure the important fact that there is widespread political agreement on the need for some kind of assistance flowing from the federal level to state and local levels.

Until the differences on distribution methods are resolved, there probably will be only relatively modest increases in federal allocations for support of elementary and secondary education. In the meantime, the important question is:

"How can educators best use the federal money they now have?"

The question may seem strange, inasmuch as more money always is welcome. If you've been involved in planning programs using federal funds, however, you probably realize the reasoning behind it. Too often, it seems categorical federal aid programs have resulted in activities that are fragmentary and incomplete.

Part of this fragmentation undoubtedly results from uncertainties about the level of federal support and the timing of its availability.

Experiences this year are indicative of the uncertainties associated with federal aid to education.

Early in the year, former President Johnson submitted a budget request to Congress. About three months later, President Nixon submitted a revised request which changed the amount of money sought for several of the education programs. About two months ago, the House of Representatives voted almost a billion dollars more than the President had requested and almost that much more than its own appropriations committee had recommended. The Senate still has to act and remember this action is on funds to finance activities during the current school year, which started a month ago.

In the meantime, state and local education agencies are operating under terms of a "continuing resolution," which allows them to spend at a rate not in excess of their lowest rate last year.

If you find all this confusing, let me assure you that the same condition afflicts us in the Office of Education. Until final action is taken later this year, all I can tell you is that the President's request for elementary and secondary education activities is for \$1,415,393,000, slightly less than was appropriated for the same programs during the fiscal year which ended June 30.

If any of you are interested in details about amounts for any particular program, I have that information with me in some tables here but time did not permit me to provide all the details.

Trying to coordinate the use of federal funds at the local level can be a time-consuming, frustrating experience. Yet such coordinated planning is a highly effective way to achieve greater educational impact with the funds available. At the state level, operational plans for new categorical federal programs often are developed and implemented in isolation from other state and federal programs. At the federal level, each new categorical program usually results in another set of regulations, guidelines, and reporting forms. State administrative patterns for these programs commonly are inflexible and require extensive records, reports, and separate fiscal and administrative accounting.

Several solutions to these problems have been considered, including the feasibility of consolidation of state administrative funds to permit greater flexibility at the state level and packaging of program funds at the local level.

The Congress last year instructed the Commissioner of Education to study consolidation and authorized experimental efforts along these lines.

Texas and North Dakota, working closely with the Office of Education, subsequently have experimented with consolidation of administrative funds at the state level. Local packaging of program funds also has been attempted in a number of areas. Experience to date indicates that there are great advantages to this approach. Legislation to permit consolidation of state administrative funds presently is pending before Congress.

Allowing state education agencies to maintain a single fund for the administrative allowances they now receive separately under various federal programs provides an opportunity for the state agencies to achieve much better use of both financial and personnel resources than is possible under the individual accounting and program administration now in effect.

The effect of packaging local program funds makes it much easier to plan for the coordinated use of available federal funds. Through such coordinated use, local school districts are able to utilize funds from a variety of federal programs for a single comprehensive project, thus making both planning and operation much less complex than when each component must retain its own identity during both planning and operation.

Neither consolidation of state administrative funds nor packaging of local program funds would be mandatory under the legislation now being considered. It is believed that this optional, permissive aspect tends to overcome objections which might be raised if state and local agencies were required to consolidate and package funds.

Some idea of the complexities involved in state and local use of federal funds is indicated by the fact that the Office of Education presently administers approximately 90 separate programs to provide different kinds of aid for education.

The funds can be used for such diverse purposes as training, planning, research and administration; to meet the special needs of target populations such as the bilingual, migrants, dropouts, low-income students, Indians, the neglected and delinquent, the gifted, the handicapped; for subject areas from the arts and humanities to science, math, and social studies; and for services ranging from health and dental care to food, clothing, guidance and counseling, and individual financial assistance for students to continue their education. In addition to those 90 programs which the Office of Education administers, there are approximately 650 other federal programs which supply funds for educational purposes by many of the same institutions, but administered by 15 other federal agencies.

The problem, of course, is much bigger than simply the technical problem of consolidation or packaging. The ultimate problem is how to use the money to achieve the desired educational results.

For several years now, the federal government has been investing rather large sums of money in educational research and development of new programs and services. There is considerable evidence that these expenditures have been highly beneficial, yet it is obvious to all of us that severe educational problems persist.

Despite all our efforts to improve the quality of educational endeavor and the equality of educational opportunity, our schools still seem unable to insure that every student will learn and will acquire the basic skills needed for either further education or a productive life.

As a result, our schools are being subjected to continuing criticism by those who would have us believe that our educational failures are the result of incompetence among our educators. Such a view is a vast over-simplification of a very complex situation.

But in some way or another, we do seem to have lost our way. We tend to exhort one another to greater good deeds, but seem unable to translate the exhortation into action.

John Gardner has suggested that "a well-tested way out of the dizzying atmosphere of talk and emotion" is "to put one foot doggedly after another in some concrete, practical activity." Before closing, I would like to suggest such an approach to the solution of some of our most pressing educational problems.

The general term which we in the Office of Education have been using to describe this "concrete, practical activity" is the word "accountability."

All of us understand the meaning of "accountability" in terms of fiscal affairs. We understand it almost as well in its legal connotation. But we tend to have some difficulty in applying it to education, largely because too many of us have come to think of education as an amorphous, almost indefinable subject.

It is precisely in the area of definition that I believe the concept of accountability can be applied to education.

If we are to solve our educational problems, we must start by defining specific educational objectives. Not only must our objectives be specific, there must also be a means for determining when they have been achieved. Obviously, the generalization that a school's objective is to create good citizens will not do for this purpose. Something like "every 12-year-old will be able to read 200 words per minute with 90 per cent comprehension" is something closer to the mark.

Several schools across the country are beginning the laborious process of translating their educational objectives into just such specific measurable terms. The Bureau of Elementary and Secondary Education is encouraging their efforts and providing support where possible. Two small federal programs, one to provide bilingual education and the other aimed at reducing school dropouts, incorporate the principle of educational accountability into their project planning.

But it doesn't take new programs and new money to apply the concept. All it takes is the willingness to state objectives in specific terms and then pursue them systematically. I believe we all will begin getting much more student learning for our educational dollar as schools throughout the country accept the need to be accountable for the quantity and quality of student learning, just as they long have been accountable for their fiscal affairs.

For that reason, I would suggest an addition to the title of my remarks: "Passing the Bucks: Who Will Pay--And For What?" It is the question which restive taxpayers are asking. And they are going to insist on an answer. I believe we should do our best to provide it.

DIVERSITY AT BARGAIN PRICES
THE CASE FOR THE NON-PUBLIC SCHOOL

by

THOMAS AUGE

The following is a report on the health of the Iowa non-public school. It is time to make a realistic prognosis. The condition of the patient is serious, rapidly becoming critical. Still, reason for hope remains. The will to survive is strong. The cause of the illness has been identified, and the medicine to cure it is available. Unfortunately, those with the means of overcoming the disease either wish the patient dead or have chosen not to apply the remedy. This report is directed to the latter in the belief that awareness of the contributions of non-public education to Iowa will lead them to act in order to insure the health of the patient.

More than 80,000 children, one-seventh of the total elementary and secondary school population of Iowa, are enrolled in non-public schools. It might be assumed, considering the large number of children involved, that plans and recommendations concerning the future of education in Iowa would include these schools. Unlikely as it may appear, such has not always been the case. The Great Plains Study, for example, did not scruple to make far-reaching recommendations for education in the Midwest without consulting the non-public school community nor, in so far as I can tell, considering in any way the role of such schools in the future. That Governor Ray did not ignore this significant segment of Iowa children in this conference on education deserves praise.

Beyond educating one of every seven Iowa children, the non-public school of today preserves the oldest educational tradition in America. Far from being alien to our culture, the non-public school of early America was the seed from which has grown our present educational system. Furthermore, the non-public education is not, as is sometimes believed, the monopoly of any denomination but has been shared by the variety of religions which have found a home in America.

The phrase "variety of religions" is most appropriate in a description of the contribution of non-public education to the United States. The existence of these schools is a recognition of the plurality of peoples, of creeds, and of traditions that are American. Diversity not uniformity, competition not monopoly, voluntary association not legal regimentation, these are America, these are the values preserved in non-public education.

Only the presence of non-public schools gives the American parent an alternative to public education, permits him, in other words, to exercise his basic right to choose the type of education he wishes for his children. As a citizen of Iowa I believe in the need for public education and support it with my

tax dollars. At the same time, as a parent, I defend my right to choose an alternative if I believe the needs of my children require it. In brief, in defending the non-public school, I seek to preserve that pluralism, the motto of which appears on the coins of this nation. Both schools presently serving our children, public and non-public, make up together the American educational tradition. Together they insure that the ideals of our democratic, constitutional system are realized in our schools.

Church-sponsored schools, then, stand for diversity, for pluralism. They also stand for religion in an increasingly secular world, for traditional values in a society threatened by a moral revolution, for the personal in our too impersonal environment. Too often the plight of non-public education is viewed in isolation from the society surrounding it. Yet are not its difficulties another manifestation of the crisis confronting an America engulfed by a technological revolution? How, in the midst of the maelstrom of contemporary society, do we maintain the control of our lives and our persons? Big government, big education, and eventually perhaps "Big Brother," this may well be the sequence if we continue to sacrifice the humane, the spiritual, and the traditional on the altar of technological efficiency. Paradoxically, or perhaps inevitably, at a time when the values defended by non-public education are most desperately needed by our society, at such a time, this type of education is threatened with destruction.

These contributions of non-public education to Iowa in preserving traditional values and ideals cannot be measured in dollars and cents. On the other hand, the savings to the Iowa taxpayer through the existence of these schools can be given precisely. At present, non-public education contributes over \$50,000,000 annually in operating expenses as well as an estimated \$125,000,000 in building costs to the education of Iowa children. Here are the savings to the taxpayer in some typical school districts of Iowa:

Cedar Rapids:	8.01 mills or 12.01% of local property tax
Mason City:	5.92 mills or 11.68% of local property tax
Waterloo:	11.56 mills or 21.89 % of local property tax
Independence:	15.27 mills or 29.02% of local property tax
Dubuque:	32.02 mills or 79.80% of local property tax

A table of these and other representative districts has been provided with this paper for your reference.

To the homeowner with property having assessed valuation of \$10,000 in each of these districts, the demise of the non-public school system in each of these school districts would mean the following increase in taxes:

Cedar Rapids:	\$ 80.10
Mason City:	59.20
Waterloo:	115.60
Independence:	152.70
Dubuque:	320.20

These savings to the Iowa taxpayer are only possible through the continued existence of non-public schools. These funds are not now, nor would they be available in the future to public education since they consist principally of the voluntary contributions of those supporting non-public education. If these schools succumb to the crisis threatening them, the Iowa taxpayer must take up the burden previously carried by voluntary contributors. Whatever this Committee on Education recommends to the Governor in regard to "passing the tax bucks," failure to recommend action to assist non-public education will certainly be "passing the buck" to the taxpayer of Iowa.

Possibly, and I hope this to be so, my efforts to convince you of the values of non-public education to the State of Iowa are unnecessary. Perhaps most of you recognize its contributions, since the leaders of our nation and our state have specifically called attention to them. For example, President Nixon, in October, 1968, defended most strongly the value of non-public education. He spoke as follows:

The private schools of America have always been a source of diversity . . . which is one of America's great strengths. We must also remember that private schools of various kinds are able to draw upon financial sources not available to public institutions . . . And America is richer for the diversity of these groups which prefer a distinctive schooling.

President Nixon also recognized the severe crisis facing these schools when he declared that "it would be a tragedy of the first magnitude if tax-supported state schools were to drive the private institutions out of existence."

The strong support given non-public education by President Nixon was echoed by Governor Ray in his Inaugural Address when he said:

They (the non-public schools) add greatly to the general welfare of our state, not only by reducing the financial and other burdens of public-school districts, but also by contributing valuable variety to the stream of Iowa life.

With such unqualified support for non-public education from the President of our nation and the Governor of our state, can it be assumed that the importance of these schools to our society is accepted by all reasonable persons? If so, what can be done to preserve this type of education? To answer this question we must first consider the nature of the crisis facing these schools.

The ills of non-public education today are the same malady from which public education is suffering, that of rapidly increasing costs. If public education, supported by public funds, is deeply troubled by escalating budgets, how much more serious is the situation of schools dependent upon fees and voluntary contributions?

Despite opinions to the contrary, the crisis of non-public education is not the result of a declining support by the groups served by these schools. In general, financial contributions have increased not diminished. The closing of some non-public schools is not, therefore, the result of a failure to sacrifice by those supporting them, but of the inability to meet sky-rocketing costs through voluntary contributions alone.

To illustrate this, may I cite the situation in the parish to which I belong? This year the parish school has 1,093 students, with a budget of approximately \$250,000 or \$228 per pupil. To raise a quarter of a million dollars a year by voluntary contributions requires that many parents and other parishioners make real sacrifices. How long can such a budget be met by voluntary contributions? What will happen in the future if substantial increases occur, a likelihood to judge from present circumstances?

The illness, then, is lack of money; the cure is state assistance. Iowans must recognize the stark truth; non-public education in its present form cannot survive without some form of financial aid. If these schools are important to the welfare of our state, then the state must act.

What should be done? What type of program of state assistance could best solve the problem? The answers to these questions require an investigation of the resources of Iowa and its general educational needs. This is precisely the reason I am addressing this Governor's Committee on Education.

Several possible programs of state assistance to maintain non-public schools can be suggested. What is called "contracted instructional services" is worthy of consideration. By this method, the state contracts with the non-public school to teach secular subjects, with public funds paying the non-public teacher for this service. These state funds must be used only for secular subjects, not to advance religion or secular morals. Programs involving some type of contracted services have been enacted recently in several states, among them Ohio and Pennsylvania. Another possibility would be some type of tuition grant to students of non-public schools, similar to that provided last year to the students of Iowa's private colleges and universities.

Perhaps neither of these solutions would fit the situation in Iowa. If so, a more satisfactory program must be found. What is crucial at this point is not the acceptance of one of the solutions that I have suggested, but the recognition by this Committee, by the people of Iowa, by the state legislature, and by the present state administration that action must be taken if non-public education is to continue making its contribution to the State of Iowa.

Such action, whatever the specific program, must be immediate and real. It must not be a token gesture, but must provide for substantial financial assistance now if the non-public school is to survive in its present form. Without such action the right of an American parent to choose an alternative to public education will cease being a right and will become the privilege of only the well-to-do!

To be acceptable, state aid to non-public education must avoid one other pitfall. It must not destroy the distinctive character of these non-public schools. To make them simply public schools in private buildings would be worse than futile. It would be curing the disease by killing the patient.

But, it may be objected, state funds mean state control. Are not non-public schools committing suicide by asking for such aid? Two points can be made in answer to this. First, non-public education, by meeting the Minimum Standards Law, has accepted state supervision without the accompaniment of state money. State supervision of secular education would not kill the unique character of non-public education. Obviously it would benefit no one if the taxpayer supported dual school systems. Limited financial support would mean limited control. Such a program would not only preserve non-public education but it would also continue the tax relief afforded by voluntary contributions to non-public education. In other words, by a limited investment of state money in the non-public school, a much larger saving to the taxpayer would be continued.

Doubtless the suggestion of state aid to church-sponsored schools has evoked for many the specter of unconstitutionality. Does not such action violate the principle of separation of church and state?

I am not qualified to debate issues of constitutional law, nor is this the time and place for such discussions. Still, in the light of recent decisions by the United States Supreme Court, to state categorically that no program of state assistance to church-sponsored schools can be constitutional appears unreasonable. Thus, for example, a strong argument for the constitutionality of "contracted services" can be made. In the Schempp Decision the U.S. Supreme Court declared that legislation providing government money to religious institutions performing services to the public benefit can be constitutional if the purpose and primary effect of the law are secular. That such money indirectly aids religion does not, as I understand it, make the law unconstitutional. In 1968, this test was reaffirmed in the Allen decision, where the secular education provided by the non-public school was declared to be a public service.

Whether or not the argument advanced here is convincing is immaterial. Such a question can properly be settled only by the courts. The survival of the non-public school affects thousands of children and every taxpayer of Iowa. The constitutionality of state assistance to these schools deserves to be judged by the only institution competent, the courts. The task before the government of Iowa, if it is convinced of the value of non-public education to the welfare of our state, is to find a legal solution to the crisis. This is the first step. Let us cease debating the constitutionality of laws that have not yet been written, much less enacted. For too long the issue of constitutionality has been used as a screen behind which is hidden the determination to do nothing. In the past America endured the "Know Nothings." Are we today to endure the "Do Nothings?"

This, then, is my report on the condition of non-public education in Iowa. To agree with me as to its contribution and yet to do nothing is to threaten its existence. Only immediate, substantial state assistance will ensure its future. If Iowa is to avoid what President Nixon has called "a tragedy of the first magnitude" this Committee must take the first step by recommending to the Governor and to the Legislature prompt, realistic action.

DISTRICT	1967-1968		1968-1969		1967-1968		1968		
	Expenses Per Pupil	Local Funds	Local Funds Per Pupil (Col. 1 x Col. 2)	Parochial School Enroll- ment	Reduced Local Expenses (Col. 3 x Col. 4)	Grand List	Resulting Mill Rate Savings (Col. 5 ÷ Col. 6)	Current Mill Rate	% Savings On Local Property Taxes (Col. 7 ÷ Col. 8)
	1	2	3	4	5	6	7	8	9
Cedar Falls	516.89	61.	315.30	389	122,651.70	40,656,540	3.02	48.198	6.25
Cedar Rapids	720.00	61.	440.00	3770	1,658,800.00	207,000,000	8.01	66.693	12.01
Dubuque	638.90	63.	402.50	9752	3,925,180.00	122,580,082	32.02	40.125	79.80
Independence	496.96	70.	347.87	746	259,511.02	16,993,791	15.27	52.610	29.02
Marshalltown	638.48	59.5	379.90	450	170,955.00	53,051,500	3.22	53.884	5.97
Mason City	659.16	65.5	431.75	953	411,457.56	69,544,974	5.92	50.672	11.68
Waterloo	625.75	71.7	448.66	4178	1,874,501.48	162,092,945	11.56	52.814	21.89

Information Sources:

Local Public School Superintendent: Columns 1, 2, 6, 8

Archdiocesan Bureau of Education: Column 4

Remaining columns derived through internal computation utilizing information from other columns as indicated

"PASSING THE BUCKS: WHO WILL PAY?"

by

RICHARD W. METCALF

As a point of departure, it may be assumed that the tax burden for 1969 has been equitably distributed among the various types and classes of taxpayer. Some of you will suggest that this represents a null hypothesis while others will contend that it is capable of verification. The latter group undoubtedly includes those favored by previous legislative or court action.

However, there is an element of truth to the statement, particularly to the extent that real property taxes are included. For example, once the assessed valuation has been established for property, the market immediately reflects the tax burden present. Therefore, property which is relatively "under-assessed" will become dearer while "over-assessed" property suffers a relative diminution in value. These windfall profits and confiscatory losses are of a one-shot character and the relative values should remain constant, barring a reassessment. Thus, the Revenue Department can regularly report that assessed value represents the desired 27 per cent of sales prices -- a fact that the market mechanism practically guarantees.

It should be noted that my example relates to real property (immobile) as opposed to personal property which can be manipulated through storage in a state with more friendly tax laws -- a point which has been suggested by Senator Reichardt.

Thus far, I have merely related some of the problems created by interaction between holders of property as they are affected by tax on that property. It should be noted that the windfall profit, referred to earlier, may qualify as a capital gain (if income-producing property), ordinary income (for Joe homeowner), or may not affect income at all if the property is not sold or if proceeds of sale are reinvested in another homestead. The complexities of taxation should be apparent to you without my going through the different problems or opportunities arising from the treatment of the tax expense for landlord and tenant.

Suffice to say, the complex relationships and intricacies of the diverse tax laws in the city, county, state, and nation are better left to the experts, thereby leaving us ample opportunity to complain. My purpose, today, is to provide the background for broad policy decisions, thereby leaving implementation of these policies to far braver men.

In the near future, retrenchment in taxation requirements is not likely. We, the taxpayers, continue to demand more and better services from the governments serving us. We cheerfully go to the polls to authorize greater indebtedness for swimming pools and even, occasionally, new schools. The previous panel considered the cost spiral and I can only assume that it will. Therefore, the problem becomes, who can we hit for higher taxes and how can we better distribute the existing tax burden?

It should be clear that our purpose is to concentrate on ways of developing revenue to pay for the cost of education. While this cannot be done in a sterile environment, for the purpose of this presentation, I have disregarded the problems associated with financing fire, police, and health protection.

Underlying Assumptions

1) The concept that equality of education must be maintained within and throughout the school districts of the state must override the discussions herein.

2) There must be an implied confidence in the ability of the State Department of Public Instruction to determine the relative need of the various school districts and to apportion aid accordingly.

3) While the individual obtains a direct benefit from the education afforded him, society, in general, receives a greater reward from quality education.

One concept underlying public finance is that the taxed person should have the ability to pay the assessed taxes. Therefore, income, sales, and property taxes, the most common forms of taxation, have this concept at their base.

Another concept often employed in rationalizing the burden for taxes is entitled the benefit principle. This being that the tax is levied in relationship to the benefit received, i.e., special street-paving assessment.

Therefore, in determining the tax distribution in support of education, the philosophy of taxation to be employed should be given special consideration.

In this section, I will attempt to highlight common criticisms for each form of taxation and suggest, as I see it, the movement that may be required in "passing the bucks."

Property Taxes. Taxation of real property is based on the premise that ownership of property denotes wealth. Historically, this has some basis in fact. However, with the change to credit financing of real property, the residual interest in these properties lies with banks, savings and loans, and insurance companies. The individual homeowner is acquiring property through payments from current income. Thus, he may translate increased property taxes as a reduction in income rather than as a tax on previously accumulated wealth.

One question, frequently raised in connection with using property taxation to pay for education, concerns the demographic characteristics of homeowners. In other words, society benefits from better education but, should the elderly homeowner be asked to bear a disproportionate share of the cost.

Businesses also pay property taxes. Although there have been notable studies on incidence of the forms of taxation, I won't bore you with a theoretical discussion. However, consider two centrally (state) administered assessments -- for railroads and public utilities. The local newspapers have been replete with examples of the impact of taxing railroads -- it's called a train wreck. We receive a monthly reminder of the taxes paid by utilities operating within the state -- it's called a bill.

Regardless of whether the business passes the tax to consumers, suppliers, employees, owners, or the public, through poorer service, our concern should be with who receives the tax dollar.

It is fairly well established that location of taxable property is not necessarily the same as the location of need for tax revenue. Therefore, locally assessed taxes do not meet the state-wide requirement for financing of equality in education. To date, the state government has attempted to provide the equality through use of general funds (obtained from sales, income, and other sources).

Recommendation: In my opinion, the time has come for levying a state property tax to provide a broader base for education. This would necessitate placing county assessors under the direct control of the Revenue Department to afford maximum assessment consistency.

Sales Tax. The sales tax has been a favored tool in taxation due to its ease of collection and administration. The ability to buy should denote ability to pay tax on the purchase. However, in Iowa no distinction is made between purchases of necessities and purchases of convenience or luxury items.

In practice, therefore, the sales tax is regressive, borne disproportionately by low-income families in contrast with high-income ones, because spending does not have a direct correlation with wealth or income. In passing, a progressive tax on expenditures, based on a person's income plus or minus change in wealth during the year, would be far superior to the sales tax.

Recommendation: Any increase in sales tax to provide more funds for education would be unwise unless the form of taxation were altered to protect low-income families.

Individual Income Tax. Taxation of income, as a reflection of current wealth, is well established. It provides a broad base and the revenue generated from this source is easily redistributed based on need.

The definition of income for state purposes is unduly narrow. Additional tax revenue could be obtained through disallowing federal income taxes paid as a deduction from taxable income and holding that interest on income from federal securities is not exempt from taxation.

Before any increase in state bracket rates or additional brackets are added, one feature of the current Code should be considered. Iowa defines income as accruing to the individual rather than to the family. Therefore, if one man earns \$8,000 and his wife does not work and another man and his wife both work and each earns \$4,000, the aggregate tax burden for the latter family will be less since each can file a separate return. This feature of the law can be eliminated through a halving of the bracket sizes for separate returns.

Recommendations: The individual income tax would appear to be "fair game" for obtaining additional funds for education, providing present inequalities are eliminated. The options available appear to be varied. It would be possible to increase bracket rates to 100 per cent of those provided in the original law, add additional brackets to provide greater progressivity, eliminate the present deduction of federal income taxes paid and the exemption of interest on federal securities, and any combination of the above features.

Corporate Income Taxes. The problem of tax incidence continues to be present in this area. However, this does not mean that the tax should be continued in its present form.

At the current time, taxation of corporate income does not generate sufficient income nor does it raise this revenue on an equitable basis. The one factor -- sales base -- apportionment formula was obsolete when passed and has not become more reliable with age.

It is well established that corporations are more concerned with availability of trained workers, a function of the educational system, than with the rate of taxes. Therefore, every effort should be made to raise significant revenue from this source and in an equitable manner. This area of taxation should not be avoided with the first charge of anti-industrial bias.

Recommendation: A complete review of ways of taxing corporate income, including taxing value added, should be explored.

Taxing Benefits. Taxation of individuals receiving direct benefits from public education should not be overlooked. A nominal, or not so nominal, charge could be added to the income tax for each student covered by that return. This revenue could be returned directly to the school district and funds, thus released, could be used for districts unable to support themselves under conventional taxation.

This student tax would provide a two-fold advantage when considered as a part of the total tax structure. First, some minimum taxable income could

be defined and the deficiency would be replaced by the general fund, thereby affording a redistribution between taxing districts. Secondly, if a student is attending a non-public school, no tax would be levied, thereby relieving both families with students in parochial schools and families with no children in school.

Recommendation: Some form of direct taxation on families using the school system should be explored.

Although the tax system is complex, I have tried to afford some insight into the alternatives before you. It has been a pleasure and I hope that you have been enlightened.

A RESPONSE

by

STANLEY REDEKER

Due to time limitations, I'm going to respond to only one paper, Dr. Auge's.

I should say, first of all, partially for the benefit of the members of our board, many of whom are in attendance, that my comments are not a board position. They will recognize this very shortly. I think, in all fairness to them, I should make this evident to everyone.

I have many points of agreement with Dr. Auge. First of all, I would agree that there is no doubt that private education is in great financial trouble. Also, the institutions of education, private as well as public, are engaged in an essentially public task. Also, there is both wisdom and advantage in building upon existing programs rather than undergoing start-up costs to meet expanding needs. That's a not very veiled response to the western Iowa man of yesterday, I guess.

Having said this, however, I think we should put the situation in what I consider to be somewhat better perspective. First, I think public education is the route that Americans have chosen to go. I would therefore have difficulty in accepting the premise that big government, big education, and eventually big brother are on one side of the picture whereas all of the humane, spiritual, and traditional values are represented solely by non-public education. Second, our educational system is committed to free public education for everyone, from kindergarten through the twelfth grade. I believe the system is ready to fulfill that obligation at any time the necessity arises. I believe that the public system is required to educate those who are now being educated privately. The public system would be able to do just that, despite the obvious fact that there would be some major adjustments required.

I personally feel a wiser adjustment would be to make greater use of private education. We cannot avoid the fact that there are serious legal questions involved in public support of private education. Therefore, the method of providing that support is of great importance. As a practical matter, it is possible to devise some means of assistance which could not be successfully opposed in the courts. This we have accomplished by the tuition grant program now in effect in this state. Personally, I don't think it is right to continue forever with this type of legislation. Studies I have read pertaining to other states do not give support to the view that aid to the

student has materially aided the institutions or that increased aid to the student in the future would flow through to the appreciable benefit of the institutions. If the aid is to be significant, while still a modest amount in total, it must be direct. This, of course, adds to the legal problem. We might say the problem is not likely to be solved by the Methodist preacher (I say 'Methodist' because I'm a Methodist and partially because it's accurate reporting) who gets up before his local school board and protests the shared-time concept and goes to the state-wide Methodist meeting and votes unanimously for state assistance for the Methodist-supported colleges in this state. I would oppose any assistance to institutions whose central purpose is teaching of religious beliefs. But, I also would reject the wider argument that all institutions of higher education having any religious connection should be ineligible. I would propose instead that we get into the court and get on with the solution.

Fourth, I think it is unavoidable that public aid to private education will involve certain controls. For one thing, in the interest of the taxpayer, we would have to insist on minimum standards of instruction. I believe state aid should be available only for the support of education which is at least equal in quality to that provided in the public institutions of this state. There would also have to be some control over the establishment of new private schools, lest we open the door to the establishment of schools by a multitude of sects and groups, all expecting public support. I would also think that schools receiving such public aid would have to adopt a more open door policy on admissions than is now the case.

Lastly, I believe it is time we quit deluding ourselves that public support of private higher education will substantially reduce the need for support of public education in this state. Dr. Irwin Lubbers, formerly executive director of the Association of Private Colleges, stated that the tuition grant program would not affect the enrollment projections of the regent institutions. I agree with him. As a matter of fact, enrollment figures at the regent institutions this fall support that conclusion. Therefore, the support of private higher education does not constitute a shifting of funds from public institutions to private institutions, but rather an addition to the necessary support of higher education in this state for what I believe to be a most worthy and necessary purpose, that of retaining diversity in higher education.

I recognize that I'm posing more problems than solutions. But I also feel that the first step toward the solution of this problem or any problem is to recognize what the problem is and that it does exist. I think the answers will come painfully and there is no panacea. Quick solutions fashioned in an atmosphere of crisis or even threats, in my view, are likely to compound the problem. The right answers will emerge only from greater understanding on the part of the state's citizens and from honest and candid discussion of the problems with cooperation and support of all elements of society.

A RESPONSE

by

J.M. WALTER*

I would first like to react to Dr. Metcalf's address. I would agree that one of the greatest problems in the past has been the fact that taxable property is often not located in the area where the need for tax revenue is most acute. This is a problem that has to be considered and possibly should be dealt with by (1) assessing all property by a state agency to insure uniform assessment, (2) levying a state property tax to provide a fixed level of support for all of the educational agencies regardless of location or amount of assessed local valuation, and (3) consideration of federal support which would insure that all areas of the country have access to an adequate educational program. I would strongly oppose the concept of any form of direct taxation on families who are presently utilizing the public school system. While it is very easy to suggest that those who utilize the system should also be those who pay for the benefits, such an assumption would appear to be unwise at this time. It certainly would be contrary to the democratic concepts that we all believe in and obviously would affect many low-income families who now are least able to afford any form of taxation. In addition, the burden of support would be greatest on the young and middle-aged families who often are now hard pressed to meet their financial obligations. The initiation of such a system would place severe handicap on the families who would be first affected and would tend to relieve, to a large extent, the obligation of many other families who have already enjoyed the benefits of a free public educational system.

I would like to direct one statement to Dr. Auge's address. I have some reservations about providing public support to private institutions. When such support is provided there is a problem of who shall, or who shall not, receive it. Such support can well result in a multiplicity of private school systems, which in some cases may reflect convictions that may be questionable in the eye of a majority of the taxpayers. In addition, such systems over which the public has perhaps little or no control concerning admission and retention policies may result in systems which are unresponsive to the needs of many individuals within our society and result in a fracturing of the democratic process of education which we now subscribe to.

One statement to sum up what I think we have been saying these past two days. I believe that mankind has the obligation to give every individual the opportunity and right to use his talents, physical and mental, to his maximum potential. Then, and only then, will each individual feel he is contributing something to civilization and his life is then meaningful.

*Mr. Walter was a substitute for Mr. Lester Menke.

On controls we must say that non-public schools can declare themselves in favor of reasonable controls by which the community will no doubt profit. But, obviously, if under government support, these schools cannot serve their reason for being, they then have no purpose for being. Competition has been held up as being a fine use of the non-public schools in our society and could be helpful to all education. I don't see a mass exodus from the public system if this should occur. I don't see the collapse of the public system. I support it with my tax dollar and I'm very proud of it. Some of my children attend this system. I want to see the very finest system in the State of Iowa, in both sectors, that we can possibly provide.

Dr. Metcalf's intriguing suggestions must be looked at very carefully. I believe there was one principle involved in the last suggestion. Families have a direct relationship that we should hold in mind. That is, where my money is there my interest is. The direct contribution that I make to a school, whether it is through tax dollars or directly, puts my vested interest in the proper place.

Finally, to the members of the Committee who have been charged with a very challenging task, I'm happy to see that it is vested with a group of the citizenry of this state, men and women who for the most part are fathers and mothers themselves. This places it squarely, you realize, back in the lap of the family where it belongs. Because it is from this citizenry that all of us, regardless of what our interests are, have our authority, be it public or private. God's rich blessing to this Committee. May you see these issues, look at them carefully and thoroughly in a calm, fair, thorough, and objective way. Some of the things you will deal with are very charged emotionally. Let's do this not for ourselves, not for our schools, not for those who teach, and not for those who administer but for our children and the youth in Iowa.

A RESPONSE

by

WILLIAM WRIGHT

Dr. Lillywhite indicated that there were a vast number of federal programs and if the consolidation of state administrative funds and packaging of program funds will help the state and the federal government to increase efficiency in both sections of government, I would certainly react positively and encourage that this be done post haste.

It was suggested by one of the presenters that trends indicated an increased support from the federal government in years ahead might be seen on the horizon. The federal legislation will include a large amount of categorical type of aid and bloc grants. This will, of necessity, have to pass through state channels anyway. We would want to be careful to see that at this point proper administration is afforded for all to whom the benefits are intended. Government support begins with the child and the youth's needs and often results in meeting the needs of school systems or school-centered needs. May I plead that we keep the child and the youth of our state central, when putting the money to work.

We've heard of rising costs-- costs that will ultimately be passed on to you and me, the taxpayer. Will increased government aid, for example, to non-public schools, cause taxes to rise? Well, most probably. But, if these schools, on the other hand, should die because of lack of aid of some type or another that is acceptable, I would have to suggest that perhaps the tax increase will go up at an even more fantastic rate. Who pays is one of the questions that our topic asks us to answer. Either way you answer the question, you and I are going to pay, the taxpayer. The committee has the very challenging task of trying to determine and suggest which is the best way.

Dr. Auge presented a fine case for the non-public schools. May I commend this again, also to the committee as they inspect these three reports. Certainly our non-public schools perform a public service and they, in effect, serve the state's secular purpose fully by the education of competent useful citizens. All citizens pay taxes for the support of basic education and not for only a certain portion of education. All engaged in such education should have the right to share one way or another in the benefits. The argument of priority for the needs of one system or the other is really not an argument at all. Education of the child is the priority, not a system.



GOVERNOR'S CHARGE TO THE ADVISORY COMMITTEE

Never have so few done so much to exhaust the minds of so many.

Yet I am strongly impressed that through all the diversity of opinion expressed in the past two days, there has been a basic consensus on issues of fundamental importance. Dr. Pierce, in his keynote address, perceived four issue areas: Greater Accountability, More Rational Resource Allocation, Greater Relevancy, and Sharing the Decision-Making Function.

Those four points have been echoed and re-echoed throughout this Conference. And, in sum, they add up to the conviction that education must serve the public interest, and that the public interest can only be arrived at through continual interaction with the public itself.

This Conference has convinced me, more than ever, of the imperative need for greater citizen participation in dialoguing the issues in education.

The sociologist Gunnar Myrdal observed:

"If you want to find out what is wrong with America, just ask somebody; they'll tell you. And sometimes you don't even have to ask."

We "don't even have to ask" for citizen participation; it has become abundantly clear that many citizens, particularly students, believe that something is wrong with American education, and they are quite willing to express themselves by whatever means necessary to obtain fair hearing. Yet I am convinced that we have much to learn from a sincere dialogue, in the best tradition of democracy--that we should, in fact, solicit citizen involvement at every opportunity, through a full variety of mechanisms.

--Not simply for the purpose of building support for a bond issue.

--Not simply to convince reluctant alumni to support their college.

--Not even to mobilize broad support for a particular change that educators might desire in the laws of this state. All of these are, without doubt, legitimate. But our real goal must be, at all times, to perceive the "public interest" in education.

I urge all of you--and particularly my Advisory Committee--to take whatever steps you can to involve the citizens of Iowa in discussions of educational policy. When the proceedings of this Conference become available, I urge you to utilize this document as a resource for citizen discussion.

To my Advisory Committee on Education, I give this charge: draw upon our professionals, involve our citizens, and proceed with your analysis. While I hope to receive a preliminary report next spring, and a full report in late summer, I believe that a major part of your responsibility is to develop a viable process for planning and evaluation of education outside the educational system itself. As you structure your Committee, and proceed to analyze our needs, I hope you will always be mindful of the need to define a continuing process.

I hope the Committee will give particular attention to another theme which has run through the Conference, and which was emphasized in the presentations by Dr. McCracken and Dr. Fitzwater, and repeatedly in the last two panels today.

We need to develop better ways to allocate our limited dollars for the greatest possible benefit, and we need assurance -- or "accountability" -- that our expenditures are indeed achieving the promised purposes. I have asked Leroy Petersen, as Director of my Office for Planning and Programming, to work with one or more educational agencies this year to experiment with new techniques for program budgeting and evaluation. I feel this Committee is in an ideal position to guide such a project, so that citizens and policymakers will have the best possible information from which to assess priorities.

For, while we may be able to achieve momentary successes -- such as the success of this Conference, or the implementation of your specific recommendations -- time never stands still. H. G. Wells' famous comment, that "human history becomes more and more a race between education and catastrophe," might well become our motto. Or, as a Chinese philosopher put it, "He who rests on his laurels is wearing them in the wrong place."

I thank you all for your attendance, participation, and -- most of all -- for your future involvement in moving Iowa's educational system forward.