DOCUMENT RESUME

ED 214 827 SO 013 943

AUTHOR Fish, Lawrence D.
TITLE Alternative Patterns of International Collaboration for School Improvement: An Analysis of Activities of the OECD/CERI Pacific Circle Consortium.
INSTITUTION Northwest Regional Educational Lab., Portland, Oreg.
SPONS AGENCY National Inst. of Education (ED), Washington, D.C.
PUB DATE 1 Mar 82
NOTE 37p.; For a related document, see SO 013 942.

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Agency Cooperation; Consortia; Cooperation; Decision Making; Delivery Systems; Educational Development; Educational Research; Elementary Secondary Education; Foreign Countries; Information Dissemination; Information Networks; *International Education; *International Educational Exchange; International Relations; Program Descriptions; Research and Development Centers; Shared Services
IDENTIFIERS Australia; Canada; *International Cooperation; Japan; New Zealand; United States

ABSTRACT

This paper explores methods of collaboration among countries in order to promote successful development, exchange, and dissemination of international education materials. The discussion emphasizes activities of the Pacific Circle Consortium, which was founded in 1977 and includes Australia, Canada, Japan, New Zealand, and the United States. Its goals are to exchange information, materials, and personnel and to develop educational materials with a multicultural perspective. The paper is presented in five major sections. Section one explains the Consortium's origin, structure, membership, purpose, and activities. Section two defines the concept of international collaboration and outlines various methods of collaboration, stressing three important types of activity within collaborative efforts. These are parallel, cooperative, and integrated activities. Section three discusses four key elements of any type of collaborative activity: commitment and decision making, location of activity, structure and roles of participating agencies, and size and scope of activity. The discussion related these elements to specific Consortium procedures. Section four describes exemplary Consortium activities of parallel, cooperative, and integrated natures. Section five offers comments on constraints of collaborative ventures and specific implications of the Consortium's experience. (AV)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION
CENTER (ERIC)
X This document has been reproduced as received from the person or organization originating it
Minor changes have been made to improve reproduction quality
• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy

ED214827

ALTERNATIVE PATTERNS OF INTERNATIONAL COLLABORATION

FOR SCHOOL IMPROVEMENT:

An Analysis of Activities of the OECD/CERI Pacific Circle Consortium

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
M. Margaret Rogers
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

Pacific Circle Project
Northwest Regional Educational Laboratory
300 S.W. Sixth Avenue
Portland, Oregon 97204

Lawrence D. Fish, Project Director
Jerry D. Kirkpatrick, Policy Analyst

SP013943

March 1, 1982

The work contained herein has been developed under Grant NIE-G-81-0053 with the National Institute of Education (NIE), U.S. Department of Education. The opinions expressed in this publication do not necessarily reflect the position of the National Institute of Education and no official endorsement by the Institute should be inferred.

PREFACE

Phrases such as "the age of world interdependence" and "an urgent need for more global education" have virtually become cliches. Yet they are no less true. In fact, there are some significant indications in both government and education that "international education" truly is being recognized as a national priority.

One of the responses has been the formation of the Pacific Circle Consortium. With little precedent to guide it, the international education consortium has evolved over the past five years, guided more by the considered thought and dedication of the representatives of the Consortium member agencies than by tested theories or past experiences.

On the hope and assumption that the future holds many more efforts to improve international and intercultural understanding through cooperative educational undertakings among nations, this analysis of activities of the Pacific Circle Consortium is presented in the hope that our experiences will contribute to the making of policies and decisions which will result in future successes.

Lawrence D. Fish

CONTENTS

INTRODUCTION

Recognition of the need for widespread international education (or more appropriately, global education) by high level policy leadership people in both education and government is consistent and well documented. They agree that the "age of interdependence" is upon us, as evidenced by events in such areas as international trade, environmental effects, modern communications, activities of transnational organizations and international travel and tourism. They uniformly point out the need to help all people become more aware, more responsible, more effective participants in a global society, and they place on the educational system the heaviest responsibility for accomplishing this. Following is a sampling.

James M. Becker, Director, Mid-American Program for Global Perspectives in Education, Indiana University: "As a people and as a nation we are becoming increasingly dependent on trade with other nations and peoples, sharing a limited supply of global resources .... It is essential that we acquire more knowledge about other peoples and cultures, a greater sensitivity to their attitudes and views, and a clearer understanding of our roles as individuals, as members of various social groups, and as citizens in an interrelated world."

Sven Groennings, U.S. Senate Committee on Labor and Human Resources: "The basic reason for global education in our schools is that a fundamental change has been underway in our environment .... The role of the high schools is crucial ... the task is not limited to the social studies but involves perspectives which are pertinent to every major facet of school life."

Robert Muller, Secretary, Economic and Social Council, United Nations: "Under such dramatically changed circumstances which deeply affect our lives, there is an urgent need for more global education."

Barbara B. Burn, Executive Director, President's Commission on Foreign Language and International Studies: "An impressive amount of work has been done on the development of curricula for teaching about other countries in our schools. A major gap is the lack of programs through which teachers can learn about these efforts and collaboratively work with each other and with international studies experts to translate these studies into classroom programs."

There have been at least two significant actions by Congress in 1980 and 1981 in response to the "international education priority." One is the retention of categorical funds for international education in the 1981 appropriations; that is, these funds were not included in the education block grant and, indeed, authorized funding for international education basically has been maintained. Second, in its 1980 reauthorization legislation for the National Institute of Education (NIE), Congress asked NIE "to improve the capacity of the American education system to assist individuals to understand and function in an interdependent world" by addressing critical issues in foreign language and international education.

One result of the recognition of these needs has been the design and implementation of innovative and experimental "lighthouse" projects in schools across the United States. Examples of recognized programs in local schools include:

Foreign Affairs and World Issues courses at Kennedy High School in Cedar Rapids, Iowa

World Cultures and Emerging World courses at West Windsor-Plainsboro High School in Princeton Junction, New Jersey

Series of nine-week courses in global studies at West Lafayette High School in Indiana

Interdisciplinary units developed at North Middle School in Aurora, Colorado

20th Century World Studies at Lake Park High School in Roselle, Indiana

Global Classroom Magnet, drawing students from three Boston high schools

"Interdependence" developed by the Philadelphia School District with the World Affairs Council

Quality curriculum materials are being developed and are available through such programs and agencies as the Center for Global Perspectives in Berkeley, California and New York City; the Center for Teaching International Relations at the University of Denver; the Mid-America Program for Global Perspectives in Education at Indiana University; and the Global Development Studies Institute, Madison, New Jersey.

Under the auspices of the National Council on Educational Research, an NIE response has been the commissioning of papers to stimulate concrete planning activities for what the Institute might do with respect to key gaps in knowledge, evaluation and dissemination.

While the improvement of global education in schools within the United States is one aspect of "international education," collaboration among nations, and among educational institutions within them, is another important aspect. The knowledge base for policy making and decision making related to this aspect of international education is sparse to nonexistent.

Most international collaboration efforts to date involve a "have nation" attempting to assist a "have not nation." Typical examples include Peace Corps activities, AID (Agency for International Development) assistance, contracted consultant assistance provided by university faculty members through World Bank financed projects, and United Nations consultants.

However, if one accepts the concept of true collaboration among nations as equals as the model desired for the future, few such efforts exist to contribute to a knowledge base for Congress, federal agencies or educators to establish policies or make decisions.

What are the features or elements of a cooperative international effort that will make it effective, efficient and economical?

The Pacific Circle Consortium is one such international collaborative. United States participation has been supported through a National Institute of Education grant to the Northwest Regional Educational Laboratory, and this analysis document is one effort of the Institute to add to the knowledge base in international education.

HISTORY AND PURPOSE OF THE PACIFIC CIRCLE CONSORTIUM

Origin of the Consortium

The idea of the Pacific Circle was first discussed by Malcolm Skilbeck, then the newly-appointed Director of the Australian Curriculum Development Centre (CDC), and David Thomas of the Center for Educational Research and Innovation of the Organization for Economic Cooperation and Development (OECD/CERI) at the CERI-sponsored International Conference on Curriculum Development Styles and Structures held at Australia National University August 27-September 2, 1975. The Pacific Circle was publicly announced as a part of CERI's program plans at a dinner in Paris three months later.[1]

Preliminary meetings were held in 1976 involving personnel from CDC in Australia; the New Zealand Department of Education; the Northwest Regional Educational Laboratory; the Curriculum Research and Development Group, University of Hawaii; the East-West Center, Honolulu; and the CERI Secretariat.

Preliminary aims and objectives were identified in Pacific Circle Paper No. 1 in November 1976, and CDC took the lead in spelling out an initial project to exchange curriculum materials (Pacific Circle Paper No. 2, March 1977).

The CERI Governing Board subsequently ratified the Pacific Circle as an official program on May 27, 1977.

Representatives of the Pacific Circle countries including Dr. Lawrence D. Fish from NWREL and Dr. Gladys Hardy from NIE, met in Tokyo in April 1978 and adopted the provisional theme: "Fostering constructive relationships between and among peoples and nations of the Pacific through the study of trading and use of the ocean."

A Consortium meeting has since been conducted annually, the most recent being held in September 1981 at NWREL headquarters in Portland, Oregon.

Structure and Membership

Participation in the Pacific Circle Consortium is at three "levels."

First, it is a consortium of countries (policy group level). Countries initially participating are the five Pacific Rim countries which are members of OECD: Australia, Canada, Japan, New Zealand and the United States. However, the consortium bylaws make provision for the affiliation of other countries. Contacts concerning potential membership have been made the past year by the Philippines, Singapore, Fiji, Chile, Malaysia, Thailand and Papua, New Guinea.

At the second level, it is a consortium of institutions (educational research and development agencies). Current institutional members are:

Australia	Curriculum Development Centre (CDC)

Canada	University of British Columbia (UBC)
Japan	Hiroshima University (HU) National Institute for Educational Research (NIER)
New Zealand	Department of Education (NZDE)
United States	Curriculum Research & Development Group University of Hawaii (CRDG) East-West Center/Culture Learning Institute (EWC) Northwest Regional Educational Laboratory (NWREL)

Each member institution has one representative on the Consortium Council, the policy making body for the Consortium.

At the 1981 annual meeting, the category of Associate Membership was established to provide for institutions participating in Consortium projects to affiliate, and three have officially done so: the Alaska Department of Education; the Institute for Studies in Education at Deakin University (Australia); and the Tasmania Department of Education.

The third level of particpation may be identified as development groups and project teams working intranationally under the umbrella of a member agency (level two). For example, the Northwest United States development group for the Consortium's Ocean Project includes representatives of the Alaska, Oregon and Washington state education agencies, University of Washington Sea Grant Project, Lewis & Clark College, and Beaverton School District (Oregon).

Purpose and Activities

The goal of the Consortium is to improve international and intercultural understanding among the people and nations of the Pacific. To achieve this goal, the Consortium conducts two major types of activities:

1. Exchange of information, materials and personnel among members in areas of mutual interest and concern

2. Development of educational materials and processes with a multicultural perspective

Consortium work is based on the assumption that educational products developed from a multicultural, multinational perspective will more accurately reflect the values of Pacific communities than the typical educational curriculum produced in one nation or by one national institution.

The Consortium program is viewed as being in two phases. During Phase I (1977-80), a wide range of activities and projects were undertaken.[2] Many of these can be considered precursors to the four major projects being carried out in Phase II (1981-84). These are The Ocean Project (TOP), Arctic and Southern Ocean Project, School Networking Project, and Communications and Interchange Activities, which are later described in detail.

As an example, the Phase II Ocean Project is an international, interdisciplinary curriculum development effort involving all members of the Consortium. Its objective is multicultural curriculum materials on the theme of "The Wise Use of Pacific Ocean Resources."

The project was initiated by a team of scholars, curriculum specialists, classroom teachers and researchers from each nation in the Consortium. This group, working together at the East-West Center, developed a common base of knowledge or "knowledge framework" on the topic in a two-week workshop in May 1981.

Project local teams organized by Consortium members are now developing materials for classroom trial, evaluation and revision. The results of this development work will be brought to a second workshop in May 1982 for sharing, analysis and synthesis into new materials reflecting true international, multicultural perspectives.

Illustrative of the Phase I activities contributing to the emergence of The Ocean Project are:

Australia/CDC & USA/NWREL--Harvesting Food Resources of the Ocean - A Pacific Perspective

Australia/CDC--People of the Sea

Japan/NIER--The Pacific and Human Life

Japan/NIER--Trade in the Pacific Ocean

New Zealand/NZDE--Trade and Interdependence in the Pacific - Export or Die

Australia/CDC & New Zealand/NZDE--Themes and Ideas for Teaching about the Pacific Basin

Japan/NIER & Australia/CDC--International Exchange for Educational Television Programs

USA/CRDG--High School Marine Social Science

CONCEPTUAL BASIS FOR ALTERNATIVE PATTERNS OF COLLABORATION

Definition and Strategies for International Collaboration

The term collaboration is used interchangeably with many terms: cooperative, consortia, alliance and service integration. One author illustrates this by noting that organizational arrangements may vary from ad hoc advisory groups with little power to governing boards with the ability to set priorities and affect the allocation of resources.[3] For our purposes, however, international collaboration is defined to mean organization in different countries participating in shared decision making, where negotiation becomes the central process in working together. A description of collaboration in the health services further identifies important aspects of the process. It specifies mutual determining of service delivery needs and priorities, carrying out joint programming and coordinating and centralizing agency functions such as client intake and followup.[4] These descriptions indicate that collaboration involves interagency communication, mutual determination of priorities, shared decision making and the development of an action plan that requires active participation from the organizations involved. In other words, the group itself has power to take action and through specific agreements arrive at a modification of the existing organizational commitments of participating institutions.

David Crandall contributes further to a definition of collaboration by commenting that it is:

> ... the process of working together to solve problems and act on the solution under circumstances where all parties believe that a mutually agreeable solution is possible and that the quality of its implementation, as well as the level of satisfaction they will experience, will be improved by virtue of engaging in the process.[5]

In this definition, the author emphasizes group problem solving and program implementation which can be arrived at in a mutually advantageous manner allowing all participants to benefit equally and devise outcomes that are superior to those of any single individual or organization operating on its own.

In an AERA paper on "The State Capacity Building Grants Program in Dissemination: The Federal Evaluation Perspective," Mary Ann Millsap further delineates some of the important characteristics of collaboration:

1. Each party's decision to become involved in the joint venture results from choice; participation is voluntary.

2. All parties have an equal stake in the activities undertaken, usually involving the contribution of equal amounts of money, time and effort.

3. All parties have an equal stake in the consequences of the activities, whether good or ill.

4. Within the process of collaboration, decision making is shared, or each party has veto power over what is undertaken.

5. Each party is dependent upon the others for the accomplishment of the work--that each, on its own, could not accomplish.

6. Lastly, there is a common understanding of expectations of what each party is to do, including knowledge of the constraints or limitations under which each party is operating.

The definitions and descriptions of collaborative efforts illustrate the key features or characteristics of collaboration that are emphasized in the literature.[6] These include:

- o Active, working partnerships among individuals and organizations
- o Shared responsibility and authority for policymaking
- o Equal investment and benefits for participants
- o Common understanding of expectations, responsibilities and constraints
- o Interdependence in carrying out activities
- o Organized format for communicating and planning
- o Shared information and development of a common plan of action

Methods of International Collaboration

At the September 1979 Annual Meeting of the Pacific Circle Consortium, Dr. Ted Rodgers of CRDG presented some notions about the effects of the maturity level of a consortium on the types of activities it is capable of carrying out. These notions are shown below.

Strong ← Degree of Collaboration → Weak

"One for All, All for One" Model
Common curriculum, centrally developed, same for all students

"Pie-Graph" Model
Each agency makes a distinct and separate contribution within a common, agreed curriculum plan

"Synopticon" Model
Grand structure and organization with joint curriculum

"Leaky Syllabus" Model
Framework agreed, implemented flexibly by local agency according to local needs

"Lender-Borrower" Model
Materials developed by one agency used by others

"Swap-Shop" Model
Ideas and materials exchanged, organized according to users' needs

"Theme Book" Model
Ideas manual with support materials, bibliographies

"Mice in the Maze" Model
Study of international cooperation processes

"Coffee Klatch" Model
International get-together for its own sake

In discussion of Dr. Rodger's categories, there was some agreement that at that time (1979 was the conclusion of Phase I) the Consortium was working in the area of the "leaky syllabus" and "lender-borrower" models. Today, it might appropriately be viewed as having matured to the "synopticon" and "pie-graph" models.

Stephen Kemmis in his previously cited study of the Consortium defines three "levels" of collaboration which provide a useful framework for analysis. The first stage of Pacific Circle Consortium activity is defined as parallel activity: independent initiatives proceeding in a common direction.

From parallel activity, cooperative activity emerged. "The cooperation extended beyond a common direction for the work; the work of one agency began to embody the ideas and products of work from other agencies," says Kemmis. "Exchange became more real and more productive; the articulation and exploration of the common conceptual framework became more essential. In cooperative work, the ideas of the Consortium as a group began to fuel independent work, and independent work began to reflect the influence of coparticipants. It is true, however, that different agencies participated in these exchange and influence processes to different degrees. The work of one or two agencies has been clearly affected by the cooperative process; one or two others have remained relatively unaffected."

"The emergence of the final stage of integrated activity has been possible partly because the influence processes of cooperation have been fruitful," continues Kemmis. "But there has been an element of caution in the step from cooperation to integration. For one or two agencies, cooperation has been real and has been quite sufficient; greater coordination did not seem necessary. To others, integration has always been the aim. But integration has been seen under two different aspects: integration of development work, and integration of production. Integration of development work requires only coordination of the work of individual agencies within a common framework; integration of production requires a joint development task and joint production processes."

KEY ELEMENTS OF ALTERNATIVE METHODS

Considerable encouragement exists in educational literature for collaborative associations, joint problem solving and interorganizational resource sharing. For many policymakers, researchers and program administrators, collaborative agreements between agencies, organizations and institutions offer the only probable solution to the problems of increasing service needs, decreasing budgets and current frustrations with piecemeal and inadequate approaches to complex problems. There is in the literature, a general mandate for collaboration and a general consensus that it is an imperative for institutions in our society, including schools, to maintain quality programs, maximize limited resources and avoid wasteful and inefficient duplication of services.

However, despite common agreement on the real need for organizational and institutional collaboration, there are few documentors of, or participants in, the process who do not openly recognize the demands and complexities of the task. As one federal policymaker acknowledges in commenting on collaboration among a federal institute, an R&D center and a school district, "Collaboration is tough but needed. It takes patience and time to build it and still maintain reasonable productivity."[7] Other writers on collaboration point to a multitude of potential pitfalls that increase the inherent difficulty in establishing collaborative arrangements. These include the all too frequent tendency to be overly ambitious and promise more than can be delivered or to vastly underestimate the time it will take.[8] Others note that it is unrealistic to expect cooperation to solve all problems and that individuals frequently underestimate the time and energy that need to be expended to make a collaborative work.[9] Moreover, effective and thorough planning may be the most critical--and often most overlooked--ingredient in any successful joint interorganizational venture. Program developers in the area of human service integration similarly note that although integration of services can increase the efficiency and resource availability of providers, many groups will fight integration because it may mean a loss of organizational autonomy and program visibility.[10]

Despite all this, most authors continue to agree that carefully planned and structured interorganizational efforts offer one of the most effective methods of identifying and implementing programs that are more comprehensive and inclusive in scope than could be developed or undertaken by any single agency or institution.

Although collaborative efforts in education and other human services hold rich potential rewards, the more relevant current literature cautions that collaborative success will occur only if we clearly understand the potential barriers and the requirements for successful ventures. The literature also acknowledges that we have just begun to pay attention to the nature and characteristics of the collaborative process. As Hall and Hord appropriately comment, "... not all collaborative relationships are the same; as a matter of fact, very little is understood about how to establish and maintain working collaborative relationships between formal organizations."[11]

Commitment and Decision Making

One of the most prevalent problem areas for those undertaking collaborative efforts is a failure to recognize the high level of demand collaboration places on participating individuals and organizations. At the onset most initiators are spurred on by an abstract vision of improved service, increased efficiency and better utilization of resources. In light of these potential assets, few organizations or individuals take a hard, critical and evaluative look at what can realistically be accomplished, how much time it will take, and what resources, both human and financial, are available for the task.

Those experienced in developing organizational collaborations note that initiating collaboration on an ad hoc basis without careful forethought, planning and selection of participants can bring about immediate and far reaching difficulties.

A second potential problem area is attempting to collaborate with institutions and organizations without giving careful consideration to ground rules. Organizations with potentially conflicting agendas and differing goals and objectives must be assured that decisions will be arrived at by consensus and not coercion, and that all organizations will have equal power. Although resolving differences can be constructive and lead to formulating new ideas and new relationships, these resolutions often result in revealing new differences which call for additional negotiation and problem solving.[12]

The Pacific Circle Consortium's decision making process at the policy level is clear: each member institution selects one representative to the consortium council and each representative has one vote. The decision making process at the program level will be discussed later.

The commitment of each Consortium member institution has varied and Kemmis has documented varying reasons for this which have implications for planning and implementing other international education efforts. As has been noted earlier, CDC's involvement with the Circle developed through Skilbeck's OECD/CERI association and his Directorship of the Centre gave him the discretionary power to bring CDC into the Circle behind him. Indeed, Skilbeck has always fought hard for an international role for the Centre, sometimes against the views of some CDC staff who regard CDC solely as an intranational agency and sometimes against the views of those in government circles whose responsibility it is to curtail international visiting by government officials. (It should be noted that CDC is a statutory authority of the Australian Government.)

New Zealand has been associated with the work of the circle since the early days. At the dinner at which Mr. Gass of OECD announced the plans for the Pacific Circle activity, New Zealand was represented by Professor Hill. But Mr. Bill Renwick, New Zealand's representative on the CERI Governing Board, has maintained close relationships with Australian institutions, including CDC, and was, therefore, aware at the earliest stages of the Circle's development. It is significant that the initial contact was "top down," and so commitment to the Consortium is "official" rather than through an autonomous institution which has interests of its own to pursue and defend.

There has been a Japanese presence in the Pacific Circle since its inception. Professor Azuma of Tokyo University and a parttime senior researcher with NIER, was present at the OECD/CERI conference in Canberra in 1975 at which Skilbeck and Thomas discussed the possibilty of the Pacific Circle Consortium. Mr. Amagi, former Vice Minister of the Japanese Ministry of Education, Science and Culture, and Japan's representative on the CERI Governing Board, was present at the November 1975 dinner. Mr. Amagi has close links with NIER through the Ministry and, given this background of support, NIER requested a three-year research grant from the Ministry to be undertaken by NIER's Division of Curriculum and Instruction. The key figure in Japanese participation in the Circle undoubtedly is Mr. Amagi, who links the Policy Group level work with the development program. He is in a position to follow developments on the OECD side from the Japanese perspective, and is in a position to propose funded work within Japan.

The Northwest Regional Educational Laboratory was one of the institutions visited by Skilbeck in his March 1976 visit to the United States. In discussions with Executive Director Lawrence D. Fish about NWREL's interest in participation, it became clear that a firm link could be established. Dr. Fish was interested in international activities in the Pacific, partly as a result or previous dissemination of NWREL materials to Australia, New Zealand, Guam, Samoa and the Philippines. But Fish also was committed philosophically to the development of international understanding and cooperation and was interested in finding ways to facilitate this kind of work in the institution.

Finally, NWREL has close contact with the National Institute of Education (NIE), the institution representing the United States on the CERI Governing Board.

Skilbeck also visited CRDG at the University of Hawaii on his North American trip. He knew of the work of Dr. Art King, CRDG Director, and especially admired a book on curriculum coauthored by King. The Pacific Circle notion was immediately attractive to King, whose group had been working on various kinds of Pacific area studies for some years. CRDG hosted the first meeting of the Consortium of institutions in Honolulu in 1977 and has maintained close contact ever since.

The East-West Center's Culture Learning Institute was another of the institutions visited by Skilbeck in 1976, partly at the suggestion of Art King. Three key people at the Center had a long history of working together which goes back to British Council days in Japan (Verner Bickley, Director of CLI; Everett Kleinjans, President of the EWC; and Jack Brownell, EWC Vice President for Academic Affairs). These men also had worked with Mr. Amagi, now the Japanese Policy Group Representative.

Canadian participation in OECD/CERI is through the Council of Ministers of Education (CME); representation on the CERI Governing Board is by rotation among Provincial Ministers or their representative. Continuity of representation is, therefore, a problem with respect to Canadian participation in CERI activities. The Pacific Circle has not been exempt from these difficulties.

Canada was not represented at the informal Circle meeting in Hawaii in January 1979. In mid-1979 there was discussion among Circle members about a Canadian institution which might collaborate in development work. Authorities in British Columbia were following the progress of the Circle, but a potential participating institution had not been identified. Subsequently, the University of British Columbia applied for membership and became an active Consortium member in 1981.

Location of Activity

The location of a collaborative activity takes on particular importance when it is one that spans nations. Not only do the planners need to consider the optimum location for development, evaluation and dissemination tasks, the "issue" of cost effectiveness may well become the "necessity" of cost effectiveness.

Although numerous variations are possible, there are three basic models.

One is centralization. In this model all functions are carried out at one site where the personnel are assembled from different countries. As an example, the Consortium Council could decide to develop a set of curriculum materials and bring a four-person team from each country together in a single location, such as Honolulu. The team would spend the entire period of time necessary together to develop the agreed upon materials.

Second is decentralization. After the policy making group decided to develop a set of curriculum materials around some degree of specifications or guidelines, development would be carried out independently by each nation or participating institution, with the results to be exchanged or shared among them.

Third is a combination, with some functions carried out at a central location and some independently "back home." As an example of this model, the Consortium Council could decide to develop a set of curriculum materials. A team from each participating nation or institution would come together in a single location to come to agreement and prepare specifications for the content and format of the materials. They would go back home to develop draft or prototype materials independently, and then reassemble to review and critique the materials, and perhaps develop formative evaluation data. Again they would return home to revise and further evaluate the materials. Then they would reassemble to integrate materials for production of a single package to be used in all participating countries. The centralized and decentralized functions would vary, of course, depending upon the interests and capabilities of each nation and agency, the nature of materials to be developed, the target populations, etc.

The Kemmis study of the Pacific Circle Consortium notes a shift from "early documents emphasizing the need to work from geographically distant bases," to "the prospect of more sustained work from a common meeting site."

Technology is adding new options to how international efforts can be conducted cooperatively, as demonstrated by the following excerpt from the January 1982 Pacific Circle Newsletter:

> Five Pacific Circle participants held a novel professional discussion over the PEACESAT Satellite system recently. Art King and Frank Pottenger, sitting in their respective living-rooms on a sunny Sunday afternoon, conversed for about 40 minutes with three New Zealand colleagues, all located in their places of work on Monday, November 30--Barry Stringer at Marlborough Boys School, Harvey McQueen from the Department of Education in Wellington and Dennis Martin, geographer, speaking from a location unknown. The phone patching worked wonders and Barry said, "You're coming in loud and clear." The connection was quite adequate and all mastered quickly the complicated circuit discipline required, with the professional assistance of the PEACESAT directors in Honolulu and Wellington.
>
> Earlier in the month Barry and his colleagues sent their outline of the Fishing Unit they are now writing for review along with a request for a conference call. Art and Frank reviewed the work and found it quite exciting, both in its scope and approach. Aside from a few language localisms that fogged a section or two, most questions focused on collateral issues of: 1) magnitude of the work--a six-week unit; 2) subject area--geography; and 3) audience--lower secondary. As Art said, "The outline meshes well with the suggestions of the Portland Conference."

Structure and Roles

The structure of a consortium and the accepted roles of the participating agencies are also important variables in an international effort.

It is suggested earlier that a key difference is whether there is a "provider-recipient" relationship between participating nations and agencies or whether they are "equals." This has implications for the structure of a multination effort, the decision making processes and roles to be carried out by each participant, as suggested below.

	Provider-Recipient Model	Equals Model
Structure	Based on official functions	Decision making group composed of equal representation and equal vote
Decision Process	Acceptance or rejection	Negotiation
Roles	Differ highly	More common

The Pacific Circle Consortium can be examined as an "equals" model.

Its basic structure is that participants (at the same level) are equal and each member representative has one vote. Thus, the decision making process has been largely one of negotiation and recommendation. Kemmis notes that "the development of formal organization provides a self-regulating framework for cooperation... It converts the contending self-interests of participants served by parallel or loosely cooperative work into integrated community self-interests subject to endorsement and ratification by the Consortium."

It is noted above that "equality" exists at each level of the Consortium. This is tied directly to the roles of participants at each level: nations at one level, educational R&D agencies at one level and development groups or project teams at another level.

This is not to say that the roles of participating R&D agencies on the same level will not or should not vary in implementing the Consortium's programmatic work. Because of an institutions recognized role and authority in its country, one may be better able or suited for some functions and tasks than others. Strength can thus be derived by capitalizing on diversity. Examination of the structure and function of Pacific Circle institutions can clarify some of the implications of this.

Initially, the Curriculum Development Centre was a statutory authority of the Australian Government. Thus, it was possible to earmark a small portion of its budget for Consortium activities more or less unilaterally by action of the Director. CDC's status has recently been changed. It is now the Curriculum Section of the Commonwealth Department of Education and no longer has independent statutory authority.

The New Zealand Department of Education is a government agency (as opposed to a semigovernment agency or a statutory authority). In theory, it has power to direct teachers to participate, and it is in a position to offer the curriculum materials developed to all New Zealand schools.

The National Institute for Educational Research is an autonomous research and development agency, though it often carries out service research for the Japanese Ministry of Education. Its impact on educational policy and practice in Japan is mediated through Ministry decision about whether the results of its R&D work should be implemented. It has no direct authority over school curricula, though it often influences them through developing guidelines and materials. As in state research agencies in other countries, NIER experiences some tension between "pure" and "service" research interests.

The Northwest Regional Educational Laboratory is an independent, non-profit organization governed by a board of representatives from the states in the Northwest region. While it is expected to contribute to educational knowledge and practice at a national level, its primary responsibilities are to the region. International R&D initiatives in this situation seem to demand justification in terms of intranational payoff.

The Curriculum Research and Development Group is a part of the University of Hawaii, funded through the State of Hawaii. In its curriculum

development work, it has a nongovernmental perspective; that is, it operates as an autonomous organization preparing curricula which it must "sell" to schools. In reality, links between CRDG and the Hawaii education system are extremely strong.

The East-West Center is a national educational institution created by the U.S. Congress, incorporated under an international Governing Board. A large part of its funding comes from the U.S. Congress through the State Department; other funding comes from the Asian and Pacific countries who participate in its programs. It thus has supranational as well as national allegiances and constituencies. However, its mandate is primarily to facilitate processes of international interaction. Curriculum development or educational improvement per se are not its primary tasks.

The University of British Columbia and Hiroshima University have the typical support structures and missions which would be expected of public institutions of higher education.

Size and Scope of Activity

As noted earlier, a common fault of consortium efforts is to promise or expect to accomplish more than is reasonably possible.

From its beginning, the Pacific Circle Consortium has struggled with the question of its range and scope of activity.

Kemmis' reports from his study:

> From the perspective of CERI and the Policy Group, the creation of the Pacific Circle as a formal CERI activity offered the prospect of cooperative work in curriculum development and other areas. A range of other activities, some already within the portfolio of its program, could be intensified in participating countries through the Pacific Circle mechanism. There was also a possibility that the Circle could form the basis for a range of educational and cultural exchange activities which could intensify the interaction between member countries. Nevertheless, curriculum development processes and products provided the basic commonality of concern. From the earliest stages, it seemed that the Circle mechanism might create the possibility for exchange of newly-developed material between member countries (e.g., CDC's Social Education Materials Project products could be disseminated through the Circle to potential users in other participating countries); there was, moreover, a shared concern about issues of curriculum development, innovation, implementation and evaluation; and beyond that, there was also the possibility of joint development work. This potential for some kind of collaborative development work by the consortium was especially attractive to some participating agencies. Plans expressed in the early documents, however, tended to see the consortium as a loose confederation of more or less parallel developments rather than a tight joint-development project.

From the perspective of some participants, it seemed that expectations and structures were deliberately left open to allow the consortium to evolve a preferred mode (or modes) of operation; others feel that the commitment to joint development work was established very early on. From the perspective of the participating institutions, exchange of materials was at least a first step. After this, coordinated, cooperative or joint development seemed appropriate. After all, each participating educational R&D agency saw it not only as an opportunity for dissemination of its own curriculum products, development styles, procedures and experience, but also as an opportunity to extend its own work. The mechanism created by the consortium offered the possibilities of increasing the knowledge and resource base of each participating agency in pursuit of its own interests and goals intranationally (by incorporating the resources made available by other participating agencies), of increasing the intranational standing of each agency by its international affiliation with the consortium, and of extending the roles and interests of each agency into project work with an international base and educational mission. In short, the values and interests of each participating agency could be served and extended by participation, collaboration and contact with other agencies working in the same field. Moreover, the curriculum development focus of the Circle allowed each to apply its present modes of operation (e.g. curriculum development, implementation, evaluation and dissemination processes) over an expanded domain One initial attraction, then, was the notion of an expanded market for the products of each agency, but a second followed hard on its heels: the expansion of the domain of activity of primarily intranational agencies into international work.

During Phase I the Consortium institutions initiated a large number of relatively small activities. Some of these are now being carried to completion. Others have evolved into four larger, more integrated programs. A brief summary of these four Phase II projects follows:

The Ocean Project--The Ocean Project (TOP) is an international, interdisciplinary curriculum development effort involving all the members of the Consortium. Its objective is multicultural curriculum materials on the theme of "The Wise Use of the Pacific Ocean Resources."

The project was initiated by a team of scholars, curriculum specialists, classroom teachers and researchers from each nation in the Consortium. This group, working together at the East-West Center, developed a common base of knowledge or "knowledge framework" on the topic in a two-week workshop in May 1981.

In the second phase of the project, local teams organized by Consortium members are developing materials for classroom trialing, evaluation and revision. The results of this development work will be brought to a second workshop in May 1982 for sharing, analysis and synthesis into new materials reflecting true international, multicultural perspectives.

Arctic and Southern Ocean Project--The Arctic and Southern Ocean Project is a cooperative curriculum development effort involving the Tasmanian Department of Education, the Curriculum Development Centre in Australia and the New Zealand Department of Education. Existing materials on the Arctic and Southern Ocean are being collected and organized into new materials for use with upper primary and secondary pupils.

School Networking Project--The School Networking Project provides opportunities for students and teachers to exchange materials, ideas and personal contact to help them better understand each other. Clusters of schools associated with a Consortium member communicate and exchange directly with schools in another Pacific country. Initial networks have been established at Geelong, Victoria (Australia) and in Milwaukie, Springfield and Eugene, Oregon (United States), and are being formed in New Zealand.

Communications and Interchange Activities--Communications and interchange activities are planned by the Consortium to foster constructive relationships among people and nations of the Pacific. Since its formation, the Consortium has carried out a wide range of communications activities, including annual meetings, newsletters, conferences using the PEACESAT satellite, exchange of curriculum materials, staff visits and staff exchanges.

The evaluation of Consortium activities have evolved over the past five years through a process of the development of disparate ideas and activities by participants, which have then undergone processes of selection through discussion, negotiation and endorsement and ratification of selected features.

DESCRIPTION OF EXEMPLARY PACIFIC CIRCLE ACTIVITIES

Three Pacific Circle activities are described below. These were selected as exemplary of the three types or models of program collaboration as defined by Kemmis: parallel activities, cooperative activities and integrated activities. Particular attention is given to the characteristics of each activity related to key elements of collaborative efforts described earlier (decision making, location of activity, roles and scope of activity).

Parallel Activity

Parallel activity is defined as "independent initiatives proceeding in a common direction."

Relatively early in the Consortium's history (1977 meeting in Japan), the participants agreed to focus on the theme of "trading and use of the ocean." Several activities subsequently were undertaken by the member institutions. Examples of these projects are:

- Australia/CDC & USA/NWREL--Harvesting Food Resources of the Ocean - A Pacific Perspective (6 resource booklets plus teacher handbook)

  Australia/CDC--People of the Sea (20 minute film on life in two communities in the Solomon Islands and their relation to ocean resources)

  Japan/NIER--The Pacific and Human Life (4 junior secondary and 5 senior secondary school teacher manuals on a variety of Pacific Ocean topics)

  Japan/NIER--Trade in the Pacific Ocean (teacher guides and student materials for 5 junior secondary and 5 senior secondary units on this topic)

  New Zealand/NZDE--Trade and Interdependence in the Pacific - Export or Die (social science unit of 3-4 weeks on the vital role played by international trade in New Zealand's well-being)

  Australia/CDC & New Zealand/NZDE--Themes and Ideas for Teaching about the Pacific Basin (idea book for teachers on Pacific topics)

  Japan/NIER & Australia/CDC--International Exchange for Educational Television Programs

  USA/CRDG--High School Marine Social Science (physical-social science approach to teaching about Pacific Ocean topics)

Each country and agency proceeded separately with development, although drafts were shared for critique and comment.

The topic of these materials was, essentially, the only common factor. On the other hand, it is reasonable to believe that, as a total

collection, they represent a valuable resource to teachers in presenting a multiple culture view of the subject.

It is interesting to note that two of the "products"--Harvesting Food Resources of the Ocean developed by CDC in Australia and Food Resources developed by NWREL in the United States were so closely related that they subsequently were integrated into a single set of materials (six resource booklets and a teacher handbook). Had this been the original design, development might have proceeded as a cooperative activity, as described in the following section.

Commitment and Decision Making. Virtually from the beginning of the Consortium there was a commitment to the selection of a common theme for curriculum development work. Though there was no significant disagreement about the theme, approximately a year elapsed from the time it was first suggested until it was adopted. Furthermore, little elaboration of the theme was accomplished during that time. This reflects primarily the complexities of long distance decision making which international consortia can be expected to face.

Commitment of the member institutions to actually conducting development work once the decision was made is evidenced by the fact that all agencies active in the Consortium at that time did, indeed, complete development of materials. However, note that decision making at the program level was the prerogative of individual institutions (scope of content, format of materials, etc.)

Location of Activity. Centralized activity was limited to decision making on the theme.

Program level activity--except for communication of information about each agency's activities--was conducted individually in "back home" settings. With the exception of the CDC-NWREL materials which are being published by CDC and disseminated by both agencies, no further collaboration occurred until the completed materials were ready for sharing.

Structures and Roles. This activity basically had no structure at the consortium level. That is, there was no structure for decision making or collaborative development. Each agency proceeded individually carrying out all roles (development, evaluation, production).

Size and Scope of Activity. Looking at each agency's activity separately, they were comparatively quite small and discrete; for example, the 20-minute film on life in two communities in the Solomon Islands and their relation to ocean resources.

Cooperative Activity

Cooperative activity is defined as activity where cooperation extends beyond a common direction for the work; the work of one agency embodies the ideas and products of work from other agencies. Exchange is more real and more productive. Articulation and exploration of a common conceptual framework is more essential.

The Tasmania Curriculum Centre, through the Australia Curriculum Development Centre in Canberra, initiated exploratory discussions of an Antarctic and Southern Ocean Project at the Consortium's annual meeting in November 1980 at Christchurch.[13] As a result a steering committee of representatives from Australia and New Zealand was formed, and subsequently planned a long-term project for the preparation of teaching materials for primary and secondary teachers in the natural and social sciences.

Commitment and Decision Making. The Project Steering Committee met in Hobart and was attended by David Francis of CDC, Canberra, and by Gerald Aitken of NZED as well as by eleven Tasmanian members. Prior to that time two New Zealand staff members had gathered basic data and materials for input.

The Committee decided that two guideline papers should be prepared for consideration at its next meeting in late October.

1. "The Problems of Cohesion and Diversity"
   The paper addresses the problem of how comprehensive materials should be and how they can be connected together.

2. "The Polar Continent"
   This epitomizes a "whole approach" to a region. It is unique in that there is a land mass at and around the South Pole and an ocean barrier surrounds it.

Location of Activity. A combination of centralized-decentralized activities is being used. Although functions are not precisely divided along these lines, the basic pattern being followed is for conceptualization and design work to be carried out by representatives of both countries at a common location and development work to be carried individually.

Structure and Roles. A formal project structure has not been established. However, at the policy level each country designated a representative--David Francis of CDC for Australia and Gerald Aitken of NZDE. Development work is being carried out by small groups of teachers working on individual curriculum modules focusing on a topic, such as "Antarctic Discovery and Exploration." Technical support for the project is being provided by staff of the Tasmania Curriculum Development Centre, such as the preparation of content papers described in the following section.

Size and Scope of Activity. The scope of the curriculum materials to be developed was determined by the two-nation steering committee. A number of papers were subsequently prepared on relevant topics for use as teacher resource materials or as background material for writing groups:

- Beyond the Antarctic Circle (length of day and night in Antarctica)
- Penguins (Emperor, Adelie and Rockhopper)
- Interview with an Antarctic Veteran
- Two edited stories written of journeys in Antarctica with dog teams

- o The Polar Continent (background, core material)
- o Physics in Antarctica (heat transfer, magnetism, etc.)
- o Icebergs and Glaciers in the South
- o Optical Phenomena in Antarctica

Integrated Activity

Integrated activity is defined in two ways. Integration of development work requires coordination of the work of individual agencies within a common framework. On the other hand, integration of production requires a joint development task and joint production processes. During the first phase of the Pacific Circle Consortium (up until 1980), there has been an element of caution in the step from cooperation to integration. For one or two agencies, cooperation had been real and was quite sufficient; greater coordination did not seem necessary. To others, integration has always been the aim. However, having seen its early Phase I activities completed or well started, the Consortium reached a point of maturity where the member institutions were ready to strive for a higher degree of international participation. The result was the planning and implementation of The Ocean Project (TOP).

The activity of TOP is intended to bridge the very substantial gap between the high educational aspirations for the project on the one side and the slender resources available for their fulfillment on the other. The Project plan assumes that the major part of the activity will take place in the home locations of the various working groups. Here a team of teachers, curriculum specialists, content scholars and others will be assembled, using local resources and customary methods of work. The cooperative feature of the project will be accomplished through such means as periodic workshops for representatives of the several activity centers; newsletters and correspondence; shared drafts and documents; mutual visitation; mutual criticism of draft works; and by telecommunicatons.

Project planners are attempting to sponsor workshops each year. A two-week period is considered necessary (1) to share the work completed; (2) to discuss issues and problems; and (3) to reach intensity of effort necessary to conduct common international curriculum work.

The first TOP workshop was held in Honolulu May 18-29, 1981 at the East-West Center with 27 participants representing all member institutions.[14] The activities of the workshop were meant to be exploratory--the project was in its earliest stages of conceptualization.

The first objective was to understand the status of ocean-related education in the curricula of the schools of the Pacific Circle nations, as well as the level of student knowledge of ocean concepts. All participating organizations administered a common survey instrument, Survey of Student Knowledge, to a "typical" group of secondary students in their local areas. Students participating in this self-assessment of ocean knowledge and information included: 542 from Japan; 57 from Australia; 218 from New Zealand; 43 from Idaho; 40 from Oregon; and 108 from Hawaii, for a total of 1,008.

Second, planners thought it necessary for participants in the workshop, and potential leaders in the project's work, to come and develop a common understanding of the scope of the knowledge base underpinning ocean-related studies--the physical, biological, cultural, personal, economic, technological, legal and managerial disciplines which supply the relevant knowledge. Most of the first week's program was devoted to the presentation of papers on various aspects of ocean study, constituting a base of knowledge for the oceans curriculum. Presenters were scholars and technologists from the East-West Center, the University of Hawaii and Hawaii State Government. The papers are to be published as a series of single Occasional Papers which will include the original paper as presented, plus commentaries and statements of implications.

The third area included exploration of the educational base--the professional ideas, experiences and issues that relate to the prospects for effective, international curriculum development and dissemination of products of the proposed project. Participants were invited to present an overview of the status of ocean related studies in the curricula of their home school systems.

The fourth objective was to acquaint workshop members with the aquaculture and other marine resources on the Island of Oahu, through field trips. The published agenda was developed to support the four objectives.

The Northwest Regional Educational Laboratory's team at the workshop included Terry Whitbeck from the Alaska Department of Education, David Kennedy from the Office of the Washington State Superintendent of Public Instruction, Ray Thiess from the Oregon Department of Education, Andrea Marrett from the University of Washington Sea Grant Project and Cliff Hamar from Lewis & Clark College. The team has subsequently prepared a plan for conducting "back home" development work consistent with the decisions made jointly in Honolulu. The second two-week TOP workshop will be held in the summer of 1982, again in Hawaii.

As reported by Consortium Chairman Lawrence Fish at the Fifth Annual Meeting:

> TOP activity deserves special mention. As I indicated to the workshop group in Honolulu, the TOP workshop was an exciting moment in history for all of us who had been working for four years on this project. It was the realization of the hopes, plans and dreams of the group for a truly international, interdisciplinary, intercultural, interinstitutional curriculum development effort. It brought together classroom teachers, researchers, content specialists and curriculum developers from our five nations to work on a common project and the results were extremely rewarding.

Commitment and Decision Making. The "monitoring body" for the project--the steering committee--is composed of one person from each Consortium member agency; that is, it is the same as the Consortium Council. It meets two times a year, in conjunction with the Consortium Annual Meeting and the project summer workshop. Obviously, this simplifies the relationship between decision making at the Consortium and project levels.

Location of Activity. As with other Pacific Circle Consortium projects, some activities are centralized and some are decentralized. However, The Ocean Project is the Consortium activity which has moved furtherist to a centralized approach. As in other Circle activities, primary development work still is conducted by institutions independently back home. However, several centralized functions are carried out.

A Coordination Team at CRDG in Honolulu is designated to carry out the following functions:

- o Organization of the workshop
- o Submission of reports
- o Printing and distribution of reports
- o Coordination of project consultants
- o Maintenance of regular communications

Following are specific centralized activities to be conducted at CRDG during each phase of the project as listed in the Project Description.[14]

Exploratory Phase: At the outset CRDG will carry out the operations necessary to initiate and build project momentum. It will, in cooperation with CLI/EWC:

1. Draft an organizational plan for the coordination of the total project

2. Fund transportation of two persons from each cooperating institution to the first work conference, if the institution is unable to secure funds

3. Make conference arrangements for the first conference to be held in Honolulu. Housing and other facilities will be provided by EWC for the two week period May 16-30, 1981

4. Develop a plan for the formulation of the knowledge base. This will involve:

   a. Compiling a list of consultant scholars and persons in government, technology, industry and commerce who can contribute to identification of significant knowledge worthy of study

   b. Identifying a tentative list of major issues and problems which will organize the discussions at the May 1981 Conference

5. Develop a Conference Plan, including agenda, and solicit papers for submission at the Conference

6. Carry out the conference as planned. CRDG and the host instituion, CLI/EWC will jointly manage the conference

Development Phase: In this phase emphasis will be on keeping open lines of communication between institutional programs, continuing

facilitation of production of the common knowledge base of the Project and representing the Project to CERI and other groups. Included will be:

1. Editing and publishing the proceedings of all conferences, including papers and summaries of discussions. Five major series of proceedings will result: the knowledge base series, the curriculum issues series, the chronological account series, the product evaluation series and the analysis of the project series

2. Planning of annual conferences, including: arranging logistics, developing an agenda, securing speakers and soliciting papers and execution of the conferences

3. Organizing the semiannual meeting of the Project Steering Committee

4. Carrying out those tasks assigned by the Steering Committee

Cross-Validation Phase: During this phase, the Project Coordination Team will continue the operations specified under Development Phase above, and, in particular, facilitate the interinstitutional cross-validation of products.

Further, a Project Analysis Team at the East-West Center has responsibility for:

- o Chronologial account of the project
- o Project analysis

Specific functions designated for the team are:

Exploratory Phase: The CLI/EWC will, prior to the first conference, complete the following:

1. Develop a plan for the keeping of the chronological account of the Project. This will include identification of the records and the reports needed from other project units.

2. Develop a plan for analysis of the cooperative curriculum project

3. Develop the first chronological increment

Development Phase: During this phase, the Analytic Coordination Team will:

1. Execute its plans, modifying them as the situation demands

2. Report periodically to participants and at Steering Committee meetings; and report annually at work conferences

Cross-Validation Phase: In this phase the team will continue to discharge the same functions outlined for the Development Phase.

Structures and Roles. A relatively elaborate organizational structure was planned for the Project, designating the following operation units, also shown in the chart on page .

- Centers manage the operatins of their Development Groups
- Development Groups carry out the development of programs and materials
- Coordination Team facilitates the overall project and organizes those functions that are performed in common. These central coordinative and related administrative functions are assigned to the Curriculum Research and Development Group (CRDG) in Honolulu
- Analytic Team keeps the chronological record of the project and analyzes total project operation. These analytical and related evaluative functions are assigned to the Culture Learning Institute of the East-West Center (CLI/EWC)
- Steering Committee represents the parent Pacific Circle Consortium

The actual organization of a TOP Center is left to each participating institution. However, it was assumed each would assign a Project Director and staff and form a Development Team which would carry out the actual curricular work. The determination of the number and location of such teams is within the discretion of each institution.

Activities envisioned for Development Teams are:

Curriculum Design: Generally, a Development Team will create a design, accounting for the organization of curriculum elements that must be attended to in the final product.

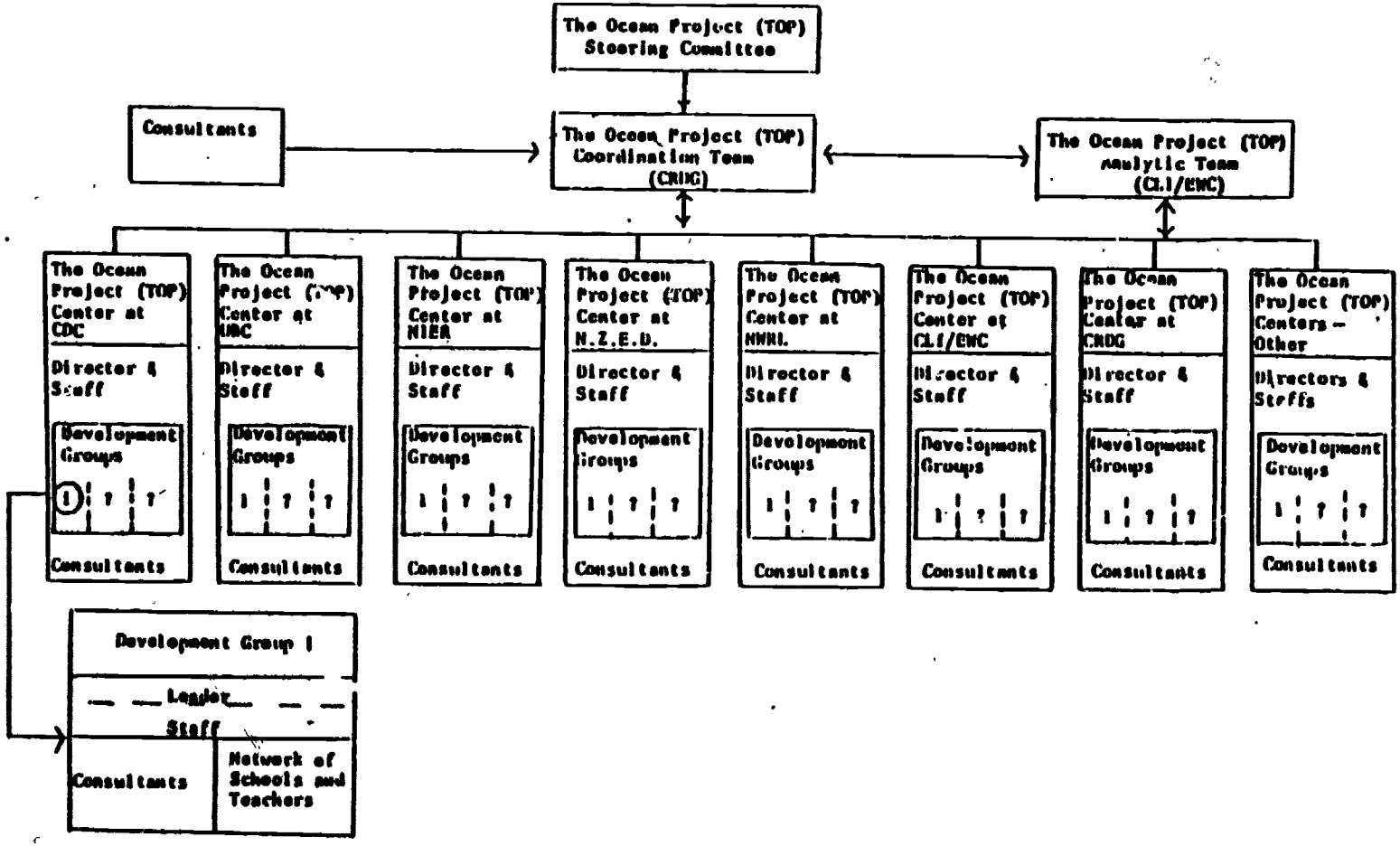
Curriculum Crafting: There will be a period of programmed material crafting which will be carried out in different fashions by different groups. Activities may include:

Contract writing by specialists
Teacher development
Production by a special curriculum writing team
Other methods, as required

Trial and Evaluation: The trial and evaluation of materials will take the form determined by the Project Staffs. The following should be accounted for:

Consultant validation
Teacher validation
Administrative validation
Other essential local agency validation

Organizational Chart of The Ocean Project (TOP) Showing Expanded Structure of a Development Group



BEST COPY AVAILABLE

Size and Scope of Activity. The scope of this project is obviously ambitious. The objectives of the project will be accomplished by a set of coordinated local curriculum development groups and supportive specialists, each group working in its own organizational, educational, social and political environments. First, these groups will jointly develop a common base of knowledge or "knowledge framework" about ocean topics, using the rich academic, governmental, commercial and technological communities of the region. Second, they will study in detail the present status of these topics as included in the syllabi, textbooks and teaching training programs of educational institutions and, where topics are missing or are inadequately covered, explore the prospects of including them in the various curricula. Third, they will design, develop, trial, evaluate and revise curricular units, syllabi, textbooks, supportive aids and devices and teacher support systems and materials necessary for the teaching of these topics. Fourth, they will share theories, models and experiences on the process of developing ocean-related curricula in an international setting, thereby adding to the knowledge in this field. Finally, they will work within their organizational contexts to insure the effective use of the curricula, thereby fulfilling the project's objective of providing education for our citizens on topics related to the wise use of ocean resources.

At the TOP meeting in Honolulu, participants discussed the potential topics for school study and selected two from a wide range of possible studies for the initial work. The Elementary/Primary Study Group selected the topic "Bays and Harbors in the Pacific" as appropriate for age level 8-11 and the Secondary Study Group selected the topic "Ocean Fishing in the Pacific" as appropriate for the 14-17 age group.

To gain maximum mutual benefit out of the development process, a case study approach is being used as a major component of the study. These case studies are to be as authentic as possible in capturing national, international and/or regional policy, posture, attitude and impact. Other devises, simulations, field site studies, surveys, etc. are encouraged.

IMPLICATIONS AND CONCLUSIONS

Clearly, many implications can be drawn from the experiences of forming and operating the Pacific Circle Consortium for people in government and education who are faced with making future decisions about the nature of efforts to improve education involving collaboration among nations and agencies within them. We have chosen to emphasize what we feel are particularly important implications in three sections which follow:

First, some overall constraints and realities are noted as a context for policy making.

Second, a format is suggested to help policy makers identify key areas where decisions need to be made.

Third, some specific implications are noted from the Pacific Circle experience.

Undoubtedly, readers will draw other important implications from the preceding analyses which are not noted in these concluding sections.

Overall Constraints and Conclusions

First and foremost, the sovereignty of collaborating nations must be recognized. Equality among participating nations and institutions is paramount. The organizational structure and the decision making processes must recognize both this sovereignty and equality.

Second, a successful consortium matures over time and, when it is international in scope, it should be expected to take a longer time. On the one hand, this is natural because long distances usually mean fewer and shorter opportunities for face to face discussion and planning. Although some of the new technology is promising, communication is still most difficult and the printed word can only be relied upon to accomplish so much. Perhaps an even more significant factor in the maturation of an international consortium is the complexities introduced by the different cultural values, histories, viewpoints, processes, etc. of people coming together from different nations.

It must be recognized that until a consortium reaches certain levels of maturity, some strategic activities or objectives simply are not appropriate, or even possible.

Third, the purpose of an international effort is a basic factor in making decisions in key areas. It has vital implications for the selection of participants, strategies employed, etc.

Key Areas of Decision Making

The many factors or elements and number of variables among them which are important in making decisions about multination efforts--even limited to the field of education--make it impossible to set forth simple guidelines

which can be applied. Rather, the following matrix is presented to at least assist policy makers in identifying areas where decisions need to be made.

Key Elements	Operational Factors		
	Effectiveness	Efficiency	Cost
Participants			
Method of Decision Making			
Organizations Structure			
Purpose			
Size and Scope of Activity			
Location of Activity			
Expected Outcome			

Elements listed in the left column are those which have been discussed specifically in analyzing the Pacific Circle activities. The three factors listed across the top are emphasized because they frequently are at odds; that is, the most effective way of doing something (defined as achieving the highest quality outcome or effect) may be the most costly or the least efficient. For example, in making a decision about the location of an activity, bringing together people from several nations to work together in a single location may result in the best "product" by far, but the cost may be unreasonable.

Specific Implications of the Pacific Circle Experience

The following implications of the Pacific Circle Consortium experience particularly seem worthy to note:

1. Selection of organizations to participate in collaboration is a vital consideration, when options exist. Basically, organizations selected should have a level of internal stability and organizational flexibity, skilled leadership, adequate staff time for participation and a recognition of the collaborative effort as an activity directly related to their organizational mission. It is important that a level of organizational stability exists which permits and encourages a "freedom to risk." Particularly important is the existence of advocates in the organization supporting collaboration.

2 A second significant factor is people. Throughout the experiences of the Pacific Circle are documentation of the difference which dedicated, enthusiastic and capable people have made in its success. A reservoir of personal energy is needed to promote and sustain progress during setbacks and conflicts. Furthermore, a wide repertoire of systematic problem solving skills is crucial. The personal commitment and role played by Malcolm Skilbeck at CDC has been noted. The work of Bill Renwick in New Zealand and Mr. Amagi in Japan in their official roles, likewise, were important. The energies of Art King have been a key particularly to The Ocean Project.

3. Closely related to personal skill and commitment is the priority of the activity in a participating group. Successful collaboration requires that activities have a priority status in an organization and not be undertaken in a casual manner. Time must be allowed for planning and development.

4. A structure and decision making roles should require concurrence of all institutions, with equal representation from each group. Domination by one or a few people or agencies will quickly prove fatal.

5. The purpose of the group should be defined clearly, coming to terms with differences on certain goals and accommodating these differences.

6. Good planning is difficult, but particularly important in a project involving international collaboration. The process of assessing educational requirements and problems needs to be a group task, as does the development of an action plan to address needs and approval of the work plan.

BIBLIOGRAPHY

1. Kemmis, Stephen. Report of a Study of the Pacific Circle Consortium. Commissioned by OECD/CERI. May 1980.

2. Connell, Helen and Wells, Marguerite. Report to OECD/CERI Policy Group from Pacific Circle Consortium on Phase I Activities 1977-80, pp. 22-25. Canberra: CDC, March 1981.

3. Mittenthal, Stephen. "A System Approach to Human Services Integration." Evaluation and Change. 1976.

4. Parruci, Dennis J. "Planned Change in the Mon Valley: Implementing Services Integration at the Programmatic Level." Evaluation and Change, Vol. 4, 1977.

5. Crandall, David P. "An Executive Director's Struggle to Actualize His Commitment to Collaboration." Applied Behavioral Science, Vol. 13, November 3, 1977.

6. Northwest Regional Educational Laboratory. "Literature Review: Interorganizational Arrangements for Collaborative Efforts." Portland, Oregon: NWREL. February 28, 1980.

7. Bown, Oliver, et al. "A Federal Institute, A University R&D Center and a School District Join forces: The Process and Problem." Symposium at AERA, 1977.

8. Gross, Neal and Mojkowski, Charles. "Interorganizational Relations Problems in the Design and Implementation of the Research and Development Exchange." Information Dissemination and Exchanges for Educational Innovation: Conceptual and Implementation Issues of a Regionally Based Nationwide System. December, 1977.

9. Jacobsen, Julia and Belcher, Jane. "Consortia: Two Models--Guides to Inter-College Cooperation." Latin American Institute. 1973

10. Kelty, Edward. "Is Services Integration Dangerous to Your Mental Health?" Evaluation and Change, Vol. 3, 1976.

11. Hall, Gene and Hord, Shirley. "The Concerns-Based Perspective of the Collaboration Between an R&D Center and Two School Districts." Symposium at AERA, 1977.

12. Congreve, Willard J. "Collaboration for Urban Education in Chicago: The Woodlawn Developmental Project." Education and Urban Society. February 1969.

13. The Antarctica and Southern Ocean Curriculum Project is reported in Report of Fifth Annual Meeting, Portland, Oregon, September 28 - October 3, 1981.

14. The Ocean Project: An International Project to Improve Teaching About the Wise Use of Ocean Resources. January 2, 1981.

Commitment and Decision Making

One of the most prevalent problem areas for those undertaking collaborative efforts is a failure to recognize the high level of demand collaboration places on participating individuals and organizations. At the onset most initiators are spurred on by an abstract vision of improved service, increased efficiency and better utilization of resources. In light of these potential assets, few organizations or individuals take a hard, critical and evaluative look at what can realistically be accomplished, how much time it will take, and what resources, both human and financial, are available for the task.

Those experienced in developing organizational collaborations note that initiating collaboration on an ad hoc basis without careful forethought, planning and selection of participants can bring about immediate and far reaching difficulties.

A second potential problem area is attempting to collaborate with institutions and organizations without giving careful consideration to ground rules. Organizations with potentially conflicting agendas and differing goals and objectives must be assured that decisions will be arrived at by consensus and not coercion, and that all organizations will have equal power. Although resolving differences can be constructive and lead to formulating new ideas and new relationships, these resolutions often result in revealing new differences which call for additional negotiation and problem solving.[12]

The Pacific Circle Consortium's decision making process at the policy level is clear: each member institution selects one representative to the consortium council and each representative has one vote. The decision making process at the program level will be discussed later.

The commitment of each Consortium member institution has varied and Kemmis has documented varying reasons for this which have implications for planning and implementing other international education efforts. As has been noted earlier, CDC's involvement with the Circle developed through Skilbeck's OECD/CERI association and his Directorship of the Centre gave him the discretionary power to bring CDC into the Circle behind him. Indeed, Skilbeck has always fought hard for an international role for the Centre, sometimes against the views of some CDC staff who regard CDC solely as an intranational agency and sometimes against the views of those in government circles whose responsibility it is to curtail international visiting by government officials. (It should be noted that CDC is a statutory authority of the Australian Government.)

New Zealand has been associated with the work of the circle since the early days. At the dinner at which Mr. Gass of OECD announced the plans for the Pacific Circle activity, New Zealand was represented by Professor Hill. But Mr. Bill Renwick, New Zealand's representative on the CERI Governing Board, has maintained close relationships with Australian institutions, including CDC, and was, therefore, aware at the earliest stages of the Circle's development. It is significant that the initial contact was "top down," and so commitment to the Consortium is "official" rather than through an autonomous institution which has interests of its own to pursue and defend.