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NON-TECHNICAL REPORT OF THE SOUTHWESTERN COOPERATIVE EDUCATIONAL LABORATORY, INC., A SURVEY AND ASSESSMENT OF THE SOUTHWESTERN REGION AND A STATEMENT OF PROPOSED PROGRAMS AND ORGANIZATIONAL STRUCTURE.

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THE LABORATORY HAS BEEN ESTABLISHED TO PERFORM RESEARCH, DEVELOPMENT, AND DISSEMINATION ACTIVITIES DIRECTED TOWARD IMPROVING THE EDUCATION AND UNDERSTANDING THE CULTURAL DIVERSITY OF THE REGION'S MINORITY GROUPS (INDIANS, SPANISH AMERICANS, AND AGRICULTURAL MIGRANTS). INITIAL PROGRAM EFFORTS (JUNE-DECEMBER 1966) WILL CENTER ON THE DEVELOPMENT OF INSTRUCTIONAL TECHNOLOGY AND CURRICULAR MATERIALS FOR DEMONSTRATION IN ELEMENTARY SCHOOL CLASSROOMS. IN ADDITION, LABORATORY STAFF WILL OBSERVE, ANALYZE, AND EVALUATE SCHOOL BOARD OPERATIONS AND THE PERFORMANCE OF COMMUNITIES IN FULFILLING THEIR EDUCATIONAL FUNCTIONS IN ORDER TO DEVELOP MORE EFFECTIVE SCHOOL-BOARD-COMMUNITY LEADERSHIP. (BR)

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NON-TECHNICAL REPORT

SOUTHWESTERN COOPERATIVE EDUCATIONAL LABORATORY

June 1, 1966

ARIZONA NEW MEXICO WEST TEXAS OKLAHOMA

NON-TECHNICAL REPORT

of the

Southwestern Cooperative Educational Laboratory, Inc.

A Survey and Assessment of the Southwestern Region and a Statement of Proposed Programs and Organizational Structure.

Submitted to
The Division of Regional Laboratories
Bureau of Research, U. S. Office of Education
Washington D. C.

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by

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CHAPTER I

CHARACTERISTICS OF THE SOUTHWESTERN REGION

INTRODUCTION

The basic problems of the region of the Southwestern United States, encompassing Arizona, New Mexico, Oklahoma, and West Texas, stem from the existence of a wide variety of separate and distinct population groups which, due to their low educational, social and economic levels, impede, rather than contribute to, the progress of the region and the country as a whole. Even among the native whites, cultural differences are great because the socio-economic range is wide. The problem of under-educated, employable youth is considered to be one of the most explosive which the country faces. A major thrust in the direction of alleviating the problem can be provided through a concerted, cooperative and professional effort to assist school systems throughout the Southwestern region to better meet unique local needs. In doing this, they can give large segments of the nation's youth the social motivation and educational capabilities to become productive members of society. This can be stated as a principal goal of the Southwestern Cooperative Educational Laboratory.

Another educational problem that has plagued the region and has weakened the effectiveness of the schools in the area has been the community and school board structure found so prevalently in the region. Small school districts still are found in great numbers in Oklahoma and West Texas. In fewer instances, but just as ineffective and weak, the small school districts also are found in the other two states. This condition mitigates against strong educational programs.

SOUTHWESTERN COOPERATIVE EDUCATIONAL LABORATORY REGION

The typical small district school board approaches the problems of education with traditional and often outdated concepts. Many times it appears that in the eyes of the members the price of paint is the most important problem facing the board. Feeling unfamiliar and lacking confidence in the curriculum aspects of the educational program, the board defers to the professionals, but too often with either complete apathy or deep suspicion. The consequence is a leadership vacuum in the educational-community sphere. The professional who wishes to pioneer and innovate new concepts in education is faced with discouragement and lack of community support. A strong educational leader may be able to overcome these obstacles sufficiently to initiate a strong, advanced, specialized program. The longevity and continued implementation of such a program, however, invariably depends on continuity of leadership. This is often lacking since such an innovator usually gains wide acclaim for the advances he has implemented at the primary and secondary level, and soon is offered more spectacular rewards elsewhere. The exemplary program then eventually dies from lack of leadership, support and personal attention.

Furthermore, the isolated, backward communities in which many of these small schools are located offer only a culturally impoverished setting in which the children and youth are reared. These children, at an early age, often end up in one of the metropolitan centers where their families have moved or where they have gone after being a dropout. They usually migrate to these centers in search of jobs--jobs for which they are ill-prepared, either by education or through social adaptability.

Therefore, while very closely related to the first, the Laboratory defines as its second major thrust the strengthening of school-community relations and

the obtaining of stronger community support of education. This is a problem of sociology as much as one of education or educational administration. The school, in order to be more effective, must be in a favorable community environment and the community must provide a certain type of informal education, a very important part of which may be classed under the heading of culture.

Economically and socially depressed subcultures have always been with us. New ones are springing up throughout the country. Some unique groups exist and are developing in the Southwest. In the social cycle what were once dominant cultures become subcultures.

The Indian (as we summarily describe members of a number of quite different cultures) has lived within the geographical and political borders of the major, or Anglo, culture throughout the Anglo history in North America. The Spanish helped settle the area and for many years were the major culture in the Southwest. In recent years other socially and economically depressed subcultures, migrant farm workers, rural isolated farm and ranch groups, and even urban dysfunctional peoples have arisen in the area to be served by the Southwestern Cooperative Educational Laboratory. Formal attempts by the major culture to provide educational programs for the Indians began more than one hundred years ago and have yet to enable the Indian to support himself and his family.

In three hundred and fifty years the Spanish-American in many places has, if anything, slipped in his ability to compete successfully in educational programs and for society's goods.

Because of the itinerant nature of his work, the migrant farm laborer is, on the one hand, difficult to identify (or easy to ignore) as a social problem;

and, on the other, is unable to take advantage of the educational opportunities that would enable him, or his children, to break out of poverty.

In the case of the rural, isolated farm and ranch group member, urbanization has left him behind (or he has declined to run and to catch up with it). The educational processes have gone to the city and those left behind frequently are geared purposely to fit their graduates only for the milieu in which they grew up.

Certain of the region's cities, small as they are by comparison with the nation's megalopolises, have developed ghettos, sometimes ethnic in character, but principally identifiable by their extreme poverty. The narrow life space of these areas makes education of the children uncommonly difficult and expensive.

REGIONAL DEMOGRAPHIC DATA

The region served by the Laboratory had a 1965 population of 7,092,000. The 1975 projected population is 8,603,000. Within this population, approximately 69% live in small, urban communities; and 31% live in an actual rural environment.

The region as a whole contains 10.8% Spanish-American and 3.2% Indian. Certain localities within the region have much higher concentration. For example, New Mexico has 28.3% Spanish-Americans in the state. Within New Mexico, many areas are over 50%. The Indian population is concentrated in certain areas of Arizona, Oklahoma, and New Mexico. The Indians constitute a major portion of the "mix" in these areas. The reservation Indian population of the Southwestern region contains 53.3% of the reservation Indian population in the United States.

SELECTED SCHOOL YEARS COMPLETED

"Drop Out Table"

	Total Adults	No School Completed	Eight Years Completed	High School Completed	College Completed
REGION					
All Groups	3,345,932	106,256	489,785	791,863	285,933
Indian	116,381	22,372	15,071	11,595	1,078
Spanish-American	403,386	43,436	55,914	44,979	6,648
ARIZONA					
All Groups	661,102	26,444	96,521	167,259	60,160
Indian	45,694	12,016	5,252	3,193	168
Spanish-American	116,298	11,681	19,640	13,055	1,646
NEW MEXICO					
All Groups	444,503	19,558	54,229	110,237	43,561
Indian	31,471	8,539	3,175	2,968	278
Spanish-American	157,049	10,299	24,180	21,261	3,311
OKLAHOMA					
All Groups	1,299,842	19,498	232,672	297,664	102,688
Indian	39,216	1,817	6,644	5,434	632
WEST TEXAS					
All Groups	940,485	40,756	106,363	216,703	79,524
Spanish-American	130,039	21,456	12,094	10,663	1,691

Problems faced by an Indian or Spanish-American in obtaining an educational level commensurate with the Anglo-Saxon are demonstrated graphically in the population statistics available for the region. According to the 1960 census, 21% of the Indians of the region have not completed any school year. Almost the same statement can be made about the Spanish-American, since approximately 11% of the Spanish-American adults have had no schooling. This compares with the statistic showing that region-wide, only 3.2% of the population had failed to complete a full school year. The difference in opportunity and attainment is dramatic. The differences in the attainment of a college degree are also born out clearly by the Bureau of Census' 1960 figures. These figures show that only .9% of the Indian, and 1.6% of the Spanish-American population of the region have completed college. This is again compared with region-wide figures for all adults. These establish that 8.5% of all adults in the region have finished college.

The problem does not disappear when we examine records of the states within the region. The census figures for the four states in the region show that Arizona and New Mexico have Indian populations where 45% and 43% have no schooling. The Indian problem in Oklahoma is not as acute, since in Oklahoma only 9% of the Indians have failed to complete a year of school. Even this case is approximately three times greater than the region-wide figure of 3.2% In all four states in the area relatively insignificant numbers of Indians have attained college degrees. The figures are: Arizona, .03%; New Mexico, .06%; Oklahoma, .04%. These compare with the region-wide average of .03% of all Indians attaining a college degree. The number of Indians residing in West Texas is so small as to make the percentage figures in this respect meaningless.

The region's Spanish-Americans suffer disadvantages comparable to the Indian minority. Of Arizona's Spanish-American population, 44% have failed to complete a year of school. This figure is 52% for both New Mexico and West Texas. This is again compared to the region at large where only 3% of all adults have failed to complete a year of school. Spanish-Americans also have difficulty in attaining a college degree. In Arizona, 2.7% of the Spanish-Americans have four years in college. The figure for New Mexico is 7.6%, and in West Texas, only 2.5%. This again should be compared with the region-wide figure, 8.5%, for all adults in the region. These figures demonstrate conclusively that these minority groups suffer serious handicaps in attaining what is now considered a conventional education by the dominant culture.

These data demonstrate what is now accepted as a fact in the Southwest. The Spanish-Americans and Indians have a definite handicap in attaining an education, and it is axiomatic that this handicap is translated into economic deprivation. Failure to achieve is not necessarily tied to an environment of poverty, but can be more directly related to the cultural retardation of these groups.

REGIONAL NEEDS

Extensive research conducted throughout the region demonstrates that current educational practices in the public schools do not deal effectively with the culturally related retardation problems of certain minority groups. The demographic data presented shows that educational results for the Indian and Spanish-American are unsatisfactory. Similar conclusions have been advanced for children of migrant workers. Rural isolated Anglos give evidence

of similar educational problems.

As has been noted, one basic characteristic of the Southwest region is its feature as a geographical collection of subcultures. It would be a mistake, however, to think that the poverty and inadequate education which these peoples share indicate cultural similarities. The failure to recognize their cultural dissimilarities, in fact, may have more than anything else to do with their poverty and inadequate education.

These cultural dissimilarities among the various subcultures act as barriers to their success in education, the social life of the major culture, and the well-paying job areas.

Cultural barriers develop when a person finds that a value he holds is in conflict with a value from another culture. Parts of a foreign culture are easy to adopt when they are only superficial and do not interfere with deep core values. Middle class Anglos in the Southwest do not resist Spanish food or clothing, or Indian ornamentation. Nor have the Spanish-American and Indian experienced much difficulty in adopting the food and clothing of the major culture.

Barriers usually rise over differences in the basic values of cultures, religion, family, education, economics, health, recreation, and government. Many of the traditional values of the Indian and the Spanish-American in these core areas are in direct contrast to those in the major culture.

The typical Anglo attempts to teach reading in terms that involve a family unit of mother, father, son, daughter, and frequently a dog. This approach has failed with the Indian child whose extended family experience involves close contact with an array of uncles and aunts, grandmothers and grandfathers, nieces

and nephews, all of whom may be psychologically indistinguishable from parents and siblings. As an example, consider the difficulty of communicating to such a child the "concept and emotional significance" implied by the word mother.

Anglo health habits have been difficult to instill in the Indian, simply because he does not associate dirt with sickness. In the traditional Navajo culture, illness is a matter of bad luck and is cured by getting back in harmony with nature.

The typical Anglo teacher uses praise as a motivational technique. But in the traditional Pueblo Indian culture, the child is taught to sink his personality into that of the group, and that superiority over his peers is to be avoided. In the traditional Spanish-American culture, on the other hand, one's prestige is determined not so much by what a person does, but by what he is by virtue of his lineage.

In the teaching of history, where emphasis may be on inquiries into the constant process of change, the Anglo teacher may find resistance, even rejection, among children of Indian and Spanish-American parents whose cultures cling to tradition and resist change. The attitude of these subcultures toward change also accounts for their time orientation, which is more past and present, while the Anglo constantly thinks in terms of the future.

Research on the culture of migrant farm workers revealed attitudes similar to those of the Indian and the Spanish-American regarding orientation to time and disease. Socially disadvantaged children frequently are faced with the problem of insufficient food and clothing. It is not surprising that these children are not motivated by the prospect of distant rewards. Education with intangible

rewards in the future is even more unacceptable as a substitute.

Sociologists, psychologists, anthropologists, and educators have studied the problems of the various subcultures living within the major culture of this country. Their investigations in the Southwest have yielded some of their more spectacular results. They consistently find in these groups cultural values inconsistent with those of the major culture. They consistently find educational deficiencies among members of these groups, and relate these deficiencies not to lack of ability or intelligence but to incompatible values; and just as consistently they recommend educational programs designed to correct these problems. However, these research findings and recommendations consistently fail to appear in new educational programs for these people. Thirty years of research on the problem has never been systematically applied.

It is to this very problem of dissemination of research discoveries and of the implied program solutions that the Southwestern Cooperative Educational Laboratory proposes to concentrate its attack. Such an intent is based upon the conclusion that the lack of this ingredient--dissemination, communication--in the past may be blamed for the failure to utilize the knowledge of the social scientist.

Information can be disseminated in many ways. It can and may be printed in a research journal or a newspaper, but this does not insure it will find its way into textbooks and curriculums. It can be printed in the textbooks and be adopted into the curriculums, but it does not necessarily follow that teachers will be willing or capable of utilizing it. It can be agreed to and declared by teachers, but this does not necessarily mean that the people in the community or their children in the schools will accept it.

Research indicates that people who have participated in the collection of information and the decision-making related to it are most likely to be receptive to these decisions and most likely to use communication channels to disseminate them. It may be concluded that failure to involve educators, school board members, and other community members who are responsible for the success of new programs in the decision-making and dissemination processes at least partly accounts for the gap between research and program.

Members of the subculture groups which are to benefit from new educational programs should be among the first to become involved in the planning and dissemination processes. Cultural linkages must be found early, so that all parties involved may have levels of communication through which to work and to reach agreement. Failure to do so--failure to recognize the attrition of cultural disparities upon communication--may doom a project at its beginning.

School administrators, classroom teachers, and school board members must be introduced into the channel of communications. The Laboratory recognizes the requirement that all of these elements of the educational hierarchy must be involved in the collection of information and in the different levels of decision-making. It appears, however, that the involvement of school board members will demand a formal effort to focus the attention of these individuals on the problem of the cultural minorities. Such a project represents one element in the Laboratory program.

The apparent disinterest of school board members in the specific problems of minority cultures is usually based on the members' concept of their role in education. Too often the school board members regard their role in the traditionalist

sense. They consider their principal function to be policy-making but actually board members will consider details of personnel and financial administration. The board occupies itself mainly with budgets, bills, buildings, and the detailed operation of the school plant. Occasionally the board may intervene in the teaching process; but with increasing frequency educational operations have been left completely to the school administrators. It is equally significant in view of the Laboratory that the board members have refused to intervene in the community education process.

Board members are likely to resist the slightest involvement in special programs, whether for the culturally disadvantaged or for another purpose. This resistance is because of a lack of proper understanding of purposes. Therefore, this region has the requirement that school boards be educated in their community roles and perhaps that these roles also be better defined. Stated another way, involvement of all segments of the community will be required if programs for the culturally retarded are to progress. School boards occupy a focal position in the whole process of improvement. They are one of the keys required to unlock the door of educational opportunity for all the children of the community.

While it is true that leadership must be provided by an interested school board, the remainder of the community must also participate. To secure this participation is a process of education, public relations, and the creation of a climate of understanding on the part of the members of the dominant culture. These members, in their attempt to cooperate with the members of the subculture, must recognize the indigenous population values and that these values constrain the processes of decision-making and dissemination. If support for and receptiveness

to new programs are to be obtained, these subcultural communication processes must be utilized.

The Laboratory program will not purport to answer the question of whether the basic values of these subcultures should be changed to conform to those of the major culture. It is thought that this question must be answered finally by the members of the subcultures themselves. The position is taken, however, that without the involvement of the subcultures' members, there is no point in even posing the question.

Up to now, the problem of bringing self-sufficiency to the nation's subcultures has proved elusive to solution. The problem is not disappearing, but is growing greater; and the addition of new subcultures makes it further burdensome. It seems safe to assume from experience that localized, segmented efforts, however bravely inaugurated, will wither in the face of the gathering immensity of the problem. The Southwestern Cooperative Educational Laboratory intends to attack this problem on many fronts and in many different ways. The payoff for even a partial solution will be most rewarding.

CHAPTER II

THE DEVELOPMENT OF THE LABORATORY PROGRAM

If the regional educational laboratories are to fulfill their promise of becoming major instruments in developing, inculcating and evaluating educational innovation and change, a number of conditions must be present:

1. A sound, broad base of local support, involvement and commitment of laboratory goals and programs must be visibly present. Initial effort in this region has gone toward developing such support as a major coordinating agency for increasing the dialogue between the diverse groups and interests involved. Attention has been given to the involvement of private as well as public schools, other governmental programs (Job Corps, Peace Corps & B. I. A.), and business and industrial interests. If this effort is successful, as early evidence has indicated, program development will be truly indigenous to local needs and will have the greatest chance for success and continuation. Many meetings were held at the initial organization stage throughout the region and in this way first-hand involvement was accomplished.

2. An atmosphere favoring educational change must be present. Such an atmosphere develops as communities identify social, psychological and economic problems. It is the feeling of the Laboratory staff that a readiness for exploring ways of mitigating the problems of the bi-cultural, bi-lingual and/or disadvantaged groups now exists in the region. This readiness environment is being further cultivated.

3. A pool of interested skilled persons, both as staff members of the Laboratory itself, and as supporting personnel in the schools, colleges and universities of the region are being located and a plan for utilizing such persons is being developed. A "resource bank" is in the process of establishment by the Laboratory.

4. A knowledge of the existing research, published curricular materials, and other media must be utilized. It shall be the function of the Laboratory not only to innovate new methods and materials, but also to encourage the use, evaluation and revision of present packages wherever possible.

5. A sound base of financial support for ongoing activities must be developed and commitments of actual dollars, as well as space and personnel time, will be obtained as needed from participating institutions of higher learning and school systems. The resultant strength in combining local and federal effort is considered most important. Steps in this direction have been taken.

6. Programs must be developed by the Laboratory staff and through the area offices which offer viable approaches toward solving identified educational problems. Attention will be given to programs which "intervene" in ongoing school programs in fashions designed to make a measurable difference in what happens in the classroom. The necessity for involvement and cooperation of classroom teachers in every stage and at every level of Laboratory policy and activity is recognized and will be assured.

CURRICULUM PROGRAM DEVELOPMENT

The Laboratory staff feels that the schools of the region have generally failed to recognize the cultural, economic and social characteristics of a great

many of our students, a situation which results in precluding maximal benefits of school programs.

The Laboratory staff will attempt to identify these characteristics and to utilize the findings from this study in re-engineering existing curriculum materials and methods in fashions designed to increase the utility and efficiency of these items. Evaluation will be a continuous process and results will be used in further revision. Gaps in existing materials and inadequacies in methods will be identified and prototypes will be developed and tried.

Since learning in the schools is dependent upon communication skills, this curricular problem will be attacked at once:

(A) A systematic study will be made of the learning handicaps and needs of the students involved. This will be based upon detailing of specific behavioral changes we wish to see occur as a result of school experiences.

(B) The Laboratory will develop "learning systems -- initially focused upon language experiences in the primary grades -- for greatest importance." Such systems "involve identification of all the factors possible that impinge upon developing the desired outcomes or terminal performances." Use will be made of the following model:

Establish learning needs. Identify shortcomings which preclude acceptable economic and social functioning.	Specify behaviors which will overcome these shortcomings. List behavioral objectives.	Select and organize learning experiences to produce desired behaviors. Develop a program.	Evaluation and modification. Are objectives being achieved? Necessary modification.

(C) Specific behaviors in language mastery and usage which students should demonstrate at particular progress or "check points" concerned will be specified. It will be necessary to specify the criteria of success desired. For example, in developing programs of teaching English as a second language, or in comparing the relative effectiveness of preparing written materials in English vs. Spanish, desired objectives must be defined as exactly as possible in terms of: how well the student will be expected to read or speak; under what conditions will the skill be demonstrated or tested; and what judgment or standard of success will be used.

(D) In order to accomplish this phase of the program, the following plan will be pursued:

June 1, 1966 - August 1, 1966 Resource materials will be compiled. Research findings on cultural characteristics will be collected and summarized. Teachers will be involved to the extent feasible in this stage of development.

August 1, 1966 - September 1, 1966 System designs for a communication skill program in the primary grades will be prepared. This will involve a plan to try out existing materials and methods under standardized conditions so that strengths and weaknesses can be identified and revision made possible. Evaluation methods and plans for rapid dissemination and use of findings will characterize the entire program. (The need for new multi-media instructional packages and the extent of their acceptance should become evident during the try-out period.)

September 1, 1966 - November 1, 1966 Try-out period in schools. Analysis and validation of materials is to be continued, prototypes of new material packages begun, and system revised.

November 1, 1966 - December 1, 1966 Plan for try-out of new materials will be formulated.

PERSONNEL PROGRAM DEVELOPMENT

Laboratory personnel recognize that a great many current instructional staffs do not possess the knowledge and skills necessary to optimize curricular programs. The Laboratory will emphasize programs of in-service training to "update" the experience and training of teaching staffs. Due to the vast geographic area involved, professional isolation often results. The problem is severe in this region. In addition, salary and related working conditions have made it difficult for many of the schools to recruit and maintain experienced staffs.

Systems will be designed for in-service training of instructional staffs in much the same manner as that for students. However, the necessity for developing new "exportable training" packages that can be utilized widely within the region is recognized also. Systems of home study and educational television, as well as more traditional approaches, will be developed. Decentralized Instructional Centers will be developed from the area offices. Pilot projects for developing "feed back" systems for in-service training will receive particular attention.

Since the Laboratory is research oriented, and since a knowledge of inquiry techniques is quite limited, the staff proposes to begin a program in this area by developing media, materials, and methods for teaching instructional staff members basic research concepts based on a sound philosophy of science. The following calendar has been prepared:

June 1, 1966 - September 1, 1966 Compile information on research training of teachers. The design of instructional system will be completed. There will be some teacher involvement through production workshops.

September 1, 1966 - November 1, 1966 Try out system, evaluate and revise.

November 1, 1966 - December 1, 1966 Plan new field trial of system and begin. Design of further in-service efforts will be made.

It should be noted that additional programs aimed at the needs of supervisory personnel and specialists will be developed as the Laboratory growth allows. It is recognized that both teachers and their official leadership must be involved.

ANCILLARY SERVICE PROGRAM DEVELOPMENT

The impoverished and rural nature of much of the region has not been conducive to the development of extensive professional school services beyond the regular teaching program (special education, guidance, health services, school social work and recreation). The Laboratory will seek to identify: 1) the extent of existing services; 2) the efficacy of existing services; and 3) the need for new or additional services. This assessment procedure (September 1, 1966 - November 1, 1966) will result in plans for systems to meet the needs identified, and to evaluate the worth of these same systems. The Laboratory staff feels that salaries and mounting shortages of such personnel will necessitate exploratory ways to identify, train, supervise and evaluate the use of non-professionals to accomplish much of this work.

October 1, 1966 - November 1, 1966 A plan for development of para-professionals in at least one ancillary service field will be undertaken. Criteria for selection, materials for training, recruitment of trainees, preparation of cooperating school systems, and creation of evaluation instruments will begin.

November 1, 1966 - December 1, 1966 Plan for field test of program completed. Program will be carried out under next Laboratory phase.

In addition, methods for extending range and efficacy of existing personnel through trailers, closed-circuit TV, etc. will be pursued. These methods will be followed through a working arrangement already established with a Title III project involving 26 school systems.

COMMUNITY INVOLVEMENT AND SCHOOL BOARD PROGRAM DEVELOPMENTS

The Laboratory staff believes that progress in education has been hampered by outdated patterns of community/school board operation, and by the seclusion of the school as an institution. Hence an attempt will be made to identify factors hampering ideal school - community relations, and a system will be designed for dealing with these factors. Methods to involve the community in its own educational endeavor will be explored. This may well include programs for in-service development of existing school board members as well as field tests of new programs of school organization and policy making. The following calendar has been prepared:

June 1, 1966 - September 1, 1966 Survey existing patterns of school - community relations. Identify patterns of school board operations that hamper or optimize effectiveness.

August 1, 1966 - November 1, 1966 Plan and begin in-service programs for existing school board members. One series of meetings has been scheduled for mid-August.

November 1, 1966 - December 1, 1966 Evaluate initial field test, revise in-service training package, and plan second field trial. Plan new programs for school boards and/or school - community involvement.

The plans call for some pilot community programs for the purpose of trying out new approaches for relating communities to their school programs. This pilot plan should be ready for operation in at least two states of the region by the 1967-68 school year.

INDIVIDUALIZED AND COMPUTER-BASED INSTRUCTIONAL PROGRAM DEVELOPMENT

It is widely accepted that for instruction to be truly effective, individualization is essential. The factors of self-pacing, immediate knowledge of results, differential reinforcement schedules with a high ratio of success experiences, and small segment learning are recognized as parts of this process. However, any examination of "live" school situations in this region, if not everywhere, quickly verifies that extremely little use is made of sound learning principles and/or individualized curricular materials. Teachers and administrators are both ignorant and fearful of such practice, and instruction remains group based, failure and grade oriented, and largely passive in nature. In this region, the problem is even more severe due to the wide range of cultural background, native ability, and teacher experience that is present.

The Laboratory will encourage the use, evaluation, and continuous revision of individualized techniques and materials. This program area deliberately overlaps the more general Curriculum Program Development area. Due to the presence of a large number of program learning and computer-based instructional groups in the area, a pool of highly skilled resource personnel is available for this effort. (Westinghouse, Litton, Educational Research Associates, EVCO Co.). In addition, several Job Corps installations nearby have pioneered in the use of these techniques and methods, and their experiences will be utilized.

The Laboratory will attempt to organize existing materials and techniques so as to encourage and facilitate use by school personnel (the calendar for this phase is June 1, 1966 - September 1, 1966), and to distribute these materials throughout the region and offer Laboratory assistance in designing field tests of segments of such material. This would include in-service training of local staffs as required (September 1, 1966 - November 1, 1966). The Laboratory will also attempt to revise materials as a result of evaluation and to plan field tests over a wide regional area. Final plans for developing new instructional prototypes and model classrooms as demonstration centers will be formulated between November 1, 1966 and December 1, 1966.

The Laboratory staff hopes to pursue this whole area and eventually plans to develop prototypes for trailer-based or other automated systems.

GENERAL GUIDELINES

The general guidelines under which the Laboratory will develop programs include:

1. Region-wide implication for project findings. (Transferability-Exportability)

2. Evaluation and Dissemination plans built-in. (Operational designs)

3. Systems approach to analysis and plans.

4. Implications for direct classroom learning wherever possible.

5. Identification and spread of existing materials and methods under standardized conditions.

6. Preparation of new prototypes and re-engineering of existing items proceeding simultaneously.

7. Base of local support required--programs to be indigenously based, evolved and carried out. Involvement as the key to effective dissemination.

8. Coordinating function of Laboratory with other programs and with diverse groups is paramount.

9. Capitalizing on existing strengths and resources in the region where possible, and supplementing there rather than starting anew.

10. Continuously relate to the classroom with improvement programs of all types. The use of teacher committees, the seeking of teachers' ideas, and special in-service programs for them are examples of how the relating can be done.

CHAPTER III

LABORATORY ORGANIZATIONAL STRUCTURE

The organizational structure of the SCEL reflects the underlying philosophy of a decentralized operation. The geographic region which the Laboratory is designed to serve is divided into four areas on the bases of ecological, social, economic, and cultural considerations. The matter of transportation hubs and networks also enters into the consideration of area centers. It is felt that the educational problems in each of these areas are slightly different and indigenous to the area in question, even though they may relate closely to region-wide problems. Hence, solutions to problems should be developed locally by people who are most familiar with the existing situation--those in the local communities where the particular educational problem exists. The Laboratory must then perform the coordinating and relating function for the region.

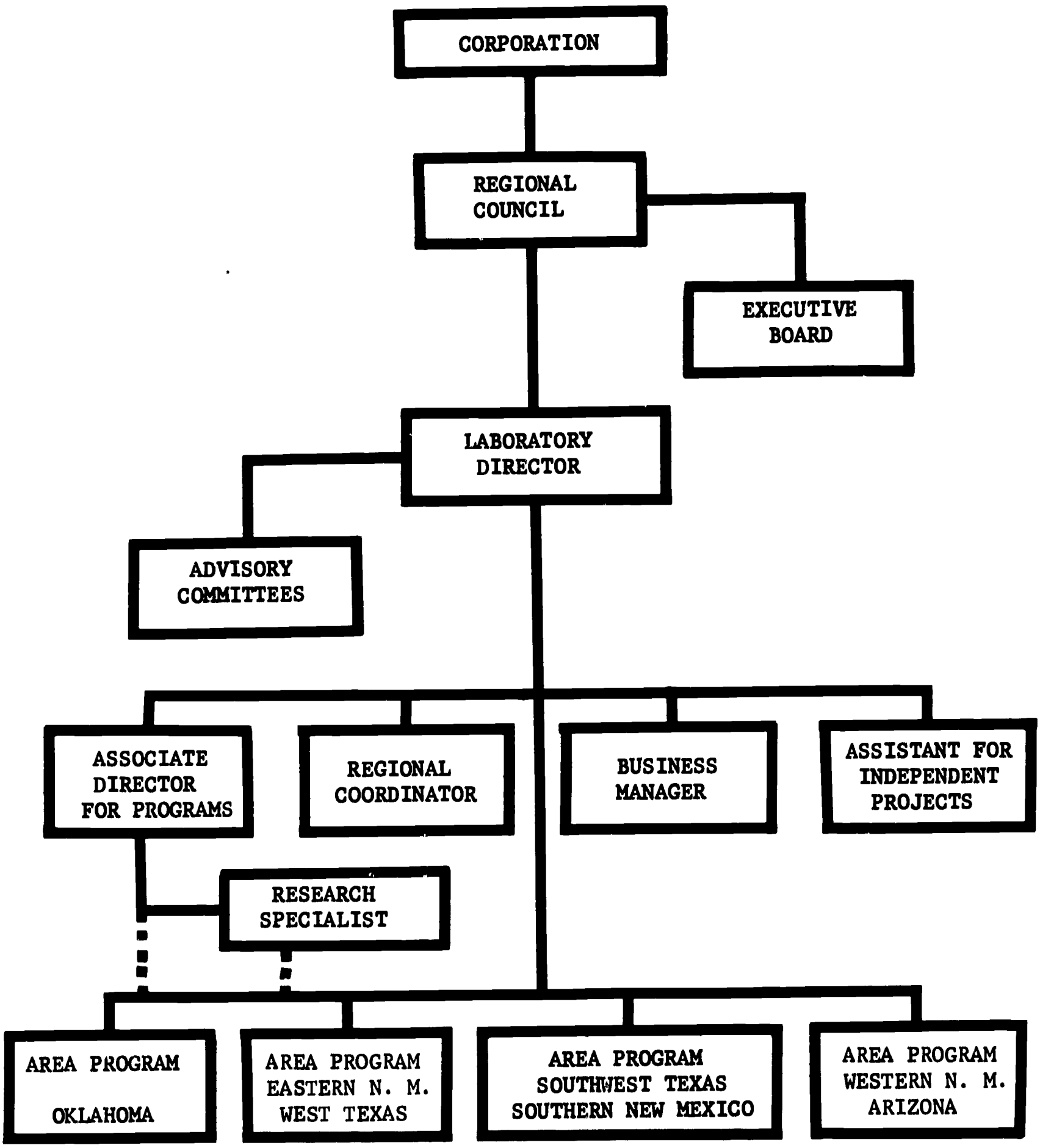
In line with this thinking, four area offices have been set up. These are located in Oklahoma City, El Paso, Tucson, and Lubbock. Proposals which are elements of the regional program emanate from individuals, local school systems, and colleges and universities to the area offices where they are reviewed by the Area Director and his staff. If they are considered to have sufficient merit and the possibility of yielding some important, applicable finding related to the regional program, they may be referred back for "polishing"; then they are forwarded to the Laboratory Central Office for review by the staff and advisory committee. If they are considered pertinent and feasible by these groups, they are budgeted for costs, then integrated into the total program.

The process which occurs and the role which the SCEL plays should be noted. Program elements are developed locally, where the problem exists, with the Laboratory playing only an assisting role. They are not developed centrally and imposed upon some cooperating school system or university. All facets of the community are involved: not only all types of educators, but businessmen, para-professionals, and lay persons--all persons who are interested in improving education in their respective communities and in the region. The role of the Laboratory is one of providing certain services in the improvement process: aid in writing proposals, making recommendations for improvements in proposed programs, helping carry out the approved research, and aiding in the dissemination of findings which have broad areas of applicability. Its role then is not directive, but one of guiding and helping in the solution of educational problems which exist at the local level. The Laboratory staff must constantly be looking for new ideas and new ways to better implement old ones.

This philosophy can be seen in the organizational chart which is included on the page following. Communications flow largely from the four area offices to the Laboratory, rather than in the opposite direction. This pattern of staff relationships illustrates an organizational structure considered most conducive to a decentralized functioning--a plan which is in agreement with the basic philosophy of SCEL.

The Laboratory organization was initially established by a steering committee of members from the four states of the region--New Mexico, Arizona, Oklahoma, and Texas--but representing various types and levels

ORGANIZATION OF
SOUTHWESTERN COOPERATIVE EDUCATIONAL LABORATORY



of education and industry. Legal and management consultants were called upon to advise these educators and representatives from other agencies and institutions which comprise the steering committee. The Laboratory is organized as a non-profit, educational corporation established under the laws of the state of Texas.

The steering committee was succeeded in the formal structure by the present twenty-eight member Regional Council which contains seven members representing various educational and other types of organizations from each of the four states. The Council is the major policy-making body for the Laboratory. It functions primarily through an eight member Executive Board which is elected from the Council membership, and which can be the final authority on program and policy matters.

The original Regional Council members were appointed by the steering committee, and members drew for terms of one, two, three or four years. Seven new members are to be elected each year and will represent the same balance in organization categories as those whose terms expire. Represented on the Council are the following categories: higher education, public school administration, classroom teachers, state departments of education, public school boards, private education, Indian education, and industry. Provision is made for the Council to add other categories of membership as this may seem advisable.

The corporate body has the powers necessary and proper to carry out its business under the statutes of the state of Texas. It is prohibited by its bylaws from engaging in propaganda campaigns or from exercising political

influence. Officers of the corporation are a President, who is also Chairman of the Regional Council; a Vice-President; and a Secretary-Treasurer. These officers are elected for a one-year term by a plurality vote of the members of the Regional Council present at a meeting each year following the annual meeting of the corporation.

The organization chart on an earlier page showed the functioning relationships of the various components as the Laboratory moves into its operational phase. All positions shown are not staffed in exactly this manner prior to full operations.

STAFF RESPONSIBILITIES

The duties and responsibilities of each of the positions included in the organizational chart are geared to the underlying philosophy and aims of the Laboratory. Specifically and concisely stated, the duties of each of the key program positions are as follows:

Laboratory Director

The Director is the chief administrative officer. He is appointed by the Regional Council and serves under their direction. He is responsible for carrying out the policies of the Council and its Executive Board. He has the overall responsibility of directing and coordinating the total Laboratory operation and its many and varied activities.

Associate Director for Programs

The Associate Director is responsible for developing and supervising the operation of the Laboratory projects, and coordinating the projects of the Laboratory with other agencies. Of course he must constantly be on the lookout for new ideas and practices and methods for testing them for validity.

Regional Coordinator

The Regional Coordinator is responsible for providing continuous contact between the Laboratory and its region. He disseminates information, develops and maintains a mailing list, supervises the preparation of newsletters, reports and documents, and participates in project planning--particularly as this relates to dissemination and information.

The Research Specialist

The Research Specialist is responsible for supervising research activities of the Laboratory. He assists in planning and design, recommends the approval or disapproval of proposals so far as research is concerned, extracts educational implications from research data, systematizes research findings, and prepares materials for and conducts workshops on research techniques with various groups in the region.

Area Directors

The Area Directors maintain inventories of resources, related research, and problems and needs for their respective areas. They assist in developing and supervising project activities in the areas. They make periodic progress reports, administer a continuing program for the respective areas, and help develop and implement dissemination procedures. They are the contact persons for the part of the region in which they are located.

ADVISORY COMMITTEES

The advisory committees are headed by recognized experts in education and the behavioral sciences from around the nation. Advisory committee members are selected from a panel of experts which has been compiled and serve as program reviewing groups as they are needed. Each committee consists

of five members. It is anticipated that the panel will be a changing group and that advisory committees may be rotated in membership, but that continuity for a particular project will be provided throughout its existence.

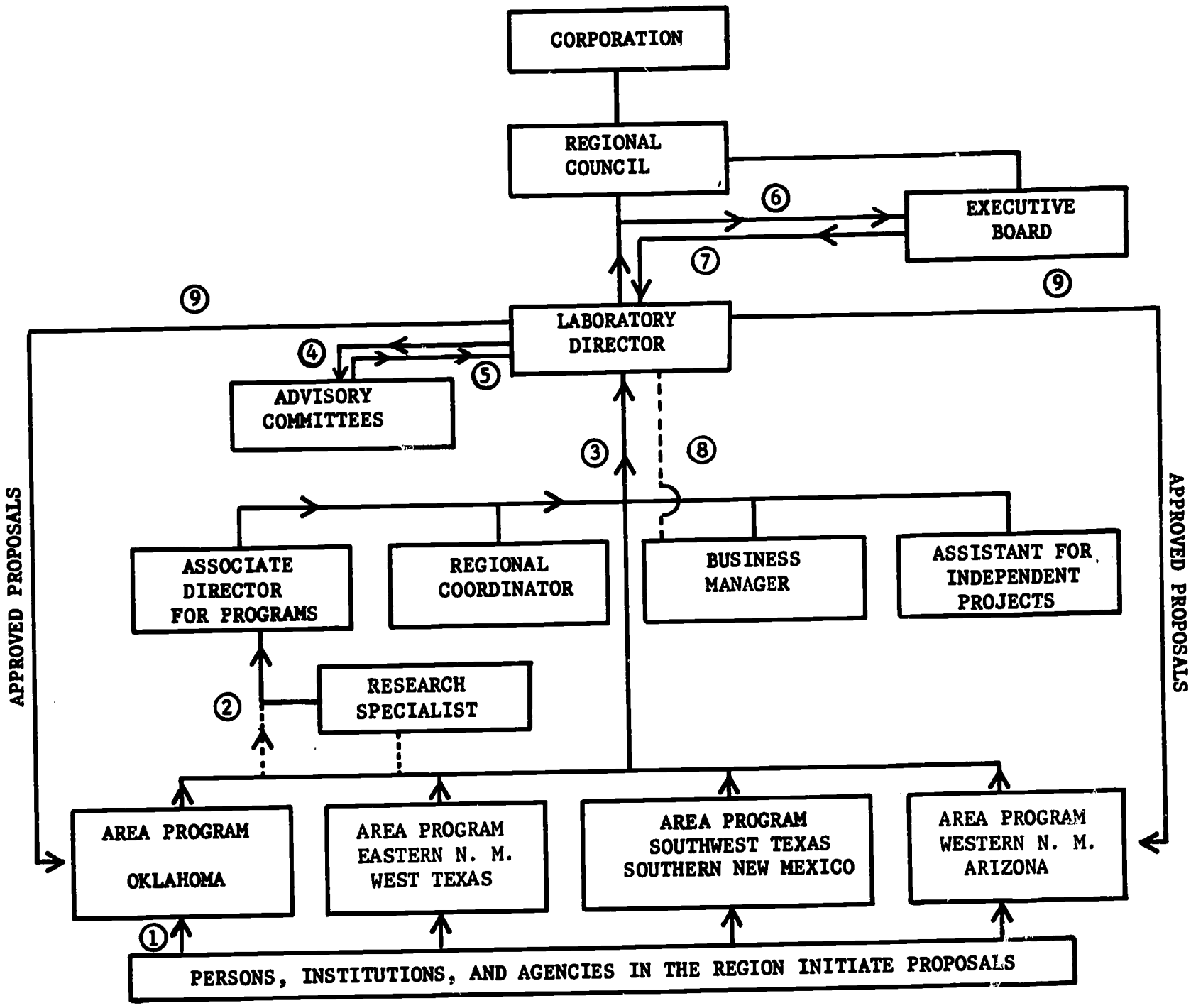
The committees review research proposals and recommend approval, disapproval or modification. They also review completed projects for their significance; and, as assigned, review total laboratory activities and progress. This general review of programs will be held at least annually.

DECISION-MAKING IN THE ORGANIZATION

The schematic diagram of the program cycle, which is included on the following page, illustrates the care which has been taken to insure that program decisions are made as wisely as possible. Numerous people are involved in decisions concerning any given proposal so as to minimize mistakes and to utilize the combined experience of as many knowledgeable individuals as possible. Proposed programs are first acted upon by the Associate Director for Programs who can recommend approval, disapproval, or revision at that point. The Laboratory Director reviews his recommendations and can in turn transmit the proposal to the advisory committee for its review. Positive action by that body results in transmittal of the proposal to the Executive Board and/or Regional Council, then back to the Director for final approval and implementation. It can be seen that several persons must be convinced of the worth of a proposal before it is given the go-ahead.

This review practice is intended as for internal quality control along with the high standards which are set by the Advisory Committee. This body is outside of the organization and is considered to be relatively neutral.

SCHEMATIC DIAGRAM OF TYPICAL PROGRAM PROPOSAL



1. Proposals or ideas to Area Directors
2. Reviewed and referred to Program Director
3. To Laboratory Director with recommendation
4. Referred to Advisory Committee for Review
5. Returned with recommendation
6. Positive recommendations are referred to Executive Board
7. Returned with Executive Board action
8. Cleared for funding
9. To Area Director and originator for action

The fact that there is also a continuous evaluation of ongoing programs promotes high standards of research, application, and dissemination. One of the most important quality check points is the advisory committee.

Administrative decisions are made by the Director and his staff within the policy framework provided by the Council. A general principle followed is that decisions of this type are made as close to the point of involvement as feasible. For example, Area Directors are given considerable latitude in this regard.

TIME UTILIZATION BY THE LABORATORY

From the earliest stages of planning, the Laboratory has been actively engaged in setting up an organizational structure and "tooling up" for handling the research programs. Personnel are being employed, policies established, and operations begun.

As of June 1, 1966, less time was being devoted to organizational functions and more time was being given to the primary purpose of a laboratory--that of reviewing and acting upon the numerous research proposals and ideas from the field. It is expected that this function will be the central focus of the Laboratory for the period immediately ahead.

After the initial period of specific research proposals done locally, program development will occupy much of the time as findings are collated and developed into meaningful educational practices which have broad application throughout the sub-regions. Specific actions will vary with the development and maturity of each program. More research, developmental assistance, and field services will be required for some programs than for others; but these services will be mixed in different blends and program development will

become the prime function. A variety of programs within the thematic framework established will characterize operations.