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The reorganization of the central administration and the restructuring of education in an urban school system.

William F. Pepper

University of Massachusetts Amherst

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THE REORGANIZATION OF THE CENTRAL ADMINISTRATION AND
THE RESTRUCTURING OF EDUCATION IN AN URBAN SCHOOL SYSTEM

A Dissertation Presented

by

William Francis Pepper

Submitted to the Graduate School of the
University of Massachusetts in
partial fulfillment of the requirements for the degree of
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April, 1973

Major Subject: Education

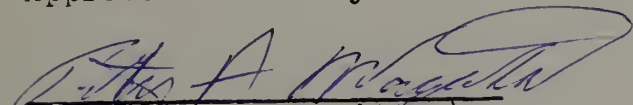
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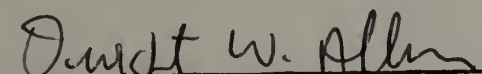
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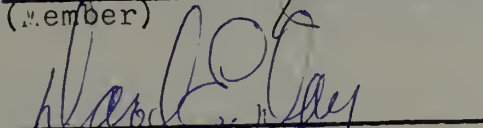
Approved as to style and content by:


(Chairman of Committee)


(Head of Department)


(Member)


(Member)


(Member)

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INTRODUCTION

This work is primarily concerned with tracing the comprehensive reorganization of the Central Administration of an urban school department, which was initiated in November 1972 and became effective as of July 1, 1972. For the purposes of this work the school system in question will be referred to as Millburg. I feel this is essential because much of the information contained herein is confidential. Some of it has been given to me in the strictest confidence by professionals still in sensitive positions and I am not willing to jeopardize their trust. Without this kind of access a study of this sort would obviously be next to impossible. There is the added factor that the changes covered by this work are still unfolding and I am most reluctant to do anything that would adversely affect these events.

In order to thoroughly understand not only the facts of reorganization, but the conditions and events leading up to it, as well as the subsequent reaction and the lesson to be learned, it will be necessary to divide this work into three parts.

Part One will deal with the necessary background information so that later considerations of the reorganization plan itself may be viewed in accurate context.

Part Two attempts to cover the development and scope of the re-organization plan, and the restructuring of education which it anticipated. The evolution from proposal to final product will be considered and an analysis provided of the differences between old and new forms, and the modifications of the original change proposal.

In this section the previous administrative structure will be specifically described and the strategy for change detailed.

Part Three seeks to pull the total reorganization experience into a current perspective so that we may have an appreciation of what it means; first to educational administration and education in Millburg; and second, to other efforts to change public education elsewhere in urban America.

Particularly in this regard, a consideration of the quality and quantity of the lingering opposition will be analyzed in this last section, as will the consequences of relying upon alternate models for dispersing educational reform throughout a system, rather than proceeding according to a long range plan which embodies institutional reconstruction.

PART I

THE CONTEXT

CHAPTER I

THE PLACE

The city of Millburg presently has a population of about 175,000 people who reside in an area of 18.91 square miles.

Millburg currently operates under its third charter granted by the State Legislature in 1940. The major changes in the 1940 charter concerned the size and powers of the City Council and the changed status and function of the Mayor. Two councilmen elected biennially from each of the thirteen wards provided a council of twenty-six members to replace the two former chambers.

The present charter provides for a representative strong mayor form of government. Two most important features are: (1) the voters elect only a few officials-- most city positions are appointive; (2) a high degree of authority and responsibility is concentrated in the office of the mayor. Supposedly the philosophy behind this concentration of authority is that the voters may hold the mayor responsible for the performance of his appointees, and that such pinpointing of responsibility is conducive to good government.

In reality, the maintenance of a strong "old time" political machine has made it possible for a succession of Democratic mayors to care little

about public opinion or the necessity of being responsive. The free use of patronage has allowed any significant opposition to be co-opted as soon as it surfaces. There is also considerable feeling among the more politically aware local residents that the two major parties regularly make their own arrangements for splitting up the Millburg "pie," so that in fact, no real opposition exists. This is common practice in urban politics.

In practice, each Millburg voter casts a ballot for the Mayor, two representatives on the City Council and a School Board representative biennially. A summary of the municipal government is as follows:

The Executive Branch

The Mayor is elected by voters of Millburg at large. He serves a two year term, beginning the first Monday in January of odd-numbered years.

He is the chief executive of the city and is responsible for the administration of the city's business. He appoints almost all heads of departments and other city officials. He formulates policy by submitting a proposed program to the City Council; supervises preparation of the annual city budget, which is also presented to the City Council. He serves ex-officio on a number of city committees, boards and commissions, and signs or vetoes City Council ordinances and has the power of item veto. With respect to education, of course, this means he determines each budgetary line.

The Legislative Branch

The City Council is the legislative branch of Millburg city government. There are 26 councilmen, two elected from each of 13 wards. They serve terms concurrent with that of the Mayor. The City Council meets on the first and third Thursday of the month from September through May. In June, July and August it meets on the first Thursday of the month. The meetings are open to the public except when a 2/3 vote of the members present calls for an executive session. The Council may also be called into special session by the Mayor.

The Council passes ordinances within the scope of powers defined in the charter. It operates through committees which discuss proposed ordinances before they are discussed and voted on by the full body.

The City Council is also supposed to act as part of a system of checks and balances within the local government. In this area, the City Council must approve mayoral appointments, with very few exceptions. City Council members, particularly chairmen of committees, sit in an ex-officio capacity on various city boards and commissions as provided by law or in the charter. The City Council also appoints the personnel of the local courts and several officials and commissions, mostly in the realm of financial affairs. Its major power in this realm is its responsibility for passage of the city budget. The City Council may amend or alter the budget before passage, limited only by the requirement that the budget be balanced when adopted.

Since the Mayor's Democratic Party overwhelmingly controls the council and he controls them, the check and balance function is non-existent.

The Judicial Branch

The first city courts in Millburg were established by the first city charter in 1832. The present courts operate in accordance with provisions of the 1940 charter. The courts originally set up are the same ones in operation today.

The Police Court deals with all violations of municipal ordinances which carry penalties. These include all traffic violations except speeding and all violations of the Minimum Standards Housing Code, the Building Code, Health Department ordinances, and Sanitation Division ordinances. This court sits daily at Police Headquarters until all cases are disposed of. The Police Court is presided over by two Justices, elected by the City Council on the first Monday in January of odd-numbered years. There is no requirement that a Justice of this court should be an attorney, but in practice he is usually a member of the bar.

There is also a Clerk of the Police Court, appointed by the Justice for a term of two years coincidental with their own, and a Deputy Clerk appointed by the Clerk and approved by the Justices. In the absence of the Justices, the Clerk or the Deputy Clerk may hold court.

The Probate Court has jurisdiction over the settlement of estates, and over legal changes of names. Its personnel includes a Judge, elected by the City Council for a term of six years, and a Clerk.

The administrative duties of the city government are carried on by a number of city departments, agencies, boards, commissions and committees.

In most cases, the department head, commissioner, committee chairman or other official is appointed by the Mayor with Council approval. He is responsible directly to the Mayor and through the Mayor to the people. Most department heads serve two year terms concurrent with those of the Mayor and City Council.

Technically, the School Department is another agency of the City Government, subject to the same rules and regulations as any other, except that the Department head, the Superintendent of Schools, is appointed for a contractual term by a nine member school board, which is in turn, appointed by, and at least in the view of the present incumbent, responsible to the Mayor.

Ethnically, the largest group is Italian, by over 3-1 with the Irish next and Canadian immigrants closely behind. The rest of the population appears to primarily be of English, Russian, Polish and Portuguese descent.¹

The largest religious grouping is Roman Catholics, with Protestant Christians next, and Jews a distinct minority and overwhelmingly resident in the eastern section of the city.

Economically, a total of nearly 200,000 people are employed in the city. Of the 45,127 plus families (1970 census figures), 5893 plus or 13.05% live under the income level of \$3,000 income per annum. The most recent complete family income figures are as follows:²

TOTALS FOR MILLBURG

FAMILY INCOME	FAMILIES	PERCENT
Under 1,000 Dollars	1523	3.37
1,000 to 1,999 Dollars	1724	3.82
2,000 to 2,999 Dollars	2646	5.86
3,000 to 3,999 Dollars	2688	5.95
4,000 to 4,999 Dollars	2749	6.09
5,000 to 5,999 Dollars	3037	6.72
6,000 to 6,999 Dollars	3252	7.20
7,000 to 7,999 Dollars	3369	7.46
8,000 to 8,999 Dollars	3665	8.12
9,000 to 9,999 Dollars	3065	6.79
10,000 to 11,999 Dollars	5534	12.26
12,000 to 14,999 Dollars	5030	11.14
15,000 to 24,999 Dollars	4890	10.83
25,000 to 49,999 Dollars	1453	3.21
50,000 Dollars and Over	502	1.11
 TOTAL FAMILIES =	 45127	
 MEDIAN INCOME =	 8430.37 Dollars	

Unemployment would appear to be an increasing problem in Millburg, but contrasted with the kind of rural poverty that exists elsewhere in the State, its residents are well off.

There are approximately 18,000 blacks in the city and the largest single block reside in the South Side of the City. To one familiar with large city ghettos, the Millburg counterparts appear mild. Inner city areas frequently have neighborhood parks with swimming pools. The zoning use is mixed; the buildings rarely exceed three stories so that natural light and air may be available. There are however, indications of block busting, suburban decay, segregated housing patterns and ultimately more severe depression and exploitation.

Education

As of September 1972 the Millburg School Department administers a shrinking system of under 25,000 students at all levels, one third of whom are reportedly from poverty tract areas, contrasted with 13.05% of the total population. This contrast is indicative of the large number of middle and upper class residents who send their children to private and parochial schools. Although closings alter the number from year to year nearly 24 parochial schools in Millburg and three outside enroll some Millburg children. Traditionally these schools have absorbed almost thirty percent of the total school enrollment of the city. The percentage of total enrolled school children absorbed by the parochial system dropped from 28.6 percent of the total in 1949 to 27.9 percent in 1959 and 21.4 percent in 1969.³

On the basis of present trends the indications are that the parochial school enrollment will continue to decrease both in absolute numbers and as a percentage of the total city school enrollment. This decrease in enrollment appears to occur mainly in the elementary and middle school enrollment seems to remain relatively constant.

At this time the School Department spends some \$32,500,000 of Federal, State and local funds, or by their calculations, about \$1125.00 a year per student in average daily membership. Its more recent Cost of Education index shows that the Department has 60 classroom teachers per 1,000 pupils, way over the national, regional and district average, and

spends more in practically every category than other schools in the nation, region and particular district. (See Appendix, Exhibit No.2). This is probably due in large part to a continued decrease in the number of students in the face of fixed and rising costs of operation.

(All of the figures cited herein are related to 1971-1972).

The system consists of 49 schools, 5 high schools, including the open enrollment Alternate and Classical High Schools; 8 middle schools; and 29 elementary schools. It employs 1439 teachers, guidance counselors and social workers, 51 building level administrators, and prior to reorganization, 8 directors (of functions or levels of schooling), 5 Assistant Superintendents, 1 Deputy Superintendent and 1 Superintendent of Schools. This does not include Supervisors and a plethora of Central Office Management Personnel.

A nine-member school committee is numbered among the minority of school boards in the nation which are appointed by the Mayor. All local and State educational funds are appropriated from the City's general funds. (Even the State funds go into the City general fund, always received after the year's end). The local share comprises 58.2 percent of the total operational expenditures. State and Federal funds are equivalent to 24.9 and 16.9 percent of the total, respectively (including 1971 Federal funds).

The Millburg schools are presently experiencing similar problems to other urban systems, namely: Community reaction to the desegregation of the schools; wide-spread parental frustration-black and white-emanating

from the feelings of powerlessness to change educational programs which they believe to be inadequate student hostility to structures and curricula variously felt to be unresponsive, irrelevant or dehumanizing; unionized teachers seeking continued job security and incremental advancement as well as a partnership voice in determining education direction.

Prior to 1966, one of the major problems confronting Millburg Public Schools was "de facto" segregation in some elementary schools caused by all elementary school children attending schools in their neighborhoods. Several plans recommending methods by which South Millburg Schools might be desegregated met with disapproval from segments of the population. Finally, during the 1966-1967 school year, a committee allegedly broadly representative of the cultural pattern of Millburg recommended changes in school assignments only for black children enrolled in South Millburg elementary schools. These recommendations were made in response to parental demands of educational and social justice for all. Several plans were developed which proved to be unacceptable. Finally, the Millburg Plan, structured to provide opportunities for the best education possible for all Millburg Public School children, was developed.

Originally, the Millburg Plan concentrated upon the closing of two elementary schools in South Millburg, and the movement of children out of the two formerly "de facto" segregated schools to schools throughout the City, with the expressed objectives to provide a maximum ratio of thirty

percent (30%) black and seventy percent (70%) white children in the schools to which they were assigned. The plan effected through a Title I planning grant, enabled school personnel to structure the procedures.

In the Fall of 1967-1968, a second committee was appointed, again in response to parental demands, which were supported by consultants, to respond to the request to reopen one of the elementary schools in South Millburg as a model desegregated school with the enrollment of neighborhood black children limited to thirty percent (30%), and sufficient white children transported into the neighborhood to establish and maintain a 70/30 ratio, though-beneficial to the development of the best learning situation for all. In January 1968, this school was reopened as a Model Intergrated Elementary School. Of the 350 white children bussed in 56% or approximately 196 were eligible for transportation under the Millburg Plan. At this writing, it should be noted that the "model school" is becoming an overwhelmingly black school once again, and that it is probably a disaster by almost any standards. Though extraordinary material resources have been pumped into the school, and it has the highest number of teacher-aides in the system, its approach appears to be rigidly traditional.

It is also obviously ineffective. Reading, math and language scores just returned from the recently administered California Achievement Tests show these children near the top of the list in skill deficiencies. Only from the perspective of social desegregation might it be regarded as a "model" and even this is now largely inapplicable. Certainly in terms of educational

quality, or innovation, there is no model situation, nor has there ever been.

Paralleling the problems which resulted in the Millburg Plan was the problem of "de facto" segregation in East Side schools. This problem was solved by the opening of a new Elementary School in September 1967, and the reassignment of children and teachers in all East Side schools to provide for the recommended integration of classes to maintain the 30/70 ratio.

To improve the racial balance at the Middle School level similar "in" and "out" bussing patterns were adopted. In September, 1969 with the inclusion of five elementary schools added to the Millburg Plan for Integration, the Integration of all Elementary Schools was completed.

In addition, two old elementary schools were closed in June 1969 and these children were transported to other elementary schools.

To accommodate a new Follow Through Project one elementary school was converted to a Follow Through Center.

To complete the "Millburg Plan for Desegregation of Elementary and Middle Schools" proposed for September 1970, it was decided that 100 black students would be bussed to an overwhelmingly white junior high school.

Thus, prior to the arrival of the present Superintendent, the Millburg Committee had adopted a desegregation plan designed to insure racial balance in all of its schools within guidelines that would continually reflect the proportion of black to white in the city. The guidelines were designed to shift from year to year reflecting the wider population change. For

example, acceptable black enrollment one year might change from 18 to 28% and another year from 20 to 32%. The plan established feeder patterns based upon the transportation of both blacks and whites (although initially blacks only were affected) where necessary, to schools outside of their immediate residential area. Implementation was to take place in three phases, two of which--at the elementary and middle school levels--were in effect prior to the arrival of the present Superintendent in 1971. His appointment was contingent upon his commitment to carry through Phase III at the high school level, which he diligently sought to do in 1971-1972, while coming under increasing attacks. Phase III substituted a pupil assignment plan for the previous "open enrollment" approach. The aim ultimately was to establish a "feeder" system whereby to each graduating class from each middle school would go to a specific high school. Despite the fact that desegregation in the elementary and middle schools had been accepted as a fact community resistance in some areas to Phase III was high.

Disruptions have closed all of the city's high schools at one time or another in the course of the last two years. In some instances, students have been hurt. In all of the instances, racial hostility, frequently inflamed by adults--black and white--has been the root factor.

It is also interesting to note that the present desegregation plan which is comparatively inexpensive and which utilizes less bussing than other possible desegregation alternatives, was originally endorsed by the Mayor, who

has since turned against it, refusing to acknowledge his earlier support. At this point an uneasy calm pervades the system. Disruptions in autumn of 1972 have resulted in large numbers of suspensions, police in all the schools and the development of a security plan. My judgement is that the emphasis on security rather than racial hostility and deep seated animosity is unrealistic and responds, even in the school environment to the most superficial factors. The Mayor for the time being, has stopped calling for an abandonment of segregation though he did so for awhile, in the eyes of many, openly inciting disruption. The Superintendent has apparently dissuaded him from the course on the basis of the cost in terms of double sessions at some schools and overall untenability of re-segregating the schools.

Administratively, prior to reorganization, the Millburg system appeared to be at war with itself.

The unionized faculty, feeling, no involvement in educational decision making, de-professionalization by Central Office directives and assigned the usual "police" and clerical functions, increasingly had become concerned with the "bread and butter" issues of any trade union.

Building level administrators, who have no collective bargaining rights under state laws and no contract, formed their own "association" which for all intensive purposes was designed to function as a union. These principals and vice principals, in particular, are almost always former teachers who came up the regular route prescribed by the promotional plan: i.e., after completing a number of courses in administration, taking the promotional examina-

tion and interview, they acquired a position on the appropriate promotional list. The Superintendent is required to draw from the list for any appointments. "Acting" appointments may be made from any level, while "permanent" appointments can only come from the first three.

Over the years the principals, and consequently their staffs, came to regard their schools as entities unto themselves and not a part of an overall educational system. Intrusion from the Central Office was expected, but obviated to the greatest extent possible. Central Office directives were often resented and usually ineffective in any significant way. Each school, in varying degrees, was a domain. There was one exemplifying instance at North West High School where the Principal referred to the Superintendent and his Deputy as "outside agitators." This extraordinary comment aptly illustrates the perspective which had evolved over the years.

Although the Superintendent had, and still has the right to transfer involuntarily any principal or teacher, this right was used so rarely that it became virtually unthinkable for it to occur.

For its part, the Central administration annually prepared its system-wide budgets and churned out its paper work, having a degree of impact in the educational process and its quality in the school directly proportionate to the skill and effectiveness of the individual supervisors, directors and other administrative personnel. "Downtown" knew it was not, for the most part, held in high respect in the field, but its bureaucracy kept rolling along. Its inefficiency, waste, duplication of tasks and absence of responsibility

was considerable. Having witnessed for example, all of these in terms of the last set of Title I programs prepared by the pre-reorganization administration, I personally encountered no defined responsibility for crucial tasks, no clear decision making mechanisms, no check on inventory or existing materials, no sense of the importance of a timetable for planning and program development, no effective communication between central office and staff in the field, and a general incapacity to provide even the most basic information.

So the previous structure had all of these groups playing each off against the other and all pursuing their special interests and almost feudal like power concerns.

At one point the fiscal administration was so inept that the Mayor insisted on completely reorganizing the business office, making it virtually autonomous from the Superintendent.

Parents and the community in general were by and large left out of the decision making process. There were token efforts to involve neighborhood people but it is doubtful if there was any serious intention to empower them. The present Superintendent had to overcome the legacy of community distrust and hostility. More than a few times in his first year, these groups occupied his office. They had, on one instance, held a previous Superintendent hostage until he agreed to their clothing grant demand.

While these occurred much of this history is similar to that of other urban education settings, two factors set Millburg apart. They are (1) its extraordinary fiscal dependence on the City in every area, including approvals

for all leases, contracts and purchases from the Municipal Board of Contract and Supply; and (2) the very unusual, separate unionization of the system's administrative personnel (assistant principals, principals, through certain directors).

In reality, the Millburg School Department, before and after administrative reorganization, is an agency of the City. As such, it is subject to all the rules and regulations of any other City Department. The strong Mayoral form of government gives the city's chief executive the power to unilaterally shape the budget for the schools. So, while he insists that he does not make educational decisions, in fact he does so all the time by cutting on a line by line basis, denying the right of transfer of funds from one line to another and so forth. All contracts in excess of \$1,200 must go before the City Board of Contract and Supply for approval. This may be commendable in terms of some equipment and cleaning services, but it clearly is not when the agreements deal with educational services. Even if frequently unexercised, this power to determine the nature of such services in the hands of the City Board is lamentable.

The unorganized administration greatly impedes the development of a coherent, smoothly functioning team. From any perception of management, an administration that cannot function without the possibility of "union" concerns intervening is greatly handicapped before it tries to do anything. This situation leads, for example, to principals refusing to attend meetings after 2:30, immediately crippling the concept that administrative

activity should take place until 4:30 or 5 p.m. On more than one occasion this distinguishing characteristic has proved to be unfortunate.

The nature of the educational activities themselves varied throughout the system both in quality and structure, dependent primarily upon the skills of individual teachers and administrators rather than any plan. The graded level system began its movement from a 6-3-3- to a 4-4-4- approach with middle schools replacing the old Junior high school models. System wide curricula by subjects were developed, occasionally modified and varied in the classrooms, again according to the teacher's capacity and skill. Students followed a traditional subject oriented curriculum, teacher accountability was virtually non-existent and teacher evaluation generally regarded as meaningless.

The teacher-learner relationships were traditionally authoritarian models, with fixed, previously determined curricula except where individual teachers and in some instances administrators were inspired to develop more open settings. These isolated experiments might cross grade lines, orient learning around the child's inclination and through his active participation rather than by the usual didactic approaches. It arose haphazardly where individuals struggled to make it happen. These individual efforts had no more generalized impact upon the rest of the system than did the Alternative Learning Project (a Title III high school experiment patterned after Philadelphia's Parkway School) which began with somewhat more than 60 students in 1971.

Not unexpectedly then, the practices of the past were accepted with only a minimum of critical analysis. The spark and fire of innovation and creativity occurred and survived not because of any mechanisms designed to encourage change, but in spite of their absence and in the face of situations and individuals established and trained to unswervingly embrace the past and its modus operandi.

FOOTNOTES

¹State Almanac, Millburg Company, Millburg Press, 1972, p. 178.

²Family Income, State 1970 Census, State Department of Health, Clarker University Sociology Department, Millburg, 1971, p. 75.

³Revision, Master Plan for Public School Enrollment, Millburg, September 1, 1970, p. 6.

CHAPTER II

THE SUPERINTENDENT

While it is true that no change may occur if the overall conditions are not ripe, it is equally valid that the right people must be there to act on the objective opportunity.

Change was propitious in Millburg. Previous Superintendents had developed some awareness of the necessity, the Mayor saw it as highly desirable from an economic perspective and the School Board had gradually come to accept its inevitability. Thus, the present Superintendent had a fertile field in planting the seeds of administrative and educational alteration by 1972.

The Superintendent is certainly regarded as and considers himself a progressive. In fact he is that not very rare type of public official who appears to have a leg in both the past and the present, while casting a wary eye to the future, attempting to understand the proper relationship of all three.

If any label is appropriate, he is really a conservative, but one who realizes that the only way to preserve what is truly worthwhile in our past is to adapt it to the changing needs of the present and future. In this sense the conservative, to be consistent, must be progressive.

I note him saying to me in the course of one taped interview last spring:

I don't think that when we talk about reformation of the schools, that the schools should be unrecognizable from what they currently are, in the future. Some activities within the enterprise of education should take on quite a different form, but I would be very hesitant to cast off those practices which we know have accomplished favorable ends.

It is clear to me that the Superintendent personally and professionally wants to make education better, more effective, efficient and humane; all in the final belief that children will benefit. He has neither the need nor the desire to overturn the fundamental concepts of institutionalized education or the structures which translate those concepts into compulsory schooling for our young.

The changes that have occurred in him over the years prior to his arrival in Millburg relate more, it seems, to growing administrative competence, some broadening or awareness and acceptance of programmatic alternatives, and a heightened astuteness in the whole realm of educational politics.

His own education was primarily in public schools, although he spent his crucial senior year in an excellent private school as a scholarship student. It was during this time that, he maintains, the association with the sons of the powerful who would themselves soon be wealthy and powerful, made him aware of horizons which had previously been only vague realities to him. After receiving his Bachelor's degree he taught physical education for four years in public schools and obtained his Master's degree

in Secondary School Administration. Basically, at this time, his aspiration was the high school principalship. Around the end of this fourth year, he came upon a course in "School System Quality Analysis" presented by an administrative research institute. This organization had a number of client school systems and offered fellowships for people who fulfilled the actual research services. The fellowships were usually reserved for practicing administrators prepared for the superintendency so it was somewhat unusual that he should have been offered one. He accepted and left his teaching position, and eventually took an executive position with the institute, with research coordinating and even legislative lobbying responsibilities on behalf of some 500 centralized school systems.

At this time, he was also completing work on his doctorate and at the conclusion of this experience he decided that he wanted to be a school superintendent.

His first two years as a superintendent were spent in a small suburban New England town of 11,500, whose residents commuted fairly long distances to work in factories and he remained there for two years. He was constantly challenged by the format of the New England town meeting in which he said success was based on one's capacity to master self control. This experience, he is convinced, really developed his leadership skills.

In this first superintendency he developed more sophisticated written policies and instructional guidelines than had existed formerly and even succeeded in driving through a much needed school construction proposal.

Early in this post, he began to place less emphasis in terms of his own time, and delegated the technical maintenance kinds of skills, such as transportation and budget accounting systems. He recognized the importance of staff development and training early and spent a good deal of money on in-service, and also increased the staff. With these changes, which he still regards as improvements, the small working class school district's budget went up over 66% in his two years. The reformers who hired him on the Board of Education were voted out of office and the political tide turned directly against him.

Seeing this, he made his availability known and soon after accepted a Pennsylvania superintendency in a similarly sized though more rural school district. He calls this "leveraging off" which is moving sideways rather than up or down in terms of the district's size. He notes that it is usually not a good career option but felt that he had no alternative in his previous situation.

His experience in the Pennsylvania district, aside from providing him with the opportunity to confront an extremely conservative perspective on a variety of "gut" issues, exposed for him, for the first time, the concepts of planning and the idea of educational management which is an important part of his present approach. In fact, when he went to Millburg, he brought with him two key members of the organization which was trying to advance this perspective.

He remained in Pennsylvania in the superintendency for fifteen

months before seeking and getting the much larger, urban post in Millburg, beginning a three year contract in March 1971. He maintains that it was through some very aggressive personal initiative that he was able to parlay the Pennsylvania experience into the larger opportunity. He recalls that when members of the School Board came down to Pennsylvania to interview him for the city superintendency, his office was in a very scenic place across the street from a farm where cows were grazing.

But he was offered and did accept the Millburg superintendency which he has held now for two years. It should also be mentioned here that two of the nation's leading consultants to whom school boards look for recommendations for superintendencies have constantly supported and advised the Millburg superintendent, carefully helping him to shape his career.

In Millburg he was confronted with an entirely different and more complex situation. The number and kind of pressure groups were vastly greater and he was confronted, for the first time, with the kinds of management problems which beset most urban systems. He found, for example, unplanned curriculum where there is an absence of a system wide assessment and goals. Consequently, there were all kinds of learning activities ranging from the very attractive to the very inferior, but largely unplanned and the result of individual efforts.

No one really knew what was working, either, for education was entirely based on the use of standardized tests. These, of course, rate

the students in relation to maximum norms, but not in terms of specific objectives which relate to individual needs. For this, diagnostic or criterion reference evaluation related to the specific objectives is needed.

In attendance and disciplinary problem practices, he found that on any given day 18% of the student population would not be in school. In some individual schools this came closer to 30%. In terms of suspensions, the power was used frequently very arbitrarily to the extent that of a school population around 25,000 the incidence of annual suspension at the secondary level alone approached 4,000. He found great variation and inconsistency in the use of this power, an example of an absence of planned management.

In order to begin setting a climate whereby gradual change would take place and the concept of educational management could be introduced, it became obvious that the awareness of the School Board would have to be heightened. The superintendent began quite early to move them away from the regular monthly business meeting into additional workshop sessions dealing with policy and program development. This exposed the Board, in an ongoing way, to needs, goals, objectives, evaluation and long term educational and physical implications.

Also, during what he terms this "honeymoon period", he had the Board pass a large number of written policies, many of which clearly gave the Superintendent authority to act on a whole variety of concerns necessary for educational reform. In this manner, he very strictly had his latitude

carefully defined and expanded.

Interestingly enough, though he sees the Board as having become more aware and sophisticated in all areas of education, this gradual development has been paralleled by the Superintendent's increasing difficulties with this body. He does not see these developments as being related, and I think correctly traces his strained relationship with a segment of the Board to broader political conflicts, particularly focusing around the Mayor's will. He has noted in his other experiences that the Board eventually polarizes on specific issues. He maintains that a superintendent's longevity is usually dependent in large measure on the extent to which he continues to receive support on those matters which he treasures most highly.

The Superintendent regards his training for educational leadership as being traditional which for the most part equipped him poorly for functioning creatively. While this emphasis has largely been replaced, he maintains, the basic program he took, placed heavy emphasis on transmitting the kinds of technical skills needed to keep the system afloat. It was sadly lacking in the area of social and philosophical foundations, engineering the change process and providing familiarity with the dynamics of mass education in the contemporary community, although he maintains that this emphasis has largely been replaced.

What he has learned from experience he believes now characterizes the better preparatory programs for educational administration. That is, in his view, the Superintendent is being looked upon as an educational manager,

and administration is defined as the implementation of programs, or the technical facilitation of those programs in terms of staffing, organizing, budgeting and reporting. He sees the manager facilitating a process through which new goals of the organization are continually identified based on emerging new needs. The manager then, manages the whole process of institutional renewal while the administrator technically supports the implementation of whatever is being implemented in the current system. The manager must have an overview of change and the total education enterprise, while the administrator relates to the pragmatic tasks at hand, and as such is a functionary subordinate to the Mayor.

It is important for our purposes, in discussing the system wide re-organization in Millburg, to understand this perspective of educational leadership embraced by the Superintendent which has come to him not from previous training but rather from his direct working experience.

It is probably also useful to to understand the priorities that he has set for his administration at a time subsequent to reorganization. This may be most useful if taken from a transcript of another taped interview:

. . . at least my priorities in terms for children--I'd like to see attendance improve, I'd like to see the frequency with which suspensions and expulsions occur reduced. I'd like to see measureable achievement in relation to IQ increase. I would like to see more youngsters having an opportunity to engage in what might be called career education or some kind of determination of what they are going to do with their lives aside from just getting stuck in a general education course, because they have not

made the decision to go to college or into a professional vocation. I would like to see the frequency with which disruptions occur minimized greatly. I would like to see communications both internal and external improved to a point where staff and pupils and community begin to understand more effectively what we are doing. I would like to increase the provision for the participation and decision making on the part of all groups within a manner which will not produce disruption, discomfort, and confrontation, but will in fact result in a more cooperative team effort on the part of many factions that go into either making or breaking a school system.

I would like to see a variety of different alternatives for instruction developed within each school and a system whereby we are able to identify in more precise terms what kinds of alternatives would be more appropriate for kinds of children. I would like to see us develop a comprehensive evaluation system so that we have information for decision making.

Obviously like any school man, in order to do all this I would like to see the question of allocation of resources, the financing of education itself change in order that we might not have to rely so heavily on categorical federal assistance to spur the acceptability of innovation. I would look forward to some form of revenue sharing, or generally to piggyback the categorical aid, and perhaps, under certain conditions, the state assumption of school finance. Education is receiving a smaller and smaller portion of the local pie, although we do receive the largest proportion. . . .

I guess these are a few of the things that come to mind. I would say from a personal standpoint in order to facilitate all of these, a personal objective of mine would be to survive for a

respectable period of time in the leadership position, because I have come to conclude that I'm one of the necessary ingredients in seeing that we begin to approach the achievement of the priority objectives.

This aspect of the Millburg context, a rather brief consideration of the Superintendent, reveals a young (35 years old) educational executive upwardly mobile with genuine concern for children, who is growing all the time. We see, however, a flexible reformer, no ideologue, who if required to state an educational philosophy would probably speak in rather traditional terms heightening his remarks with an emphasis on the necessary of managing the change process in terms of the needs of the clients. His vision may be far broader than the usual school district administrator, but he is no ideologue and his perspective will not likely extend to the reconstruction of education wherever he is in authority.

In much the same way as reformers provide the means of salvation for any beleaguered institution, social, political or economic, educators like the Millburg Superintendent offer mass public education a scheme to survive and conduct business pretty much as usual.

It is important to comprehend all of this as we proceed to the Millburg system before and after reorganization, and what potential meaning it has for educational change in the United States.

CHAPTER III

THE PREVIOUS CENTRAL ADMINISTRATIVE STRUCTURE

The previous structure of the Millburg Central Administration was a traditional model used by many systems across the country. It was hierarchical or vertical in theory and practice, with all lines connecting up and down and none relating horizontally. (See the chart immediately following this Chapter.) This approach to administration has an obvious effect upon the thinking and working of all the staff. Response is to the person immediately above and the directive becomes the catalyst for action. There is no need for the kind of process which is necessitated by a horizontal or task force oriented structure. The superior's order is usually the process.

It is true that the better examples of vertical administrative structure frequently have a process of shared discussion making built in so that there is input from a variety of sources. It is also true that meetings are called across line functions in order to deal with concerns which are common to all. Basically, however, the vertical approach, with each person fixed in his rung of the ladder of a particular line function mitigates against this broader decision making approach.

In Millburg, previously the School Board was at the top of the pinnacle, supposedly making all policy decisions to be implemented by the Superintendent. These nine men were politically appointed by the Mayor and included a cross section of the community chosen not for their potential contribution

to public education, but rather for their political value to the Mayor as appointees. Some are political allies and friends, others are former or potential opponents whom he sought to render impotent against him or even whom he hoped to co-opt. One, for example, is a former Mayoral candidate who ran against him. The racial, ethnic and religious strains of the community are, of course, represented. He has said on more than one occasion that unlike the governor (1970-1972) when he appoints a committee, he expects to run it, and has become most upset on issues where the Board has not followed his wishes. What he means by this, apparently, is not that he has any interest in managing the schools on a day to day basis, but that when he wants his way, he expects to have it, whether it is with respect to a particularly important appointment, a money matter, or desegregation. His policy in the past has been to keep hands off the Board unless he finds it politically necessary to intervene. He, for example, did not interfere with the appointment of the present well qualified Superintendent, following a nationwide search. He did however, recently try to dictate the appointment of a high school principal to whom he felt he owed a favor.

The public credibility of any School Board and the interests of quality education depend, of course, upon its capacity to resist political pressures. The present Board in Millburg has done well in this regard. Its membership changes in January when the terms of three members expire which may well herald a totally different situation. There is every indication that the new appointments will be Mayoral yes men and that the Board may go the Boston

route, replete with sub-committee attempts at actual management. In this kind of situation, the Superintendent would become a kind of " executive secretary" and little else.

Under the previous structure, such a switch in Board approach would have allowed for every intervention in all aspects of management. The Superintendent who is the chief executive officer had five line functions reporting directly under him. With a School Board divided into administrative sub-committee these entities could pass by the Superintendent quite easily.

The five previous line functions were as follows:

Business, Personnel, Instruction, Pupil Personnel, and Federal Programs. Each part of the vertical block was actually responsible to an Assistant Superintendent with the exception of Business where the Business Manager presided.

The Superintendent related to the staff of any block indirectly through the appropriate Assistant Superintendent. This is not to say that there were no contacts with middle and lower echelon personnel but only that the situation mitigated against it and that any such involvement, not being built in structurally, had to rely upon the personal approach and intent of the Superintendent.

Under the old system for example, if a principal had a request related to a personnel record and lacked the necessary personal relationships making an administrative directive necessary he might have had to go through a Director of his school level (High School, etc) who then would ask the

Assistant Superintendent for Instruction, who then would have to get the cooperation of the Assistant Superintendent for Personnel who, if he was willing, would direct a request for information from the Personnel Records Office. Although exaggerated, this illustrates the old bureaucratic command, where when push came to shove, everyone's bureaucratic turf was defined and guarded like feudal territory and only the appropriate command chain could produce, for certain, the desired results.

In the old structure all aspects of regular instructional activity came under the Assistant Superintendent for Instruction. In addition, the building level staff--Principals, Assistant Principals, Department Heads and Teachers--the core of this block included the various Directors--High School, Junior High and Middle Schools, Elementary Schools and Curriculum Development--and--Supervisors--subject matter and areas. This approach established fiefdoms, within kingdoms which were already a party of petty empires. It was not enough, organizationally, to stress the different levels of schools--high school, middle, elementary--rather than to emphasize a coherent educational entity with common needs and goals, but the division went further, of course, to the building level and then to the individual subject areas zealously presided over by a coterie of supervisors and a platoon of department heads in each building. All of these divisions encouraged divisiveness rather than harmony, competition rather than cooperation and created a multitude of structurally encouraged special interests. The relationship of all traditional bodies of learning to each other and the entire realm of knowledge

was unthinkable. The dynamics of inter-disciplinary learning--were rarely if ever considered in a framework of the rigid--sometimes immutable--subject curricula. Knowledge itself tended to be regarded as static, and curricular limitations certainly inveighed against the cooperation of teachers across subject lines.

As before, I want to qualify this analysis by saying that some innovative interdisciplinary efforts were made, but here again, these were undertaken by individual teachers who were attempting to break out of the mold. The structure itself clearly discouraged this kind of movement.

The old chain of command went from teacher to Department Head, Principal of Subject Supervisor to Director of School Level or Director of Curriculum Development to Assistant Superintendent on Instruction.

Since the reorganization stopped short of building level administrators, only the Assistant Superintendent, Directors and Subject Supervisors were affected. Even at this writing the principals, of course, and the department heads continue to exist. The latter function strangely in a framework which has become interdisciplinary but they rarely did anything but hand out text books and compile budgetary requests for the principals anyway; for which they received an extra free period and of course the appropriate status.

All federal programs were under the administrative responsibility of an Assistant Superintendent and this previous arrangement illustrates as well as anything the difference between the central organization before and after reorganization. The Assistant Superintendent for Federal Programs, like his

line equals for Instruction, Personnel and Pupil Personnel, functioned solely as an Administrator and not a Manager like his successors at the level just below the Superintendent. Administration is one aspect of overall management, and the Implementation Manager works with a variety of administrators--Experimental Programs (which includes all Federal Programs), Special Education and so forth. The Manager becomes concerned with all aspects of program development from planning and staff development through implementation. It is his function to manage the process by which the individual programs are a coherent part of a total picture, whether the functions are Planning, Staff Development or Implementation. The concept of the Assistant Superintendent for Federal Programs was that of a kind of "super" administrator.

Under the previous structure the Deputy Superintendent was freed from specific administrative responsibility and given a variety of tasks by the Superintendent. This is altered, with the Deputy becoming Implementation Manager with carefully prescribed duties.

A 1967 survey of Curricula and Instruction on the Millburg system by a local college, made a number of observations about the previous administrative order. A major problem it cited was the lack of communications between central administrators, and between central administrators and building staff.¹ The vertical organization of staff functions promoted this situation.

In evaluating the adequacy of Central Administrative functioning in

the areas of "School Equipment," "Personnel Policies," "Teaching Personnel Policies," "Principals," "Relation with the Central Administration," "Principals' Role in the Determination of Board Education Policies," "Principals' Role in Developing Operations Policies for the School System," and "Principals' Role in the Technical Areas of Administration" the following results from the twelve secondary schools are obtained:

School Equipment

Principals were asked to evaluate as to whether their equipment under the several categories was "less than adequate," "adequate," or "more than adequate." The data from the responses of the twelve principals were as follows:

General Teaching Supplies (Books, supplementary supplies)

<u>6</u>	<u>6</u>	<u>6</u>
less than adequate	adequate	more than adequate

Capital Outlay Equipment (Desks, Cabinets, Lighting, etc.)

<u>11</u>	<u>1</u>	<u> </u>
less than adequate	adequate	more than adequate

Audio-Visual Equipment

<u>7</u>	<u>5</u>	<u> </u>
less than adequate	adequate	more than adequate

Expendable Equipment (Chalk, paper, other consumable items)

<u>6</u>	<u>6</u>	<u> </u>
less than adequate	adequate	more than adequate

For further detailing of the principals' perception of administrative relationships with the Central Office the following section reflects the data as furnished by the principals.

Your Role in the Determination of Broad Education Policies

Broad education policies are those policies which deal with the basic purposes and objectives of a school system. These are the policies that attempt to deal with the influences and effects of major societal movements on the schools. Examples of such major problems and issues might be dealing with the effects and implications of population growth and metropolitanism, providing for equal education opportunity for all children, acknowledging the influence and implication of automation and technology, and dealing with the symptoms and results of racial tensions.

This section of the questionnaire asks how you see your role as principal in the determination of policies to deal with these societal issues. Place a check mark under the column marked "real" indicating the role you see yourself as presently playing; than place a check mark under the column marked "Ideal" to indicate the role you believe you should be playing. Check one in each column.

f	f	
<u>Real</u>	<u>Ideal</u>	
<u>7</u>	_____	1. No involvement in developing broad educational policies
<u>5</u>	_____	2. Informal opportunities to make suggestions on these policies
_____	_____	3. Occasionally make suggestions on matters of policy specifically submitted to me.
_____	<u>12</u>	4. Regular involvement with a formally constituted body meeting with the superintendent to determine policy

II. Your Role in Developing Operational Policies for the School System

These are basic policies under which the school system operates. They concern policies of curriculum, personnel, finance, etc. For each of the seven areas please indicate which number from the "Legend" indicates most closely the role you see yourself as presently playing, the "Real," and the role you believe your should be playing, the "Ideal."

Legend:

1. No involvement in developing operational policies for the school system.
2. Informal opportunities to make suggestions on these policies.
3. Occasional opportunities to make suggestions on matters of operational policies specifically submitted to me.
4. Regular involvement with a formally constituted body meeting with the superintendent to develop operational policies.
5. Freedom to develop operational policies for my own school.

<u>M</u> <u>Real</u>	<u>M</u> <u>Ideal</u>	
<u>2.6</u>	<u>4.2</u>	1. Instruction and curriculum policies
<u>2.7</u>	<u>4.2</u>	2. Pupil personnel policies
<u>1.5</u>	<u>4.2</u>	3. Staff personnel policies
<u>1</u>	<u>3.5</u>	4. Finance and business policies
<u>1.4</u>	<u>3.5</u>	5. School plant and services policies
<u>3</u>	<u>4.3</u>	6. Policies in community relations
<u>1.2</u>	<u>3.7</u>	7. Policies in relation to local, state and federal agencies.

III. Your Role in the Technical Areas of Administration

A. Instruction and Curriculum Development in Your School Legend:

1. I may occasionally make suggestions but my superior(s) makes all decision in this area.
2. I may make recommendations which can be incorporated into decisions.
3. I make the basic decisions in these areas but must keep my superiors informed.
4. I am wholly free to make my own decisions in these areas.

<u>M</u> <u>Real</u>	<u>M</u> <u>Ideal</u>	
<u>2</u>	<u>2.7</u>	1. Revising curriculum content and organization.
<u>2.5</u>	<u>3</u>	2. Selecting curriculum materials.
<u>2.5</u>	<u>3.1</u>	3. Relating curriculum to time, facilities and personnel.
<u>1.4</u>	<u>2.4</u>	4. Articulating elementary and secondary programs.
<u>2.3</u>	<u>2.7</u>	5. Directing program for exceptional children.
<u>2.4</u>	<u>3</u>	6. Planning and directing remedial instruction.
<u>2.5</u>	<u>2.7</u>	7. Directing school testing program.
<u>3.4</u>	<u>3.5</u>	8. Assisting Teachers in instructional improvement.
<u>3.7</u>	<u>3.5</u>	9. Assisting in diagnosis of pupil learning difficulties.
<u>1</u>	<u>1</u>	10. Coordinating adult education program.
<u>3.5</u>	<u>3.8</u>	11. Coordinating use of instructional equipment.
<u>2.7</u>	<u>3</u>	12. Directing research and experimentation.

B. Staff Personnel in and for Your School

Legend:

1. No involvement
2. Informal opportunities to make suggestions
3. Opportunities to make suggestions or recommendations on personnel matters specifically submitted to me.
4. Regular involvement with an administrative team for personnel administration
5. Freedom to develop my own staff personnel policies and procedures.

<u>M</u> <u>Real</u>	<u>M</u> <u>Ideal</u>	
<u>1.2</u>	<u>3.5</u>	1. Recruitment of professional staff personnel.
<u>1</u>	<u>3.1</u>	2. Recruitment of non-professional staff personnel.
<u>1.7</u>	<u>4.2</u>	3. Selection of professional staff personnel.
<u>1.1</u>	<u>3.6</u>	4. Selection of non-professional staff personnel.
<u>3.3</u>	<u>4.6</u>	5. Induction and orientation of professional staff personnel.
<u>2.1</u>	<u>4.0</u>	6. Induction and orientation of non-professional staff personnel.
<u>4.9</u>	<u>4.8</u>	7. Scheduling of professional staff personnel.
<u>2.7</u>	<u>4.5</u>	8. Scheduling of non-professional staff personnel.
<u>4.8</u>	<u>4.5</u>	9. Supervision of professional staff personnel.
<u>4.2</u>	<u>4.4</u>	10. Supervision of non-professional staff personnel.
<u>2.7</u>	<u>4.2</u>	11. Evaluation and recommendation for retention of non-professional staff personnel.
<u>3.3</u>	<u>3.9</u>	12. Maintaining staff personnel records.
<u>2.5</u>	<u>3.2</u>	13. Obtaining and scheduling substitute teachers
<u>1.8</u>	<u>3.6</u>	14. In-service education of professional personnel.
<u>2</u>	<u>3.6</u>	15. In-service education of non-professional personnel.
<u>2.3</u>	<u>3.5</u>	16. Directing research and experimentation.

Finance and Business Management for Your School

Legend:

1. No involvement in this area
2. Informal opportunities to make suggestions

3. Opportunities to make suggestions or recommendations on finance and business matters specifically submitted to me.
4. Regular involvement in an administrative team dealing with finance and business management.
5. Freedom to develop my own policies in this area.

<u>M</u> <u>Real</u>	<u>M</u> <u>Ideal</u>	
<u>3.7</u>	<u>4.3</u>	1. Construction of the budget
<u>3.6</u>	<u>4.5</u>	2. Administration of the budget
<u>3.2</u>	<u>4.2</u>	3. Determining specifications for equipment and supplies
<u>4.4</u>	<u>4.6</u>	4. Distributing and inventorying equipment and supplies

School Community Relations for Your School

Legend:

1. I may make suggestions but my superior(s) makes all decisions in this area.
2. I may make recommendations which can be incorporated into decisions.
3. I make the basic decisions in these areas but must keep my superiors informed.
4. I am wholly free to make my own decisions in these areas.

<u>M</u> <u>Real</u>	<u>M</u> <u>Ideal</u>	
<u>2.1</u>	<u>2.7</u>	1. Preparing reports and bulletins for community distribution.
<u>3.5</u>	<u>3.8</u>	2. Conferring with parents and citizens.
<u>3.2</u>	<u>3.2</u>	3. Developing and coordinating the program.

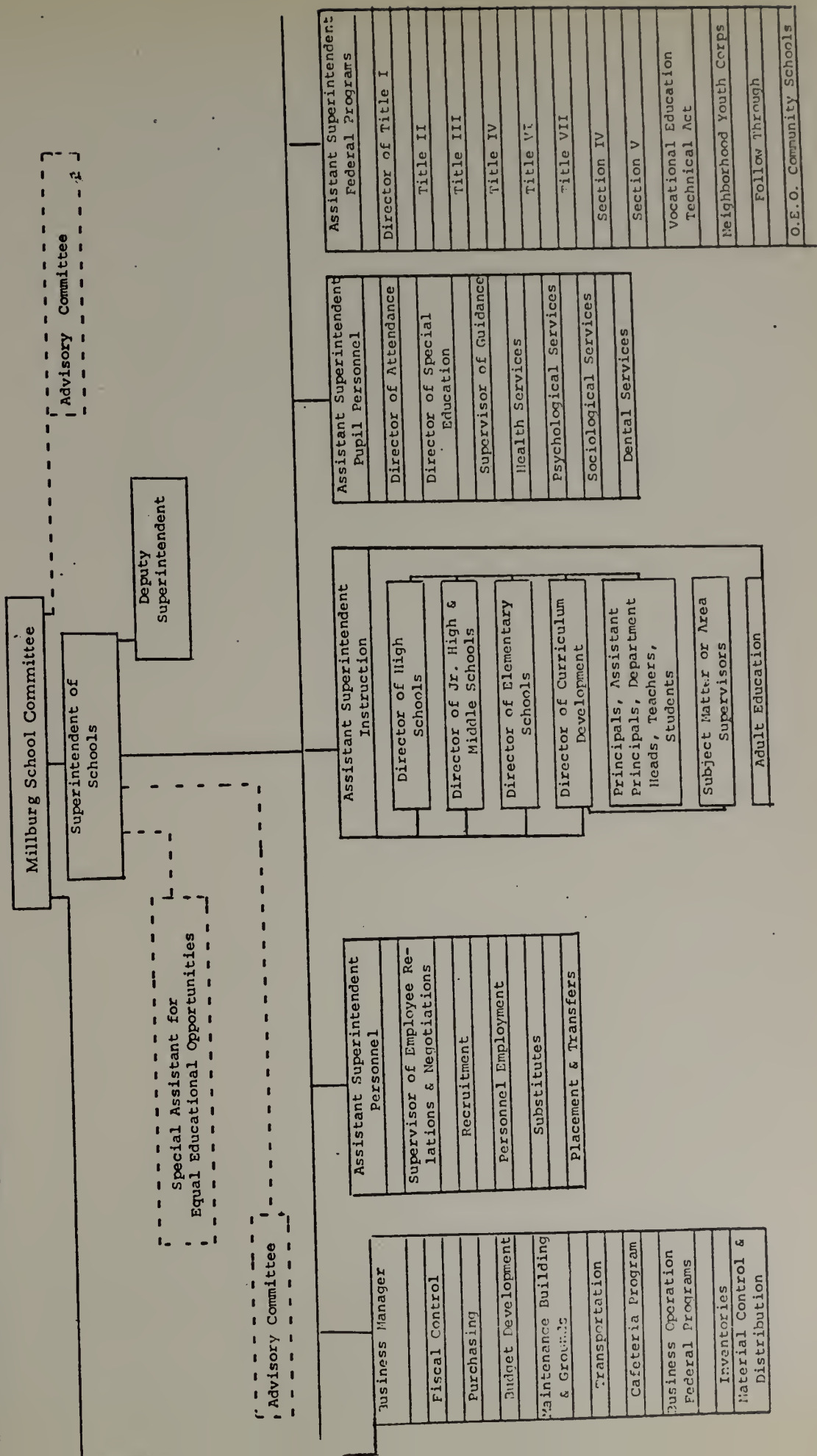
M M
Real Ideal

- | | | |
|------------|------------|-----------------------------------------------------------------------------------------|
| <u>2.2</u> | <u>2.7</u> | 4. Preparing releases for communications media. |
| <u>2.7</u> | <u>3.4</u> | 5. Improving means for reporting to parents on pupil progress. |
| <u>2.4</u> | <u>3.0</u> | 6. Direction of program for use of school facilities by non-school groups. ² |

These results present a rather low estimate of the functioning of the previous central organization though it is too soon to obtain reactions to the new system.

A table of the previous administrative organization quite clearly shows the previous linear relationship.

--- Indicates Line Function
 - - - - - Represents Advisory Function



NY:

FOOTNOTES

CHAPTER III

¹Survey of Curriculum and Instruction in the Millburg Public Schools, State College, Millburg, 1972, p. ii.

²Ibid, pp. 30-36.

PART II

CHAPTER IV

THE DEVELOPMENT OF THE REORGANIZATION PLAN

The plan for the reorganization of the Central Administration of the Millburg School Department really had a very simple origin. The present Superintendent of Schools in the middle of his first year (of a three year term) knew of and was interested in some of my proposals for educational change. He articulated a strong desire to reorganize his Central Administration in order to make the Central office a more cohesive, rational and responsive management structure. He felt that this was a necessity before any meaningful change could take place in terms of educational services. He also saw reorganization as a means to divert money from inflated administrative salaries to essential planning and staff development activities, and a way to bring new and qualitatively better professional talent into the system.

He felt that he knew the needs of the system quite well by that time and asked me to serve in a confidential consulting capacity for the purposes of developing a draft proposal on administrative reorganization. It was necessary for me to spend considerable time in Millburg getting a feeling for the system and its functioning. At that time, it was necessary for me to interrupt an overseas assignment and consequently my contact

in Millburg was intensive.

The actual working proposal for reorganizing was the result of daily observations, interviews and discussions (held under the cover of a writer developing a book) and nightly examination of every kind of conceivable data relevant to the functioning of the Central administration. The proposal which emerged, although eventually modified in some aspects, probably constituted one of the most thorough reconstructions of a central bureaucracy ever undertaken in American public education. As will be discussed later, it did not, in my judgement, go far enough.

The original proposal also contained in part a plan for the restructuring of education throughout the city. In my mind, administrative reorganization without a plan for reconstruction of the learning environment and its structures serves no meaningful purpose. Consequently, the first part of the reorganization plan addressed itself to the educational transformation and its suggested transitional development, while the second part focussed on the reorganization of the Central administration deemed necessary for the broader educational change.

I. Educational Restructuring

The proposal outlines a series of transitional phases, designed to lead to the creation of Formal Learning Centers in every community of the City. Ultimately, it was hoped these would become multi-faceted community learning resource institutions voluntarily used, shaped and directed by the children and adults who could draw upon and design their

resources and programs, seven days a week, twelve months of the year.

Specifically, the scope of this part of the proposal was limited to the evolution of the urban educational system. As it unfolds, however, it will be possible to see developing a whole new series of opportunities and options for urban education in general. Evaluation of past practice reveals the irrelevancy in our post industrial society of school structures, schedules and fixed curricula which reflect the needs of industrialism and the factory, very much as Comenius anticipated and designed them in the seventeenth century. Alternatives to the rigid levels of study, evaluation and twelve year certification, taking into account formal as well as informal activity and broader evaluative procedures were certain to be considered. An unprecedented concern for learning outside of school-informal education was to be considered and the most massive in-service training commitment ever made might well be developed.

Beginning with one segment of the Millburg system, comprised of fifteen schools, each succeeding phase could incorporate a new segment, allowing the pilot to move further along the road to fundamental reconstruction. Throughout this process, old conceptions and relationships would gradually be changed and modified. It must be stressed here, however, that from the outset the perspective was that this could only evolve over a number of years. Although segmented change would be discernable in the first year (then proposed at 1971-1972) it would

literally take a decade before the entire system reflects the transformation.

In this projection, "schools" as we presently know them, were to have been transformed into voluntary Formal Learning Centers, which might themselves be only one integral part of a wider series of Human Development Agencies in every community, variously concerned with health, social welfare, child rearing, all age recreation and public safety.

As such educational change evolved the emergence of a new concept of the function of Central school administration and its relationship to the Formal Learning Centers would be possible. The second section of the proposal dealt with administrative reorganization, and anticipated educational changes. Rather than directing, controlling and supervising every aspect of learning in the system, the Central Office was to be freed to become an essential professional resource arm available to all of the emerging options. Finally, out from under a multitude of bureaucratic and clerical tasks, Central Office professionals were projected as functioning essentially as skilled persons capable of assisting individual Segments and Centers and developing awareness in every area of activity, from office and business procedures to educational practice and innovation developing in other sections of the State and nation. For those Segments and Learning Centers which might want

the Central Office to function in the traditional manner, this, too, was seen a possible option.

The clearing and transmission of all finances from the Central Office seemed then to be a necessary factor for some time, with the possibility of regular Central Office audit eventually replacing the traditional daily control of expenditures as a program budget emerges. In any event, for the foreseeable future, the daily administration, operating and capital funds remained the responsible function of the Central Administration.

Under this proposal teachers were to have an unprecedented opportunity to become professional educators in the fullest sense of the words. They at last might be freed from the clerical and disciplinary functions which have perhaps of necessity under the old system, been a part of their daily responsibility. It was hoped that the teachers, out from under this enormously time consuming burden-not to mention the emotional and physical toll and the barrier it often poses to development of warm, open relationships with students involved in planning and policy making at every level might at last come to perform the all important task of the resource professionals, inquiring encouraging, facilitating and instructing in the learning process.

The role of the community would also have to undergo gradual change in that both children and adults would emerge as key creators, innovators and fundamental architects of the learning environment. With each new

transitional phase the community should become more responsible for shaping and developing the policies and programs of the Learning Center which would be established after all, to reflect its needs, aspirations and total living reality. It must be stressed that the community was not defined solely in geographical terms. To be certain this might have emerged through changed housing patterns, but the commitment of Millburg to integrated schooling, whereby children of allethnic, racial, and most importantly, socio-economic groups learn together, was an important reality and provided a broader sense of community as applied to the learning institution. Community in this context is simply, all of those children and adults who are served by a particular Center. Many might work and reside in the immediate geographical area, others might not.

The proposal envisioned a gradually increasing participatory role for children in all aspects of their learning experience. This pertained not only to the shaping of informal learning activities, but also to thier relationshipd with the Learning Center, its program, policies and planning. Not only would it be possible to see the child becoming accustomed to forming much of his own educational experience, but gradually, his perspectives and insights could play an ever expanding role in decision making and future planning. The projected involvement of the student-children could lead to an entire reconceptualization of the child with the farthest reaching social as well as educational ramifications.

A similiarly growing involvement was projected for adults who relate to the Learning Centers as students, parents, or in many cases, both.

Growing awareness, concern and activity on the part of adult citizens who have long felt left out of the educational aspect of their children's lives, as well as bearing deeply ingrained resentment for being short changed themselves, could find an adequate response opportunity opens up by restructuring.

In order to fully understand all of restructuring aspects of the proposal, it is necessary to go through each phase of the proposed process.

A Guide to Planning or a set of Working Consideration for Each New Segment as it is prepared for Phase I, was developed and called for, as follows:

1. Election and formation of a Local Advisory Council for each school.
2. Designation and formation of a large Representative Council, consisting of members from each Local Council.
3. The scheduling of regular public meetings of both the Local and Representative Councils.
4. The development of a public awareness campaign, designed to reach people throughout the Segment area, primarily carried out by the Local Councils.
5. The consideration by each Local Advisory Council of its particular needs with respects to: Formal Learning, personnel (and a personnel system), (professional and para-professional) administrative, maintenance, housekeeping, social services, informal learning, use of community resources, etc. These discussions should be carried on with the Central Administration most immediately in the person of the Segment manager in every instance. The service division teams from the new central administration structure are expected to be especially responsive.

6. The development of a procedure of operations within the fiscal management system established in the Proposal (Program Budgeting)
7. The development of a plan for the evolution of a system of voluntary attendance in the context of expanded programs serving both adults and children, seven days and evenings a week, twelve months a year.
8. Discussion in each Local Council of the roles of teachers, principals, and students--adults and children--and the community.
9. The planning, by each Local Council, in conjunction with the Central Administration, of alternate or optional programs for those who desire them.

PHASE I

Planning and Preparation

It was proposed that during Phase I all of the individuals and groups associated with the proposed fifteen schools (or as suggested, Formal Centers) which were to constitute the Pilot Segment of the restructuring would begin to assess their individual (school) and collective (as an experimental unit) needs. Eleven of the Pilot Segment schools fell under the Federal Guidelines as Title I or "target area schools." (Ten elementary, two middle schools, two regular high schools and the experimental high school).

In addition, three Follow-Through Schools were to have been an adjunct to Phase I due to the necessity of local funds picking up a part of the cost of 1973-1974. This was to be a period of planning and preparation during which the election of a Local Advisory Council for each parti-

icipating Learning Center, and a broader representative Council consisting of representatives from each of the Local Councils to a unit wide coordinating body, was to have been developed. It was suggested that the Local Advisory Councils consist of seven to fifteen members constituting three classes--1/3 serving for one year, 1/3 for two years, 1/3 for three years--and that its members should come from, and be elected by, the children and parents who were to be served directly by the Learning Center. It was hoped that from the beginning it would be possible for children--at first probably from age 9--to elect and be elected to the Local Council. Eventually an actual quota might be established for their presence. It was also projected that some means of representation be devised by the Local Council for members of the local community (where the Center is located) who are not parents, but who might wish to participate in expanded learning programs. It was further expected that a professional consultative committee would meet regularly with the Local Council to assist in the formulation of plans.

Finally, the proposal urged that regardless of how many times the Local Council might meet in Executive Sessions that it convene in public meeting at least once a week during the planning period of Phase I.

Prior to the formation of the Advisory Councils, however, it would be necessary for a great deal of dialogue to occur between the Central Administration and all of the individuals involved--children, parents,

teachers, and members of the individual communities so that every effort could be made to set forth clearly the ultimate scope of the proposal, as well as the potential for immediate change.

This is really a time when public awareness and support were to be developed, and when increasing numbers of those related to the thirteen Centers and affected imminently by the changes were to be encouraged to shape the new direction. At the time, particular emphasis could be placed on the new opportunities for children to participate as fully as possible in the changed process.

Central Administration officials were to pursue potential funding avenues and be ready to provide the Local Councils with any requested consultative or special skills.

The advisory Councils could begin their work by defining their needs in terms of curriculum and instruction, perhaps better termed, formal learning content, personnel-professional, paraprofessional, administrative, maintenance, housekeeping, social services, and so forth.

It was particularly expected that new areas of Formal Learning, as well as the concepts of informal education whereby skills and experiences available in the child's neighborhood would be seen as an important part of the total learning process. This would begin to relate to the goal of integrating the living and learning worlds; with this in mind, the objective of voluntary attendance and service to all age persons was planned.

Expanded programs, taking place over a seven day week, twelve month year, day and evening, in which community people are involved, sharing their skills or special knowledge, could make such a facility a vital institution, available for the use, growth and pleasure of the entire community.

It was expected that these and other innovative concepts would be raised in the first Phase and that planning and implementation would continue, and frequently require, a number of years.

This time teachers engaged in a continual analysis of their role with students, parents and Advisory Council, so that if a disagreement ensued, a process for resolution would be available.

Any administrator, teacher, or other staff member who emerged from this planning period uneasy with the new direction, professionally or personally, and unwilling to participate in it, would be able to opt for re-assignment before the beginning of the new term.

No doubt, the extent of usefulness of such a period of planning and preparation would vary from Council to Council within the Unit. It was hoped however, that Local Councils would communicate about everything of mutual interest. Only in this way would it be possible for each to benefit from the deliberations and unfolding experiences of the others. The larger representative Council was seen as a formal means aiding this process but never as a substitute for a constant exchange of information.

It was also proposed that the University of Massachusetts School of Education personnel be made available, within feasible limits, at the

request if the School Department, for any area of consultation and even active participation in the preparatory process.

Around the time of the preparation of the draft I entered the University of Massachusetts School of Education and mentioned to the Dean the desire of the Millburg Superintendent to reorganize. He was quite interested in the possibility of developing some working relationship with Millburg around the School of Education's Alternate Schools Program. It indicated, however, that the Superintendent's ability to pull off reorganization was essential. He made this clear at a subsequent meeting in his office with Providence Administrators and privately told me that he was skeptical of the possibility of such a change taking place. The projection for the University of Massachusetts involvement that appeared in the original draft and final submission spun off this origin.

All of these matters then, curricula, expanded learning programs, personnel, budgetary and general office management, administrative and supervisory functions, as well as future planning and the task of alerting the public here identified in the proposal for consideration by the Local Advisory Councils and the adults and children of each of the thirteen new Formal Learning Centers.

Implementation

Implementation was originally proposed to begin in September 1972, and constituted the first actualization of the restructuring of the Millburg

Schools into Formal Learning Centers, The fifteen pilot schools (with the possibility of the additional Alternate High School being a second High School -- which students might choose to attend to the limit of its capacity) was to make up the first experimental Segment within the Millburg system. It was, in fact seen as a system within a system. It was also suggested that the Millburg Free School be explored as a possible component part of the Pilot Segment, available to a limited number of elementary applicants.

The actual programs were to evolve over the first year and hopefully emphasize a vastly expanded formal learning opportunity, with new areas and interests gradually offered to students, and new paraprofessionals-frequently talented community people involved. The aspect of voluntariness in all aspects of the program was to be steadily built in.

Ongoing Planning

Ongoing planning was seen as a most important part of the first year, indeed any year in which the proposal was being implemented. Local Councils of the first experimental Segment, and those of each new Segment of schools entering Phase II each year for five years, in addition to constant re-evaluation would have to address themselves, in planning and preparation, to the next set of opportunities and challenges inherent in their entering Phase II and the second year of operation. The proposed Planning and Program Development Division was seen as the central means of providing alternate planning models for use in the Segments.

Ways and means of effectively expanding the use of a Center over a seven day and evening week and a twelve month year were to be explored.

In addition continual planning was to occur with respect to all aspects of formal learning material, the role of the teacher and reconceptualization of the child's functions in the learning process. Local Councils were expected to continue planning for the increased involvement of children at all levels of operation.

In anticipation of their second year, first year Local Councils have also expected to become involved in budgetary requests under the leadership of the principal (unit manager), and submit them by fixed date to the Central Office for review, discussion and authorization.

The projected next Segment of the Millburg School system was seen as having to go through the same process of planning and preparation previously undertaken by the pilot Segment. The Second Segment was to consist of seven elementary schools and two middle schools. They constituted the remaining middle and elementary schools in the feeding pattern leading to the Main High School designed in Phase I. It was thought that they would have the advantage of learning from the experience of the previous group, and that every effort should be made to derive these benefits.

The Central Office and the University School of Education would by the plan, become involved with the preparation of the second "system within a

system" as it had in the development of the Pilot Segment.

PHASE II

THE SECOND YEAR

The second year programs of the Pilot Segment Centers according to the proposal should show increased opportunity for students to become a part of every aspect of Learning Center activity. Some Centers might actually have evolved, by this time, an actual children's quota for Council membership; all should have insured the right of every student to join in the elective process, public and private discussions and influence his program of study. It was of course, evident that the implementation of this spirit would vary according to the particular Center, and the age of the children. What was emphasized here, however, was the development of an attitude with respect to child participation that would pervade the entire experiment, even though its implementative timing would, of necessity, differ.

The concept of children being encouraged and allowed an opportunity to participate in individual and group decision-making from the youngest age was seen as essential. The proposal asserted that children from the earliest consciousness, must have the opportunity to see themselves differently than they have under the old system. Requiring some special safeguards and concerns during the primary years, the reality of individual involvement and the growth of self determinative power must be encouraged

as much as the emphasis on group responsibility.

During the second year of operation, it was expected that the expanded use of facilities and offerings of programs for both children and adults might see the availability of Learning Centers extended to the seven day week (including evenings) and the twelve month year. Obviously, this hope would have to be tempered by budget realities. However, it was felt that the changing use of compensatory and manpower funds already received by the School Department could make movement in this direction plausible.

By this time the local Councils should have been well along the road toward the implementation of a new system of defining their own professional role definition and personnel practices. Also, in the second year it was projected that a plan for the involvement of skilled community people, on a part or full time basis, according to the need for their special talents, could be in effect and regular channels of communications established with the neighborhoods so that such talent might become known. Regular training and reconditioning programs could be underway, so that both new and older personnel might be constantly aware and participate themselves, in the evolution of the new role of the teacher as facilitator and resource professional.

Even at this early point of Phase II it was hoped that the traditional curriculum would be giving way to the development of formal learning programs more relevantly reflecting the interests and needs of the children and

adults who enrolled at the various Formal Learning Centers. Not only technical and specialized study opportunities might emerge, but also we could see the broadest offerings in the humanities, arts and social sciences. Central Office interdisciplinary and informal education coordinators by the plans here to assist the development of Foreign language. Mathematics and government were to be pursued on the basis of real interest: and often immediate need. Particularly in the whole area of implementing curriculum change the evolutionary, experimental process of each Center was seen as communicated to all of the other Centers, and then efforts were to be carefully documented by the Central Office's research facilities.

The Second Segment

As the Pilot Segment entered Phase II of the proposal, the Second Segment of the Millburg System having completed its planning phase would of course, have begun its first year of operation under the restructuring, and thus become the second "system within a system."

These new Centers would have the opportunity to take every advantage of the experience of the Pilot Learning Centers as they began to implement their program.

Planning

Throughout the course of the second year, in the tradition already established, it was planned that the Pilot Segment and its Local Councils would be laying plans and preparations for the third year. Presumably,

they would deem it necessary to move toward the completion of programs, forms, and practices which had been started, as well as devoting some energy to innovation.

The Second Segment would, of course, be expected to spend considerable time on the planning and preparation for its upcoming second year. Their planning activities would put them in regular contact with Central Office and the representatives of the Pilot Segment Councils, so that the lessons of previous experience might be well understood and incorporated into their deliberations.

The third Segment, was slated for commencement the following autumn, (which then was 1974-1975.) It has, by projection the entire previous year for the fulfillment of its Phase I, or initial planning and preparation, and would have the double experience of two previous Segments within the System from which it could draw and benefit. By this time a good deal should have been learned with respect to timing and proper groundwork.

It was expected that the major difficulties endemic to the proposal's process were certain to have surfaced in one form or another by this time, and while it is simply not possible for anyone to anticipate many of these in advance, by the third year of involvement these should have become quite clear, necessitating the development and refining of clear responses.

The third Segment and schools originally fed into a second High School and consisted of seven elementary and two middle schools.

PHASE III

THE THIRD YEAR

Implementation

The Pilot Segment

With the third year of the experiment, it was hoped that the Pilot Segment would be well along in the transformation of old school structures, decision making procedures, curriculum and teacher-student role definitions. A constant in the change process, of course, would be the regular two way communication between the Local Councils and the University of Massachusetts School of Education. It should be noted that with the third year of Pilot Segment operation the last class of Council members--that third whose terms were for three years--would be serving their last year. The annual expiration of the terms of one third of the members, as it was proposed, would insure some new involvement and perspectives, as well as stability.

The Second Segment

The second "system within the system" could move to implement its second year changes, benefiting from the previous experience, but in no way limited by the scope of activity and innovation of the Pilot group. Here also the importance of communication and continued information exchanges was stressed.

The Third Segment

By the beginning of the first experimental year for a Third Segment of the Millburg School System, more than half of the public school children, their parents and teachers would be involved in the restructuring effort. Lessons gleaned from the previous two experiences would enable the remaining Segments to move in transformation at a faster pace. This was not a primary concern, however, for the individual Local Councils responding to the particular realities of this situation would probably evolve at their own pace, in any event.

Planning

The Pilot, Second and Third Segments were seen continuing to plan for their next respective phases while the Fourth Segment was to begin its initial planning and development period. The Pilot Segment after five years of functioning would by the proposal automatically enter into the period of Phase VII, or the second five years, during which period the most far reaching opportunities could be opened. Thus time could lend to the logical conclusions of extensive reconstruction toward which each Segment and the entire System might hopefully move.

PHASE IV

THE FOURTH YEAR

Implementation

Pilot, Second, Third and Fourth Segments should have by the fourth

year an involvement with their various stages of implemented growth following the pattern largely evolved by the Pilot Segment, but not unalterably bound to it, either in scope or timing. It was hoped that by this time there might evolve some sort of Assembly of Council Representatives from throughout the system. This gradually increasing body meeting periodically would allow many individual Councils, a formal chance to share experiences and air grievances of any nature. The precursor of this body was to be the Community Advisory Committee formed during the first school year to work with the Superintendent's staff and especially the Project Manager for the Long-Range Plan.

Planning

At this point all of the Segments were to continue to plan and prepare for the next phase, but the most crucial groundwork would clearly have to be done by the Pilot, about to enter its fifth year.

Since the second five years are likely to be devoted to the most basic institutional changes which as projected might dwarf all that has gone before, it was viewed as essential that all of the early structural modifications be carried out and refined by the end of the fifth year of operation.

For example, Local Councils should be on the seven day and night, twelve month program by this time.

Students should be fully involved as members of the Council and electors of those governing bodies.

Traditional fixed curriculum and rigid letter and number grades should have given way by then, to previously unimagined areas for study and pass/fail. or even paragraphical evaluation of formal learning performance; and students--be they children or adults--should have a mechanism for evaluation of the Centers' learning programs and personnel.

Budgetary planning, preparation and management should be well accomplished by the fifth year, and here as in all areas of functioning, the confidences of the Central Administration should have been established beyond question.

In light of the potentially great changes which could occur, from this point it was urgently stressed that as each Segment, with the Pilot in the lead, moved to restructure and possibly introduce the kind of change illustrated in small part above, that there be consideration for the problems of providing options every step of the way for those teachers, students and parents who were unwilling, or unable to move experimentally as fast as an individual Council, or indeed an entire Segment.

Also at this time the final Segment of the Millburg system would begin its year of initial planning and development. Being last could be a decided advantage here, in light of the multitude of experience that had gone before.

PHASE V

Implementation

With the beginning of the proposal's fifth year the entire Millburg School system would operationally have come under the restructuring process. By this time, around autumn 1976, was projected, teachers, students, parents, the communities, Central Office and University School of Education personnel should all be involved in the evolutionary transformation of a school system--the decade of change having reached its mid-point.

Each of the four other Segments would function at its level of development, but as was indicated earlier, the operation of the Pilot Segment at this point would be most important because its functional programs and practices would largely determine its planning for the next year and the beginning of the Final Phase.

Planning

Each Segment would continue the planning and preparation practice for the following year, in the light of the previous experience with the special burden falling next upon the second Segment, which would enter the fifth year.

In preparation for the beginning of the second half of the period of transformation, it was felt that the Pilot Segment might be in a position, to consider, a number of directions. The consideration of options al-

though subject to a yearly review, might at that time be more effectively projected over an entire five year period. It was seen as more necessary than ever that it be undertaken in a context of regular consultation with Central Office staff, for its potential changes could be momentous and its successes or failures might have wide sweeping effects upon the rest of the system.

It should be remembered that, to this point, all of the Learning Centers would have continued to constitute a vertical feeding unit. This upward feeding pattern was established prior to the projected beginning of the proposal in the execution of the Millburg Plan for Desegregation, designed to assure integrated schooling. It was expected that this feeding arrangement would be occasionally discussed during earlier planning sessions by the Local Councils and the larger Unit Councils, but that it would continue throughout the first half of the change period. Consequently, even if grade levels were modified or even eliminated within an individual Learning Center, as might hopefully be the case-- the Learning Centers themselves would likely still be subject to, and limited by, their previous designations, i.e., Elementary, Middle School or High School.

During the planning for Phase VI it was hoped that these fundamental arrangements would be carefully reviewed in the light of all the experience of the prior five years.

Individual Councils, and the Segment as a whole, might advise retention of this system or parts of the Segment, i.e., some individual Councils, might opt to retain, while others could elect another direction.

It is conceivable that any one of a variety of alternatives might be devised in replacement. Some Councils might want to extend their programs of formal learning all the way up in ungraded fashion, so that a single formal learning institution could evolve, serving the needs and interests of all the people who enroll. The funding implications of this would have to be considered carefully and in conjunction with the Urban Planning Commission. Important steps might be taken in this direction at various times during the earlier Phases as the programs are expanded to seven days, evenings and twelve months. Such an ungraded extension could make transfer to another Center unnecessary in terms of advanced study.

The problem of racial and ethnic segregation which the busing approach was earlier designed to eliminate, however, was likely to remain, for it was not probable that the city's residential areas could be integrated over the course of a short span of five or ten years. If no other solution emerges, the two way transportation could still be employed under the proposal to insure integration in every area of the Segment. It was hoped, however, that the opportunity of voluntary choice being

available to all affected persons within a Segment, and ultimately extended across Segment lines, might provide a good measure of racial and ethnic mixture, simply because people, adults and children alike--might choose to associate with one Learning Center or another, on the basis of the appeal of particular programs and approaches which have evolved with which they personally feel comfortable.

This points up the tremendous importance of encouraging Local Councils, at every level of development, to experiment and evolve a variety of educational options. Not only might people have a choice but the other "systems within the system" could continually benefit and grow from the diversity of ideas and practices.

Long before the tenth year of experimental operation, the City of Millburg could be alive testing and discussing concepts vitally important to the future of urban education.

It might well be that for a good number of people, the pull of a particular learning opportunity would overcome any considerations of race, nationality or social position. The test, it was felt, should be made, and it was hoped that in its planning, the Pilot Segment would review these questions.

The Pilot Segment was also seen as considering, in its transformation over the second five years, the possibility of voluntary

attendance, unprecedented student mobility and opportunity for initiative and even wider community involvement. Because of this, the consultative ties with the Central Office if anything, would have to be closer than ever before, particularly because of the possible need for legislative action and the good offices of central administration which might be needed.

In creased planning for college admissions and vocational placement were expected to be developed and in this area as well the Central Office and University School of Education could render invaluable assistance.

PHASE VI

The Sixth Through the Tenth Year

Implementation

The Second, Third, Fourth and Fifth Segments were expected to continue implementing their planning and preparation for the next phase of respective development.

The Pilot Segment was to begin at this time, to take those first steps which will ultimately execute its experimental thinking with respect to Learning Center transfers, ungraded single Center institutions and a whole array of directions and programs unimaginable at the time of writing. The possibility of real diversity and alternate approaches by Local Councils within the Pilot Segment was seen as very real, and to be expected and encouraged. The continued availability of some more

traditional options, for those parents and students who desire them was also to be assured. Eventually it was seen as possibly desirable to establish one whole Segment or "system of schools within the system" as a traditional wing, much as we think today of establishing an "experimental school."

Planning

All Segments were to continue their projections based on their own experiences, and those of each other. The Pilot Segment, and later each of the others as that enter the second five years, should be more conscious of long term planning with five year objectives more clearly in mind than might have been during the first period when so much of the planning and preparation was developed on a year to year basis, of testing and evaluating. Evaluation must, of course, continue to be a constant practice, but a constant revision of expectations of expectations and zones was anticipated.

PHASE VII

The Tenth Through the Fifteenth Year

During this period all of the Segments were by proposal to phase into their final five year period, and of course, one by one, complete their phased development. By 1987 the entire system of formal education in Millburg could have passed through the most fundamental reconstructive process of any school system in the history of formal education in the

United States, if not the world. What might happen beyond the fifteenth year would be crucial for the relevance and shape of formal learning in Millburg up to and beyond the beginning of the twenty-first century. So that the old mistake of inadequate planning has not duplicated, this concern was conclusively built into each phase of the new situation.

Corrollary Proposals

To enable planners and administrators to see explicit examples of the kinds of tangible possibilities arranged by restructuring, I developed two auxilliary proposals, (See Appendix, Exhibits 5 and 6 for the complete texts).

These came later and suggest, alternate schools for building management, and an entirely different approach to new school construction.

The companion proposals clearly compliment the spirit and direction of the restructuring proposal. There was no question that the evolving Formal Learning Centers as gradually emerging community facilities would need to consider alternate plant and management models, and there suggestions were admired as tangible point of departure.

GRAPHIC ILLUSTRATION OF RESTRUCTURING

The phased growth of a new system of education, or "systems within the system" as it was proposed is graphically illustrated and timelined following this section. Beginning with Phase I, and the Pilot Segment, the projective unfolding may be clearly followed, up to and

including that possible option point where some of the Local Councils could elect to establish Comprehensive programs emanating from a single non-graded Learning Center, which finally separates from the feeder pattern. From the outset the illustration for some of this direction might be seen in the unattached, voluntarily available programs of the Millburg Free School on the Alternate Learning Project, at the secondary level. It was felt that if these two programs could become a part of the Pilot Segment, accepting, within limits, the voluntary enrollment of students outside the feeder system, they might have provided from the beginning, budding examples for the development of a Comprehensive Learning Center.

THE RESTRUCTURING PROPOSAL

Conclusion

The proposal for the gradual though complete restructuring of education in Millburg, accepted by the Superintendent and his Chief Planner, was not destined to be implemented. In retrospect it is necessary for me to question the commitment to those aspects of the proposal which dealt with educational change. As events progressed it becomes clearly evident that the Superintendent's main concern was administrative reorganization not fundamental educational change. He saw the latter as possible and emerging once the former was accomplished.

I did not, and still do not, see it that way. In no way could I see the

administration aspects of change separated from the educational. The political entities seemed to convince the Superintendent that he would not secure both, but that administrative reorganization was possible if he pulled back from the fire more controversial educational proposals; this he did.

The extraordinary furor that arose over the "Blue Book" as the total proposal came to be known was primarily aimed at the educational projections for eventual voluntary attendance, the empowering of children and community control. Premature public exposure was promulgated when a member of the School Committee, hostile to the proposal changes, clandestinely made his copy available to the press and a number of key opponents.

In a city where the major decisions had long been made by comparatively few persons, and where community organization of the poor was particularly anathema to the dominant social and political power structure, any suggestions for expanding the power base was certain to produce an enormous reaction. The fear of the potential ramifications derived from putting traditional educational forms made direct adoption of this aspect of the proposal extremely difficult if not impossible.

The Superintendent became concerned at some point just prior to school committee consideration that if he were to fight for restructuring he would greatly endanger administrative reorganization, his primary concern.

Consequently, at some point, before public submission, he made the decision to back off on the educational proposals, he characterized them as examples only of the kinds of things that could evolve, but, not to be taken literally.

To me in private, he acknowledged the political difficulties, and also rather lamely suggested that it was generally believed that such phased in change would never be tolerated by those who would have to wait, and he would want it right away. This was to contradict what he very well knew must be the way of massive change - transitional gradual phasing in, blending, planning, implementation and evaluation for each cycle.

He maintained that the levels of changes I had proposed, and most of which he supported, could be accomplished after reorganization, quietly, without labels and publicity. From a strategic standpoint he may have been right out only if a plan to this end was established. To the best of my knowledge no such plan was ever developed or even begun. The closest approximation to such a scheme was the idea to develop "model schools" at the elementary, middle and senior high levels. These, it was felt could provide a variety of teaching-learning alternatives with "Spin-off" potential for the rest of the system, and teacher center opportunity for staff development. How these models were to be developed and used was never spelled out' nor was there a large range plan established.

I was initially involved with the attempt to develop the Middle School model for it was this one that most interested the National Alternative Schools Program of the School of Education of the University of Massachusetts. When a vacancy occurred at the principal's level, the Superintendent did consent to my proposal to create a cabinet structure for all division making. This was, presumably, in anticipation of the development of a full fledged model school by school committee resolution, with a variety of learning models and considerable administrative flexibility.

Though, the coordinating responsibilities were assumed out by the Manager of Program Planning and Development with his admission to the Graduate School of Education, as a part of his program, I continued to observe the development. A few things have become evident, namely: Alternative models have yet to be developed; the commitment to an alternative management structure has been inadequate and consequently, virtually undermined out of existence; and no School Committee resolutions for "Model School" status has yet to be proposed.

There is no doubt that the School of Education shares responsibility for the withering of this key project, but basically the administration's unwillingness to move ahead has been crucial. Even recently, the Superintendent informed me that the political realities of the new School Committee majority absolutely require him to conduct an educational campaign

with them to herighten consciousness before he could submit any model school proposal.

Here again, he may be correct in terms of the practicalities of the moment, but the result is that a key post--reorganizations educational change project is stalled if not ended.

No other serious change projects are yet underway. One "Model" elementary school declared before reorganization is a "model" solely in name with no innovative programs in effect. The faculty and administration of another elementary school, recipient of some private funding, is in the process of planning a change effort but, it is too soon to see where it will go. Without this private funding it is quite certain that this effort would not have began.

Elsewhere, as was the case previously and is generally the rule in public school systems, innovations and alteration if the result of teacher creativity and initiative.

So, it appears now, a year and a half after the cumulative changes, that no serious restructuring efforts have begun or are likely to be undertaken by plan.

Educational restructuring surrendered out of practical necessity in the quest for the half loaf of administrative reorganization in the face of the unified opposition of the teachers, administrators, politicos and the school committee is not likely to surface again, in Millburg, in the near future, at least not in any serious way.

PHASE I

FIRST YEAR

PILOT SEGMENT

Two High Schools (Including the Alternate H.S.)

Two Middle Schools

Ten Elementary Schools

Three Follow Through Schools

PHASE II

SECOND YEAR

PILOT SEGMENT
(Second Year)

Two High Schools

Two Middle Schools

Ten Elementary Schools

Three Follow Through Schools

SECOND SEGMENT
(First Year)

Two High Schools (Including the
Alternate H.S.)

Two Middle Schools

Seven Elementary Schools

PHASE III

THIRD YEAR

PILOT SEGMENT

(Third Year)

Two High Schools
(Including the Alternate H.S.)

Two Middle Schools

Ten Elementary Schools

Three Follow Through Schools

THIRD SEGMENT

(First Year)

Two High Schools (Including
the Alternate H.S.)

Two Middle Schools

Seven Elementary Schools

SECOND SEGMENT

(Second Year)

Two High Schools (Including the
Alternate H.S.)

Two Elementary Schools

Seven Elementary Schools

PHASE IV

FOURTH YEAR

PILOT SEGMENT
(Fourth Year)

Two High Schools
(Including the Alternate H.S.)

Two Middle Schools

Ten Elementary Schools

Three Follow Through Schools

THIRD SEGMENT
(Second Year)

Two High Schools (Including
the Alternate H.S.)

Two Middle Schools

Seven Elementary Schools

SECOND SEGMENT
(Third Year)

Two High Schools (Including the
Alternate H.S.)

Two Middle Schools

Seven Elementary Schools

FOURTH SEGMENT
(First Year)

Two High Schools (Including the
Alternate H.S.)

Two Middle Schools

Six Elementary Schools

PHASE V

FIFTH YEAR

PILOT SEGMENT
(Fifth Year)

Two High Schools
(Including the Alternate H.S.)

Two Middle Schools

Ten Elementary Schools

Three Follow Through Schools

THIRD SEGMENT
(Third Year)

Two High Schools (Including
the Alternate H.S.)

Two Middle Schools

Seven Elementary Schools

SECOND SEGMENT
(Fourth Year)

Two High Schools (Including the
Alternate H.S.)

Two Middle Schools

Seven Elementary Schools

FOURTH SEGMENT
(Second Year)

Two High Schools (Including the
Alternate H.S.)

Two Middle Schools

Six Elementary Schools

PHASE VI SIX - TEN YEARS

Hypothetically some of the Segment Local Councils might express the option of leaving a feeding pattern and establish a Comprehensive Learning Central while other Councils within the same Segments would continue the feeding pattern. This was projected as a real possibility during PHASE VI or years

Six - Ten.

II. ADMINISTRATIVE REORGANIZATION

It should be abundantly clear then, that the proposal for reorganization of the Central administration originally submitted was dependent, at least in part, on an acceptance of and commitment to some plan of phased restructuring for the entire system. The concept of horizontal task forces or teams for planning and administration being developed for each Segment in gradual fashion necessitated this kind of phased-in change. This was, in part, one of the major goals for central reorganization for it gave it a long range educational framework and a raison d'etre.

The Cabinet

I urged formation of an educational Cabinet serving directly under and responsible to the Superintendent, and originally saw this body as consisting of six offices or portfolios, and being primarily responsible for every administrative division. Cabinet recommendations and suggestions would, of course, require the final decision of the Superintendent. It was urged that, if at all possible, Cabinet members serve at the pleasure of the Superintendent, who should have the closest use of them. The Special Assistant for Equal Educational Opportunities, who serves in an advisory capacity to the Superintendent, would also have this status.

At the time I proposed that each Cabinet member hold the equal rank of Assistant Superintendent, the position of Deputy Superintendent being eliminated. The six portfolios were as follows: Plans and Programs; External

Funding; Personnel; Community Relations; Research and Evaluation; and Business.

Planning and Programs

The division of Planning and Programs was to be primarily responsible for encouraging the development of innovations and experiments with respect to formal and informal learning, increased and more efficient use of existing facilities, and assisting in the development of projections for future needs. The Assistant Superintendent for Planning and Programs was to be constantly in touch with what is emerging in the Formal Learning Centers, in order to assist, suggest and generally represent needs to the other Cabinet members and the Superintendent. It is in this area that most fundamental learning and administrative experiments would be carried out by the new "system within the system" and their individual Local Governing Councils.

Directly responsible to the Assistant Superintendent for Planning and Programs was to be the position of Chairman of Formal Studies who by the Plan had four Formal Learning Coordinators for each Segment. This meant that there were to be four people in this position for the first year, eight for the second, twelve for the third, sixteen for the fourth and finally, twenty with the beginning of the fifth year and the commencement of the last Segment. As the Segments were phased into operation, so it envisioned that these positions would be gradually filled.

Interdisciplinary Areas

Each of the four Formal Learning Coordinators was to be attached to a Segment of Local Learning Centers and expected to relate to a specific interdisciplinary area of formal learning. The old subject oriented supervisory positions were eliminated. It was believed that we can only surmise which formal subject matter will survive the test of our future needs and interest, and in any event it is certainly time to acknowledge the interrelationship and interdependency of traditional bodied of knowledge. This interdisciplinary arrangement, across the board was designed to provide the kind of flexibility likely to be needed in the future.

The Formal Learning Coordinators in each Segment were specifically in the following areas: COMMUNICATION AND AESTHETIC STUDIES; HUMAN RELATIONS AND CULTURAL STUDIES; TECHNOLOGY AND ENVIRONMENTAL LIFE STUDIES; FUTURISTIC STUDIES.

It was suggested that under Communications and Aesthetic Studies come those formal studies of native and foreign language: creative and fine arts, including photography, painting, sculpture, film-making, wood carving, metal work, music, theatre, dance, and physical education. Most areas of the broader humanities were also in this area.

Under Human Relations and Cultural Studies the following courses would likely be placed: social sciences, including history, sociology, economics, anthropology, archeology, government, political-science,

cross-cultural studies and psychology.

In the area of Technology and Environmental Studies one would likely find: physics, mathematics, chemistry, physical science, life science, health, astronomy, biology, ecology, vocational skills and oceanography.

The Formal Learning Coordinator of Futuristic Studies was seen as responsible for assisting the development, design, and implementation of new areas of formal learning related to the world, the needs, and the citizens of the future.

Here were the eyes, ears and sensitivity specifically oriented to tomorrow, and few would argue that such a perspective has long been needed as an integral part of curriculum planning. In this proposal, it was built into every Segment, and given a high priority.

In addition, to the terms of Formal Learning Coordinators who were to be directly related to the Chairman of Formal Studies, there were proposed four other "Coordinator" positions, of equal rank, to the Formal Learning Coordinators. These are: The Coordinator, of INFORMAL EDUCATION; Coordinator of USE AND IMPROVEMENT OF PHYSICAL FACILITIES; Coordinator of INDIVIDUAL PROGRAMMING; Coordinator of FEDERAL PROGRAMS and the Coordinator of SPECIAL EDUCATION. They report directly to the Assistant Superintendent for Planning and Programs.

The Coordinator of Informal Education was designed to put back into an American System of education something which has gradually,

and virtually completely been removed over the generations, a recognition of the fact that learning does not solely occur in school and in the classroom, but is rather a dynamic, ongoing and (as Piaget attempted to teach us long ago) somewhat complicated process by which the individual continually assimilates what interests him from his total environment, and then restructures the new knoweldge according to his previous experience and capability, thereby altering his own personality, perspective and capacity.

If one fully understands the scope of this dynamic, it stands to reason that any attempt to limit the learning process, entirely or partially, to a particular place, individual, or experience constitutes a disservice to teacher and student alike. Indeed, with respect to schools, there are numerous examples, well documented and widely published, where "schooling: as we know it, is clearly destructive to the learning process.

With this in mind, it was proposed that there be built into the Planning and Program a position for Coordinator of Informal Education, whose responsibility would be to encourage the development of opportunities for informal or community based learning experiences as diverse and rich as the activity of daily life in our neighborhoods. It is conceivable that from this approach the children of the city may gradually come to play an ever-increasing role in the daily life of the "real world"

rather than being summarily and arbitrarily--and I might add, increasingly resentfully on their part--restricted to a governmental facility several hours of every day, nine or ten months a year.

This is not to say that many hours of one's life would not be spent in formal learning studies. Of course they may, and as society becomes ever more complex, the necessity of technical understanding, if not competence, is of escalating importance. But, the exposure and opportunity of formal learning must be seen as one part of the total learning experience and it is high time that those professionally concerned with education at every level acknowledge and relate to the importance of the learning experience beyond the school. A failure to do so will continue to consign to irrelevancy varying amounts of what goes on in the classroom. On the other hand, an acknowledgement of the importance of both opportunities and their interdependence could lead to the development of the most significant total learning experience.

The Coordinator of Use and Improvement of Physical Facilities was proposed to be changed with the responsibility of supervising all plant maintenance within a particular Segment, and in addition, is required to work with Local Councils in the development of improving facilities to better house the emerging programs and activities.

The Coordinator of Individual Programming was to be responsible for seeing that presently existing "guidance" personnel assist, in every

way possible, the individual student's development of a program which could maximize his opportunities under the new more flexible system. The Coordinator would have to make certain that each "guidance" professional is fully aware of all the options available to the students under the new system.

The Coordinator of Federal Programs for each Segment was to be directly responsible to the Director of Federal Programs for the implementation of all Federal programs in his particular Segment.

The Coordinators were seen as specifically hired by Central Administration. They might be teachers with specific interest and talents in these areas; this was seen as a way to eliminate additional expenditures in the Central Office.

EXTERNAL FUNDING

It was suggested that the Assistant Superintendent for External Funding be directly responsible for developing all grant applications, both public, State and Federal, and private, for which the system may be eligible as a result of its program.

Two Coordinators directly responsible to the Assistant Superintendent were proposed to serve under him with a rank equal to that of the Learning Coordinators. They were: Coordinator of Private Applications, and Coordinator of Public Application. As the titles implied, one was to be concerned with applications to private individuals and foundations,

and the other with overtures to the State and Federal agencies.

COMMUNITY RELATIONS

The Assistant Superintendent for Community Relations was to be directly concerned with all matters in the individual communities and the city at large which have a bearing on the educational process, Serving under, and directly responsible to him, was proposed a Coordinator of Special Services for each Segment. The latter is to specifically facilitate Psychological, Health and Dental services within each Segment. These positions could be filled in phased fashion, as the new Segments begin operation each year. All community problems, conflicts, difficulties in communication and such related matters, were seen as the concern of the Coordinator of Community Relations.

PERSONNEL

The Assistant Superintendent for Personnel was seen as being directly concerned with all aspects of personnel relations, inservice training and recruitment. Directly responsible to him were to be three Coordinators of Personnel Affairs. In each Segment one was to be phased in and be generally responsible for general relations with all personnel employed in the Local Centers. He was seen as a kind of liaison with the Central Administration and a go between of the Local Councils and staff, many of whom might have been inherited. Grievance discussion and positive suggestion were both within his province, as was the

encouragement of the development of a sound personnel procedure by the Local Council.

A second Coordinator was to be responsible for the development of ongoing inservice training programs, which are to be made available to Local Governing Councils in the developing Segments. These programs, many possible planned and implemented as was suggested in cooperation with the University of Massachusetts School of Education, would hopefully be intensively oriented toward the future, the opening up of new visions, the reconceptualization of the child and the role of the teacher. (I should add that this was to be the case unless a particular Local Council or entire Segment opted for more traditional approaches.) In any case, the inservice program would have to be developed in conjunction with the Local Governing Council and complement its policy decision.

This Coordinator was also to be responsible for all aspects of recruitment as well as the placement, transfer and scheduling of substitute personnel within the system. Serving under, and directly responsible to him should be two recruiters whose function it would be to seek out potential staff and encourage them to come to Millburg.

RESEARCH AND EVALUATION

The Assistant Superintendent for Research and Evaluation had in the proposal, overall responsibility for carrying on extensive evaluations

of all programs in operation and the phased growth of the whole experiment. This office was also to be assigned responsibility for research necessary for future planning in any area of experimental development. To accomplish these purposes it appeared necessary to have a Coordinator of Research and Evaluation for each Segment who heading a team of four persons was responsible for all research and evaluation work in that particular Segment. These teams were of course to be phased into operation, and were expected to work quite closely with the Local Councils of each Segment. It was strongly advised that an inhouse evaluative design be devised which involved students, parents and community, teachers and administrators.

One attendance evaluator was to be specifically concerned with attendance factors in each Segment and it was felt that he should work closely with the Experimental Programs Coordinator.

BUSINESS

The Assistant Superintendent for Business was to be directly responsible for all business affairs connected with the educational program and operations. Because of the peculiar history of the development of the Business division of the Millburg School System, and its status then as now, it was not possible to propose substantial changes in this area.

Under the Assistant Superintendent for Business was a Comptroller, who as the chief fiscal officer was seen as in charge of the Office

of Fiscal Control. In this area, all hiring and fiscal expenditures, not generally considered under purchasing, were to be authorized. Leases and contract review also come under this office. Responsible to the Comptroller and the Assistant Superintendent for Business was an Office of Budget Development under the Budget Director. All Budgetary planning and preparation was to be done here. Under the new proposal it was to this office that Local Governing Councils would submit and negotiate their budgetary requests.

Equal in rank to the Budget Director and directly responsible to the Assistant Superintendent were to be the Director of Transportation, the Coordinator of Cafeteria Operations, the Chief Plant Engineer, the Director of Purchase Processing, and the Coordinator of Federally funded programs.

The Director of Purchasing was to be responsible for processing all purchase orders for the ultimate authorization of the City Board of Contract and Supply. This is another peculiarity of the Millburg system, whereby stiff fiscal dependency requires all purchases, leases and contracts to have city governmental authorization.

The Coordinator of Federally Funded Programs was responsible for projects and programs funded by federal funds. This required participation in all business matters related to these programs.

Responsible directly to the Assistant Superintendent for Business

and serving at equal rank level for the foremen, were to be the Coordinator of Materials Distribution and Control (stock) and the Coordinator of Inventory.

It was noted that a wide number of suggestions for change might be offered with respect to the business management and organization of the Millburg School system. The reality, however, was that gradual modification was the best one could hope for, and that this could only evolve with an increase in city governmental confidence in the educational restructuring. Since restructuring was not to get off the ground, such confidence building was academic, as was change in the business area.

One general goal to keep in mind is that wherever possible I urged that increasing control over local functions be transferred to the Local Governing Councils or the Segments themselves. I was thinking of functions like the running of cafeterias in individual Centers, primary responsibility for the maintenance of physical plants, the transportation of students with a Segment, or Local Council control over materials and distribution as well as inventory responsibility. These matters aligned with increasing budgetary and fiscal control powers--however subject to Central examination and review, at the outset--were essential to complement the overall spirit of the proposal. With restructuring out, local control was irrelevant and the spirit defiled.

This basically constituted the reorganization proposal originally submitted for the central administration of the Millburg School system. These

organizational changes were viewed as prerequisites for the proposed system-wide educational restructuring.

As was the case with the restructuring project many factors inveighed against the proposal the reorganization being realized at once, and it has always been projected that additional changes would evolve over the years. In addition, however, to efficiently streamlining a presently cumbersome Central Office structure, and complementing the overall educational changes, these proposed alterations were designed to immediately establish more functional educationally logical working relationship.

Modification of the Original Proposal

Subsequent to my submission of this proposal to the Superintendent he involves his chief planner, whom he had come to know and respect from previous experience. The Planner had aptly demonstrated a fine awareness of the process of planning and systems management. With the original proposal drafted, the Superintendent deemed it essential that he participate in its modifications so that it could conform as nearly as possible to the realities and needs of the Millburg system.

The Superintendent's Planner and I participated in a number of lengthy sessions discussing every phase of the planned reorganization from philosophy and rationale to feasibility and potential implementation with the context of total administrative change.

Subsequent sessions prior to submission to the School Board on

November 2, 1971 involved only the Business Manager whose participation was essential because of the financial implication. This was the extent of exposure that the new plan had within the system from the time of my original submission at the beginning of October until the submission of the proposal by the Superintendent in early November.

I, once again, was out of the country attending to other consulting responsibilities following my participation in the sessions with the Superintendent and the Planner and consequently was not privy to the discussions which led to changes.

It is interesting to note that the proposal for the phased restructuring of education remained intact as originally prepared with the five Segments, with the exception of the decision to divide the system into four Segments, and the relegation of the Local Councils to advisory rather than governing status. It was so submitted to the School Board though they decided not to consider it at that time and the Superintendent had already decided not to push for it.

The portion of the total proposal dealing with Administrative reorganization linked strongly to acceptance of phased restructuring, however, was modified in a number of respects and these should be mentioned. (For a graphic illustration of the original and final plans see the Tables of Organization at the end of this Chapter).

Basically, the changes sought to "streamline" the original proposal and render it economically more palatable. They also had the effect of

establishing distinct divisions of planning and implementation with programmatic responsibility more clearly identifiable all along.

The Cabinet, under the final plan, was to consist of four portfolios rather than six, and the members were to be referred to as "Managers" rather than Assistant Superintendents. It was hoped that this change would allow the Superintendent greater flexibility in terms of State certification requirements pertaining to appointments. They were clearly fixed with respect to the Assistant Superintendency. He hoped he could negotiate for flexibility on the new managerial positions. In this respect, he was fairly successful, for the State Education Commissioner was to meet these requests "half way" most of the time. His, appeared to be the dilemma of one who was basically sympathetic to change, but who had to deal with the political reverberations that such change inevitably inspires.

While insisting, for example, on a Superintendent's certificate for the "Implementation Manager" (who was seen as the Deputy anyway) he allowed the office of Manager of Program Planning and Development (to be assumed by the Planner) to have no certificate requirements.

The six portfolios that I suggested were:

Plans and Programs; External Funding; Personnel; Community Relations; Research and Evaluation and Business.

With the final modifications, they became four offices:

Business and Operations; Training and Staff Development; Planning and Program Development and Implementation.

For political considerations, the post of Deputy Superintendent was maintained--largely out of deference to the person in the position--though, as mentioned earlier, the Assistant Superintendencies were eliminated.

The Division of "Planning and Programs" or, as it was to become entitled, the "Division of Planning and Program Development" maintained the basic charge given to it in the original proposal but a team of seven educational program planners replaced the positions of "Formal Learning Coordinators" for each Segment. (Four serving in each of five Segments in the original projection) The new program planners embraced the interdisciplinary learning areas formerly to be covered by the "Formal Learning Coordinators" and the "Informal, Futuristic and Federal Program Coordinators," to wit, Communications and Aesthetics, Human Relations and Cultural Studies, Technology and Environmental Life Studies, Individual Programs, Special Education, Research and Evaluation and Funding Planner. Whereas the previous arrangement suggested such a team for each Segment, the final modifications employed one for the entire system, which as mentioned earlier, was to be divided into four rather than five Segments.

Besides consolidating these services for the entire system due largely to economic considerations, (as well as the emergence of apprehension about localization) thereby denying each Segment the individual planning resources

necessary in my judgement for the development of "systems" of learning it was lamentable to me that the coordinating positions for "Futuristic Studies Studies" and "Informal Programs" were incorporated into the functions of the other planners. These two areas of concern have too long been absent from mass educational systems. Their delineation and planning require professional focusing on nothing else but servicing all other learning areas from these special perspectives.

The originally proposed functions of the "Coordinator of Use and Improvement of Physical Facilities" were continued under the Manager of Business and Operations (plant maintenance) where it has always been. The creation of a professional educational position was suggested in order to provide a constant educational perspective not only with respect to plant maintenance decisions but also in reference to future capital programs for each Segment.

The Segment Coordinators of Federal Programs, initially set forth as responsible to a Director of Federal Programs was modified to the point whereby the individual Federal Programs project duties--some segments might have 5 or 6 and other more--report directly to the Experimental Programs Administrator who oversees all federal programs.

The Funding Planner, under the modifications, does assume responsibility for all grant applications, spending half of his time in the Federal area. He does not however, have the assistance of two professionals with public and private funding expertise, and in fact,

is destined to become a kind of administrative assistant during the half time he spends with the Experimental Programs Administrator.

The originally suggested position of Assistant Superintendent for Community Relation was eliminated or perhaps, more properly incorporated under the Implementation Manager. Under this office, staffed in the final analysis by the Deputy Superintendent, were placed six administrators, namely: Health Administrator, Manpower Administrator; Student Relations Administrator; Educational Technology Administrator; Special Education Administrator and Experimental Programs Administrator.

Most of the specific community relations functions were delegated to the now four Segment Chiefs who were directly under the Implementation Manager, but two of the administrators in particular--Student Relations and Experimental Programs--of necessity had some community responsibilities.

Instead of placing all personnel concerns under one head, it was finally decided to divide the responsibilities between a staff recruitment assistant who worked out of the Superintendent's office and is responsible for recruitment and interviewing and an employee relations assistant, also out of the Superintendent's office who is responsible for all ongoing personnel matters and negotiations, and a personnel records officer who under the new scheme came directly under the Business Manager.

All training and staff development plans and programs however, were to come under the administration of the Training and Staff Development Manager who is expected to contract for these services. The division of the variety of personnel functions is in my judgement rational so long as coordination among all of the facts is achieved. It is too soon to comment on whether or not this is the case.

The suggestion for placing research and evaluation at the Assistant Superintendency level was rejected in favor of having these tasks performed by a research and evaluation planner. Here again one person is assigned these tasks for the entire system rather than a team for each Segment. The indications are at this time that the secretarial pool available for the planners in general and the Research and Evaluation Planner is inadequate, as especially the latter finds too much time is being spent in completing clerical and secretarial tasks personally.

Basically, the business functions have remained constant. This was one of the political parameters for reorganization. Mention should be made, however, of the fact that there appears to be less, rather than more coordination now, five months after reorganization to decentralize budgeting planning and fiscal control procedures in a gradual and rational fashion to the individual Segments.

Conclusion

There is little doubt that economic considerations played a major role in determining the modifications of the original role in determining the modifications of the original proposal. (For differential information of administrative costs before and after re-organization see Appendix Exhibit 2 and 3).

As one reviews the developments, however, and the original plan with its final modifications, it becomes very clear that at every instance the functions and services designed to emanate from the individual Segments were transformed to be directly under a central office administrator. Even the newly created Segment Chiefs were responsible to the Implementation Manager. There were no Segment planning and program development teams, only one for the entire system, and of course, fiscal control never had a semblance of visibility. Within the fold of a reorganized central administration there are some things to be said for this final approach which allows for greater consolidation at the outset. If, however, the aim is for greater involvement and increased relevance of the educational services to local needs, then central control should be clearly catalytic and transitional. This may in fact be what occurs in Millburg, but there is no clear projection that this is desired nor have any structures or procedures been established to

cause it to happen.

Having said this, however, contrasted with the previous administration the new structures did allow for more of the routine functions to be carried out at the lower levels, separate planning, implementation into more functional job assignments and greatly decrease the size of the bureaucracy; transforming five levels between the principals and the Superintendent to two levels, also involving horizontal "team" decision-making process. These changes were accomplished with a significantly less costly long range projection.

The Table of Organization setting forth the new structure just discussed follows:

ADMINISTRATIVE TABLES OF ORGANIZATION

Assistant Superintendent Bus.
or Business Manager

Office of Fiscal Control
Comptroller

Office of Purchasing
Director of Purchasing

Office of Transportation
Director of Transportation

Office of Observation of
Federal Programs
Director

Office of Materials
Distribution and Control
Director

Office of the Budget
Director of Budget

Office of Inventory
Director of Inventory

Office of Cafeteria
Operation
Director of Cafeteria
Operations

Office of Maintenance
of Buildings and Grounds
Chief Plant Engineer

Foremen of Maintenance
Functions

Assistant Superintendent
Research and Evaluation

Coordinator of Research & Evaluation

Researcher

Attendance
Evaluator

Evaluator

Coordinator of Research Evaluation

Researcher

Attendance
Evaluator

Evaluator

Coordinator of Research Evaluation

Researcher

Attendance
Evaluator

Evaluator

Coordinator of Research Evaluation

Researcher

Attendance
Evaluator

Evaluator

Coordinator of Research Evaluation

Researcher

Attendance
Evaluator

Evaluator

SUPERINTENDENT

Assistant Superintendent
Community Relations

Coordinator of
Community Relations

Coordinator of
Community Relations

Coordinator of
Community Relations

Coordinator of
Community Relations

Coordinator of
Community Relations

Coordinator Special
Services: Health, Dental
Psychological, Dental

Coordinator Special
Services: Health, Dental
Psychological, Dental

Coordinator Special
Services: Health, Dental
Psychological, Dental

Coordinator Special
Services: Health, Dental
Psychological, Dental

Coordinator Special
Services: Health, Dental
Psychological, Dental

Assistant Superintendent
Personnel

Coordinator of
Teacher Training
Programs

Coordinator of
Recruitment

Recruiter

Recruiter

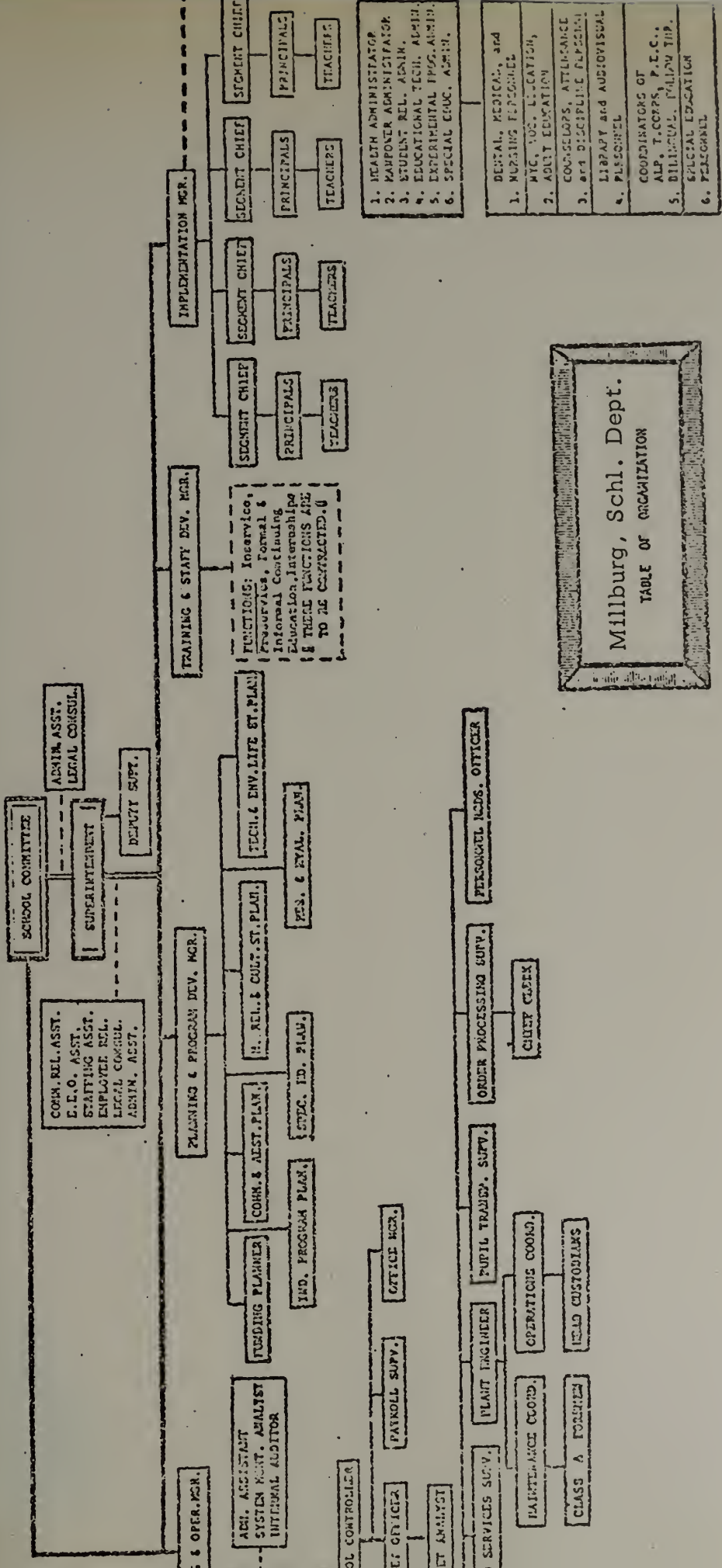
Coordinator
Personnel
Relations

Coordinator
Personnel
Relations

Coordinator
Personnel
Relations

Coordinator
Personnel
Relations

Coordinator
Personnel
Relations



Millburg, Schl. Dept.
TABLE OF ORGANIZATION

CHAPTER V

THE STRATEGY FOR ACCEPTANCE AND THE REACTION

Acceptance

From the outset it was clear that the Mayor's support was essential. With respect to education in fiscally dependent Millburg, he is clearly the most powerful single person. This not only because he appoints the School Board, but with fiscal dependency, he exercises crucial control over all aspects of budgetary appropriation and financial management.

The Superintendent knew that the Mayor had long felt that the School Department's central administration was overly staffed and overly paid. He may also have had a few personal scores to settle, but in any event, he was interested in seeing a reorganization take place. It fell to the Superintendent to develop a plan which was feasible and one which would also save the city money. Fiscal savings were though to be absolutely necessary for the Mayor's support to be decisively forthcoming.

The fiscal plan assumed that fact. The strategy for acceptance was discussed from the beginning so that I actively participated in some of this definition. Two decisions were taken early between the Superintendent, his Chief Planner and me.

It was apparent that it would probably be necessary to abolish all administrative positions between the Superintendent and the principals, and reorganize completely. This was verified by counsel at a later date.

Such a strategy would prevent any individuals from alleging discriminatory firing, claiming that they were being singled out. No one would be fired, only old positions would be eliminated and new ones created. The previous structure would be abolished and a new one established. Clearly then, this went beyond the considerations of re-staffing, for the jobs themselves would no longer exist.

The second strategic decision, made quite early in our discussions, was that only a very few essential people would be informed of the plan prior to its presentation to the School Board.

There was no question, in our judgement, that if word got out the opposition would mobilize in such strength and vociferousness that the School Board and the Mayor might be forced to back down. This had been the local experience on a number of previous issues. Though the Superintendent was widely criticized for the "secrecy" which surrounded the plan, events subsequent to its passage confirmed the wisdom of this move.

From the beginning of October until submission in early November at the Board's closed session workshops, the original plan, was modified and costed out. Then the necessary sessions prior to submission were held. On November 22, in closed session, the Mayor met with the School Board and pledged his support.

The Board's request for detailed job descriptions of the new positions was met with a submission and discussion on December 1 and 2.

The proposal surfaced publicly for the first time shortly after the sessions, or about month after the School Board members had first received it. It has since become evident that a couple of Board members who were becoming increasingly hostile to the Superintendent's leadership, and who were friendly with some of the old administrators leaked aspects of the report on a selective basis for their own purposes. A second meeting was called by the Chairman and held at his home on December 6, with the Superintendent and his Deputy present to discuss this occurrence, but the results were inconclusive. This meeting was called after the Chairman learned that the entire proposal was being published in the paper the next day; it so appeared on December 7, 1971.

Without describing the plan in detail, the Superintendent held an unusual briefing on Friday, December 10 for a group of parent and community leaders and asked the 35 or so persons present for their support. He felt it was necessary to hold this session--where a mixed response was forthcoming following a vote of "no confidence" taken on the previous Monday, December 6, by the Association of Millburg School and Staff Administrators. (The AF of L affiliated Administrator's Union). The President of that Association was present at the "briefing", although unrecognized by the Superintendent, who strongly maintained that administrative reorganization was the first step in the renewal of a school system.

On December 15, 1971 the day before the plan went to the School

Board, the State Commissioner, while denying familiarity with the details, called the reorganization plan, as he understood it, innovative and inducive to necessary change.² That same day, a Parents Advisory Council of one of the High Schools, scared by the secrecy of the School Department's plans, called for no vote until a public hearing could be held. Around the same time, a group of 17 clergymen made a plea for open mindedness on the proposal.

In response to a barrage of inquiries, the Chairman of the School Board issued a statement on the day of the meeting (December 16) that the consideration that evening would only be with administrative reorganization confined to the Central School Department. This was designed to counter the growing public impression that the proposal under discussion was designed to have a far wider impact than that derived from reorganizing the Central Administrators. Indeed it would have had system wide repercussions affecting every child and teacher, and the fundamental approach to education, if, and only if, the Board decided to consider the restructuring aspect. Since the Board had in advance, decided not to take action on "restructuring," the Chairman's statement was correct; although it seemed to have little effect on public uneasiness.

Thus, covered by the Superintendent's memorandum of November 2, 1971, the proposed Restructuring and Reorganization plan was placed before the School Committee on December 16, 1971. The proposals related

to the restructuring of education were apparently thought to be too radical and widesweeping in scope, and as mentioned earlier, were put aside by the Committee at that time. There seemed to be a great reluctance to begin to initiate change that would empower neighborhood communities and children. The ultimate voluntariness of the educational proposal seemed to be frightening.

The School Board meeting was held before a standing room only crowd of more than one hundred persons which included principals and other administrators.

There is little doubt that the original leak and subsequent newspaper coverage (during which the story received some attention every day of the week prior to the Board meeting) fanned the furor and catalyzed this outpouring. The Superintendent still speaks of the tempest during this period as being among the most furious of his administration. His posture up until December 16 was simply to refuse to discuss the specifics of the proposal publicly until he made his presentation to the Board to whom he was professionally responsible.

On December 16, the Superintendent made a lengthy presentation to the Board aided by transparencies projected on a screen. One of the transparencies was a mock report card in which he assigned failing grades to the School Department in all seven listed areas, including public confidence, discipline and order, school attendance and programs for the gifted.

The Board action on the proposal was taken formally on three resolutions.

The first, abolished all 73 central administrative positions between the Superintendent and the building principals.

The second, created a new table of organization for the system.

The third, recreated 67 new central administration positions between the Superintendent and the building principals. (Ultimately this number was reduced to 65).

A motion to table for further discussion was defeated 6 to 3. In this first formal vote on the matter, it is interesting to note that the Board member closest to the Mayor, and reportedly, his choice for Chairman in January 1973, voted to table, while another member, also a Mayoral appendage, voted against tabling. It would seem that the Mayor's commitment of support was limited to not insisting on negative votes. He appears splendidly neutral at this point, letting his people vote their consciences.

The City Council met at City Hall at the same time that the School Board session was being held. One councilman showed up with a resolution for introduction calling upon the School Board to postpone any action on reorganization. The Mayor talked him out of introducing it by giving assurance that the action would be limited to administrative reorganization and would not deal immediately with the more sweeping restructuring of the entire system.

In the debate of the resolutions themselves, the opposition raised the issue of "restructuring" and the need to confer with the public. The majority indicated that "restructuring" was not before the Board, but that "administrative reorganization" was, and that they should properly vote on this aspect.

The votes on each of the resolutions themselves were six for, two against and one (the Mayor's choice for chairman) abstaining. The six were the same individuals who had earlier voted against tabling.

The effective date was July 1, 1972.

The atmosphere of the proceedings was electrically tense from beginning to end. At one point a very popular Assistant Superintendent, a veteran of 39 years in the system, asked for permission to speak to the Board. Board rules adopted the previous October required that such requests be made in advance. Apparently he had two statements with him, and if allowed to speak would express his severe disappointment and annoyance with the secrecy that had surrounded the development of the plan. His position appeared to be not in opposition to the proposal itself but to the idea of the Board taking an action directly affecting the lives of professionals, many of whom had served diligently for so long, without involving them at all in the matter. As much as anything, it appears to me that this hard working Assistant Superintendent was personally hurt at being left out as were all of the other administrators.

When he was denied an opportunity to speak, he did not wait for the Chairman to finish responding, but handed another statement to reporters, announcing his resignation, and immediately left the room amidst shouts urging him to stay. When he acted, the Chairman was about to inform him that the Board decided to hear him at the next meeting.

The next day, the system and the city were still reverberating in shock and confusion. The vibrations have lessened but, even today continue to rebound. Even the Deputy Superintendent, who had been brought into the discussions at a later date, but whose position was to be retained and attached to the position of Implementation Manager, said that confusion and puzzlement abounded, and indicated that he was discussing a superintendency elsewhere. (He recently took such a position after serving ardously under the reorganization for four months.)

The Superintendent met the press for the first time the next day and committed himself to promoting public and administrative acceptance of the move. He made it clear that the administrative functions had changed, and that the new positions were not old jobs under new names. All administrators below the Superintendent and above the building principals would have to apply for the new positions. Both the Superintendent and the Chairman refused to speculate on who would be given the new positions. They only indicated that they would seek the best available talent inside and outside of the system. The Chairman defended the

secrecy posture by maintaining that it was intended to minimize speculation and to guard against jokeying for positions. The Superintendent maintained--in line with our earliest observations-- that he was unaware of any institution. having successfully reorganized its administration by maximizing involvement of the administrators concerned. He acknowledged that he had consulted with no one inside the department but did not name his outside consultant. He indicated that the Board itself had requested that he develop a plan and present it to them before discussing it with the administrators involved. There was such a resolution; what the Superintendent did not say was that he had requested its passage. Initiating a prior Board request for something he wants to do is a tactic frequently used by the Superintendent.

He maintained that the previous system was a "pyramidal" structure which had too many chiefs and too few Indians, and too much distance between decision-makers and the rest of the staff. By eliminating some layers between the school principals and the central staff, all operating within a horizontal structure, he saw the administration of the schools coming into line with the latest corporate organization concepts.

He also outlined the newly created managerial positions. (See Appendic, Exhibit No. 4 for the official job description of the top echelon positions.)

Economically, he publicly stated that the reorganization would

save the city \$160,000 in salaries for the first year if the jobs were filled at the mid-point of their salary ranges. He estimated that the saving would be just under one million over the next four to five years. After nearly five months of operation, a running record apparently verifies the accuracy of this projection.

With respect to restructuring, both the Superintendent and the School Board backed off. It became clear that this aspect of the overall proposal was being abandoned, at least at that time. The Superintendent took the position that all decision pertaining to education restructuring would emerge from a cooperative planning process involving teachers, students, administrators and the community. He thus treated as only one alternative option parameters relating to community control and the development of educational self-management for children.

Reaction

There was widespread ongoing reaction to the administrative reorganization. The Administrators' Association and the Teachers' Union made motions as though to join forces allegedly to serve a watchdog function. This never really materialized into a unified opposition force. The Teachers' Union did little more than ask the State Education Department to examine job postings for the new position under reorganization and to indicate the specific certificates necessary for each post.

In line with this concern, within a few days of the nationwide postings, over 415 applications had been received for the 67 positions

between 50 and 55% of these from outside of the system. In response to this interest, the system. In response to this interest, the Mayor tated publicly that the Superintendent would lose his support if he went too far in hiring new people from outside the system. The Mayor said he hoped the Superintendent would not turn away qualified people from within the system and go outside.

Thus, the hiring squeeze began to press on the Superintendent who had set a period of January to June for receiving and screening applications, interviews and hiring.

A flurry of comments, hostile to reorganization or at least the manner in which it was developed emanated, mostly from school principals, but union officials and some central administrators also joined in.

A resolution introduced at the City Council meeting on January 7, 1972, meant to commend the Superintendent for his initiative and give him a vote of confidence, met strenuous opposition and was sent to committee. Throughout the critical attack on the reorganization action, reference was made to "Phase Two" of that portion of the proposal which dealt with the "restructuring" of the school system as well as reorganization of the administration. Although the Mayor did go on television to announce his support for reorganization, it is interesting to note that his support, as always, was guarded. It is generally conceded, for example, that he could have his way with the City Council whenever he chose.

The Council's "wait and see" attitude can only be viewed as a reflection of the Mayor's own tentativeness.

The P.T.A. Council Board of Directors issued a consensus approval of the School Board's reorganization action though deploring the denial to the former Assistant Superintendent of a right to speak at the Board's December 16 session.

The debate continued locally and has not yet ceased although at this time, reorganization has been accepted as a fact of life.

Ultimately I suppose it was inevitable that the issue be joined in court. The administrators chose not to exhaust their administrative remedies by appealing and initiated legal action on March 23, 1972 in Federal District Court. They sought an injunction to block the reorganization on the grounds that it was passed in a manner that violated the civil rights of the affected administrators to speech, petition, assemble and to know.

The action was brought on behalf of the Association of Millburg Public School and Staff Administrators and specifically named administrators whose positions were eliminated. It dragged on and eventually was superseded by a later action in the State Courts.

A second action seeking injunctive relief was initiated in the State Court in the late spring as the date for the reorganization to take effect drew near. In this instance a temporary injunction was granted. These proceedings went beyond the July 1 date without a

determination, and for a while the School Department had two sets of Administrators on its payroll. Following final hearings on July 13 and 14, a settlement was effected and the subsequent order required the Superintendent to inform the Plaintiffs; 1) why they could not occupy their positions (this was easy: due to abolition of the post); and 2) why they were not recommended to fill the new positions. It was further ordered that the Plaintiffs could appeal the Superintendent's ruling to the School Board, and ultimately to the Commissioner, if they chose.

In all, 23 specific individuals failed to survive reorganization. Thirteen of these were party to the Court action and two appealed to the School Board. Neither was upheld, and one went to the Commissioner, where the appeal is still pending.

The most pervasive reaction, however, was manifested in the on-going function of the system. The inter-personal relations between those who were gradually identified as remaining in the new structure, and those who were leaving or not leaving but friendly with some who had been displaced. Personal animosities and ill feeling may be fairly said to have characterized the central system's daily activity. The business division was bothered the least by the reorganization largely because it had gone through a reorganization of its own fairly recently. Many of the business office personnel had close ties with some of the departing administrators and their cooperation with the new structure and indivi-

duals was far less than it might have been. Even at this time a considerable number of bugs have to be ironed out and the progress is slow, although a modus vivendi appears to be emerging.

So, in the final analysis, a number of old administrators did assume new responsibilities under reorganization along with a plethora of talent brought in from the outside.

It was the Superintendent's view that he needed the balance in order to be politically successful. In principle, and with some retrospect, in my judgement he was right. My strong difference, however, would be with some of the specific individuals and personality types whom he saw as being capable of constructive assimilation into the new task force oriented procedures.

Throughout the period of reaction, which really stretched from the first public disclosures in early December 1971 to the present time, the Teachers' Union was basically silent on the issue of reorganization, although it was vociferous enough on a wide range of other matters. They gave some indications of alliance with the administrators, questioned the certification requirements after the positions were posted and were horrified in opposition to the potential "blue book" (as they were known) restructuring suggestions, but by and large, a definitive position of the administrative change was never forthcoming.

The Superintendent came to believe as a result of his sessions with the Mayor that a sizable amount, if not all of the potential savings

from the reorganization could be used for training and staff development. It is not clear whether or not this was a misunderstanding or whether the Mayor deliberately did not honor this commitment. What is clear, however, is that these funds were not included in the budget for fiscal 1973, and that the Mayor, as is his usual custom, prepared the fiscal budget for the School Department without the input of the Superintendent and his staff. The Mayor's insulation in monetary decision-making as it affects the schools seriously mitigates against sound educational planning not solely in terms of this loss of staff development monies, but in numerous other instances, where usually not from malice, but apparently lack of understanding, his decision on line items have been poorly taken. Privately, he has been known to admit that he never realized that one or another decision would have the effect it did.

With the presence of this factor, it is difficult to ascertain whether, or to what extent, the Mayor's economic resolutions after January 1, 1972 were in reaction to the administrative reorganization. One thing is clear: City Halls' control over the educational purse strings is increasingly tighter.

FOOTNOTES

CHAPTER V

¹Millburg Evening Press, December 10, 1971, p. 29.

²Millburg Morning Press, December 15, 1971, p. 73.

PART III

CHAPTER VI

THE CONCLUSION

Though it is obvious that the Millburg reorganization did not go as far as it might, its actual accomplishments were administratively significant. The previous Central Office structure was deeply entrenched with all of the rigidities and complacencies characteristic of any bureaucratic entity of long standing. So that this would not recur in the new order an attempt was made to establish a mechanism for renewal and change; only time will reveal whether or not this effort was effective. An immediate problem for example is the application of Parkinson's Law to the Millburg School Department which serves fewer children every year. It will be interesting to observe whether in light of diminishing student enrollment the number of central administrators increases, decreases, or remains the same.

The original proposal and final plan for the reorganization of the Central Administration in Millburg affected all those position between the Superintendent and the building principals. While there is considerable room for difference, in retrospect, I view the exclusion of building management as a mistake. When the opportunity and momentum were there, in my judgement the building administrators could have been reorganized as well. The weakest links in effective administration in the system

at this point are the principals. It is certainly not because they are malicious, uncaring or selfish people. They are not. The vast majority of them work very hard doing what they have always done and protecting the way in which they do it. The difficulty is that with very few exceptions, they do not qualify as instructional leaders capable of innovation, and adapting to the changing times and needs. Their preparation and the history of professional conduct in the position of "Principal" mitigates against this kind of approach to building management.

The Millburg promotional plan sheds some light on why this is so.

Resolution #445, adopted in 1961 and amended in September of 1964, specifies the promotion policy and procedure of the Millburg School Department. Promotion is based on a point system which may be summarized as follows:

Total Point Maximum -----	1000
Examination -----	200
"school Administration and Supervision" of the ETS given in March of each year.	
Education -----	50
Approved graduate credit beyond the masters-- one point per credit to 30 points plus 20 additional for the doctorate	

Day School Experience -----	250
Classroom teaching	25
Administrative exp	225
Quality of Performance -----	200
As judged by the "Superintendent's staff."	
Oral Interview -----	200
Pertinence of Experience -----	100

It is important to note that this plan really does very little to encourage candidates to bring their professional training up to date.

(Only 50 points out of 1,000 go here). Intentionally or not, the School Department places little emphasis on recent and meaningful theory and research in administration or curriculum on the part of aspirants to the principalship.

The usual route for the principals has been from teacher to counselor to assistant principal to principal. In practice it has usually been more specific with a middle or junior high school counselor becoming an assistant principal at the high school level and then going to a middle school principalship and possibly eventually taking a high school post.

The present Superintendent has deliberately moved away from this lock step pattern and attempted to promote and assign on the basis of competence and ability. He has also elected to go beyond the available candidates for permanent appointment in order to make "acting" appointments. An "acting" appointment may be made

from anywhere on the list, while permanent appointments must come from the first three names. So, while the principalship in Millburg is still inbred and unsatisfactory in terms of management performance, it is being regarded more flexibly. My own view is that in terms of promoting real educational change, this is insufficient and that a golden opportunity was missed to dramatically reshape the building management. In fact at this writing the Superintendent has just notified the principals that they will not be rehired. A piecemeal approval has substituted for planned change.

Any number of options were available during the planning period, with my preference being the concept of four head teachers electing one of their group as chairman and sharing management responsibilities (See Appendix Exhibit No. 5)

Though their positions were not affected, the building administrators did not support reorganization. Far from it, they were the main opposition. They initiated two court actions, constantly used the press as a forum for their opposition and were generally obstreperous in accepting the new order. To this time they contribute a major obstacle to any educational change.

I have little doubt that the potential cost and the fear of empowering the communities and their children played crucial roles in the re-shaping of the original proposal. The cost factors of the original suggestions, however, certainly could have been negotiated downward and, I believe were

less than the implications of a commitment to the transfer of power.

In any event, the total costs of restructuring were such that they would have been phased in over a great number of years as the changes became operative. In addition, savings were possible in terms of lowered building administrative costs and even (as indicated earlier) in the concept of the school plant itself the approach to school construction. (See Appendix Exhibit No. 6).

The concept of Segment entities with their own task force teams instead of a central group responsible for the entire system is still sounder in my view, as is the reduction in size of the basic administrative unit, functioning under local governing rather than advisory councils. I am still operating on the belief that the closer the administrative unit is to the people it serves (and includes) the more responsive and effective it is likely to be.

The School Board's reluctance to consider the aspects dealing with the restructuring of educational facilities and the Superintendent's unwillingness to stand firm in support of the concept finally necessitated the modification of the proposal developed within this work. The fear of local control and all of the unknown implied with restructuring was too great to allow anything except a commitment to administrative reorganization. (I also do not accept their stated reason that if change were to occur one segment at a time, those waiting would become angry over being deprived. Any change of this magnitude must be phased. It would be

functionally impossible and catastrophic to attempt it all at once.)

The new structure however, was still based on the non-vertical interdisciplinary approach of the proposal and even included a division of the system into four segments which opened the possibility for more direct administrative responsiveness.

I suppose one might say that within the interest and perceptions of those who had the power to finally design and mandate, Millburg's considerable reorganization was potentially a step in the administration of public education.

Time will tell, but, conceptually, I feel it contains a major flaw, beyond the ones mentioned, in that it is not tied to any vision of educational change. That is, I feel that any reorganization without an ultimate impact on the learning environment of each child is relatively worthless in terms of the learning environmental needs of the child, who, after all, is supposed to be the primary focus of all educational activity. At this time in Millburg there appears to be the mystical hope that reorganization will result in better programs, more competent instruction and administration, and humane treatment of children. To some extent this is already occurring but its nature is basically reformist in orientation rather than reconstructive. That is, business as usual is being performed more completely and humanely by, in many cases, professional who are far superior to their predecessors reform here if very personal, and there is, no clear process for dispersing structural change throughout the system.

There is one elementary school project designed to turn an inner city school completely around. This came about largely because some \$70,000 in private funds were offered for this particular effort. Some good things will likely occur in this building fully involving the staff at every level of planning.

There is a middle school project presently stalled but originally planned to be undertaken collaboratively with the University of Massachusetts National Alternative Schools Program which I initially helped to develop, and which also projects school-wide change. It proposes to develop alternative learning models for teachers and the over 900 students in grades 5-8 at the school. Here too, there will be full involvement of the staff in developing the alternatives.

It is hoped that both of these experiments will have spin-off potential for the rest of the system. Indeed, these individual projects do contain the promise of system wide change particularly because they are real school situations with all of the variables present in any urban public school, unlike the usual alternative models.

What is missing, however, is a conceptualization of change set forth in its broadest terms and tied to a schematic, timelined approach for the entire system. As it stands now, the approach is too as hoc with little relationship between the goals of systemwide educational restructuring and the early experiments so that is hard to really understand how one leads to the other. The experience, nationally, indicates quite strongly

that "Spin off" projects or alternative school models rarely have an impact on an entire system, but are usually relegated to the status of programs serving with the needs and interest of a limited number of students but basically isolated from the rest of the system. This has been the case whether one looks at Philadelphia's Parkway Project, Chicago's Metro or any other alternatives developed under Title III all over the country funding within the last five years. This has also been Millburg's own experience with its two year old Alternative Learning Project. Rather than generalization and dispersal, this effort and its assets have been isolated from the rest of the schools eliciting for more hostility than respect.

In appealing to a larger teacher, administrative, parent audience these alternative educational approaches appear as distasteful as a restructuring with decentralization as a key ingredient. Basically, there is both fear and distrust of empowering the previously powerless. With structural transfer of power the community itself is feared in most alternative programs the student himself is the threat. Consequently, the outlook for change spinning off alternative model is grim indeed.

Given this reality and framework, I seriously question the desire to effect sweeping change in the Millburg system. I know such interest did not and does not exist with the Mayor or the old School Board. Still less is it a concern of the new Board majority appointed in January.

It is also evident to me that while considerable numbers of people in the new administrative reorganization pay lip service to the kinds of change restructuring raises, they have difficulty in coming to grips with the acceptance, much less the planning and implementing of its reality.

The Superintendent's vision does however, go considerably beyond that of most others around him. It must be remembered that it was his initiative that brought reorganization about, in the first place. He, however, does not see himself staying in Millburg for more than another two years at most and finds it difficult to project a long range change which could easily be aborted with his departure. This is also the feeling of the people in the schools who are certain that he will not be around very long. Since he is a prime catalyst for change, any movement is likely to be dampened with this kind of situation and everyone's activity is relegated to doing the best piecemeal reformist job possible.

All of these factors are of direct relevance to other educational change forces in cities across the nation.

Millburg teaches many things. The kind of change originally sought, not only administratively but comprehensively educational required a time commitment of at least a decade for it to become firmly on its way. Unless a system has the potential for this kind of timelining, it will not be possible to involve all of the staff and community leadership necessary, and change imposed by directive is not change at all. Continuing to usual

practice this would require a consistent administrative vision over a period of many years. This necessity flies in the face of the rapid turnover of urban Superintendents and may, in part preclude serious educational change from being carried through.

We have learned then, that administrative reorganization is an important step, but only one. Without a reorganization designed to serve a broadly defined restructuring of education and itself be capable of changing dynamically with the educational formation, the alterations will be little more than bureaucratic shuffling and the daily business will go on as usual.

Even in the limited sense of administrative reorganization, however, any change that does not include the building principals may be aborted each step of the way, and must be regarded as incomplete.

A system which is fiscally independent, unlike Millburg, if one in which sustained change is likely to have a greater opportunity for success at least to the extent that a mercurial political climate will not have the power to use the purse strings as a lever to inhibit the movement when, involving, it becomes controversial.

In terms of strategy, Millburg teaches us that discretion and secrecy are, most likely strategically necessary for basic change. Subsequent actions by the new administration which received public notice and attention (teacher curtails, budgetary priority decisions, new program development)

have been inhibited badly by public reaction and political pressure. Without discretion in the development of reorganization the hue and cry might well have made it impossible to accomplish Board approval.

It is also evident that in a fiscally dependent system, substantial economic savings can be a powerful inducement for political approval of change, especially if the political leadership may be allowed to utilize some of the savings for general purposes, thus helping to keep the property tax rate stable.

Most important is the fact that conditions be ripe for change as they were in Millburg. The Chief School Officer there was desirous of change, and had sufficient courage to cause it to be developed and, at least, partially carried through. The political powers were also receptive largely to the economic strains which press today on every urban area. In this respect, fiscal dependency aided change because the schools could not be insular from, or independent of, the wider community's needs. The School Board reflected these concerns and with a core of people sincerely interested in raising the quality of administrative and support services, reorganization was assured. The Board at the time of voting, was comprised of three members who would bow to the Mayor's bidding without question, five who were basically independent and concerned with understanding community and educational needs, and one member who

usually went along with the Mayor's will but occasionally, voted with the majority.

After January 1973 the terms of three members of the old majority were up and the Mayor appointed a new majority clearly subservient to his wishes with one of the former majority becoming chairman.

In conclusion then, the Millburg experience indicates a number of things for urban America. It is evident that fairly substantial change can be affected and may transform an entrenched administrative structure. Our Millburg experience outlines one strategy with an emphasis on discretion, the elimination of position rather than firing of individuals and a link of the new structure with substantial savings of operations monies.

The lesson in terms of shortcomings highlight missed opportunities to transfer power to local communities, bringing the changes to the level of the building administrators, and conceptually, most importantly, was the absence of a relationship of the administrative alteration to a long range projection of educational change.

While future educational changes evolving from the new organization may prove this false, it is my current view that Millburg also stands for the broader concept that institutional education and the schools are an integral part of the total socio-economic structure of any community and as such are incapable of being reconstructed in isolation. This means that ultimately total social, economic and political reconstruction would

be necessary before basic change in education is possible. Millburg clearly shows the extra-ordinary interdependence and inter-relationship of the schools with every other aspect of life so that it is impossible to consider reconstructionist change independent of wider social transformation. Note that all along we have been concerned with the Mayor's wishes, the political implications of de-centralization, the relationship of school savings to the city tax rate and public support, and so forth.

Educational planners and administrators interested in developing though, wherever they may be, must take these kinds of factors very carefully into account.

Having said this, however, is not to say that the movement for change in the schools may not be the cutting edge for this wider transformation. In reality our turbulent beleaguered schools may provide the greatest opportunity for the development of a change strategy which might have a far wider social application. It is not difficult to imagine effective educational change techniques being adopted to fit the whole range of institutions in the community, including the service of public health, public safety, social welfare, mental health and public housing.

The involvement of these areas of life with the schools on a daily basis is readily apparent, The spill over of all aspects of culture into the schools is an omni-present reality--so that instability and turbulence in one area resound in all of the others.

APPENDIX

EXHIBIT NO. I

Population of Millburg

1900 to 1970 and projected to 1990

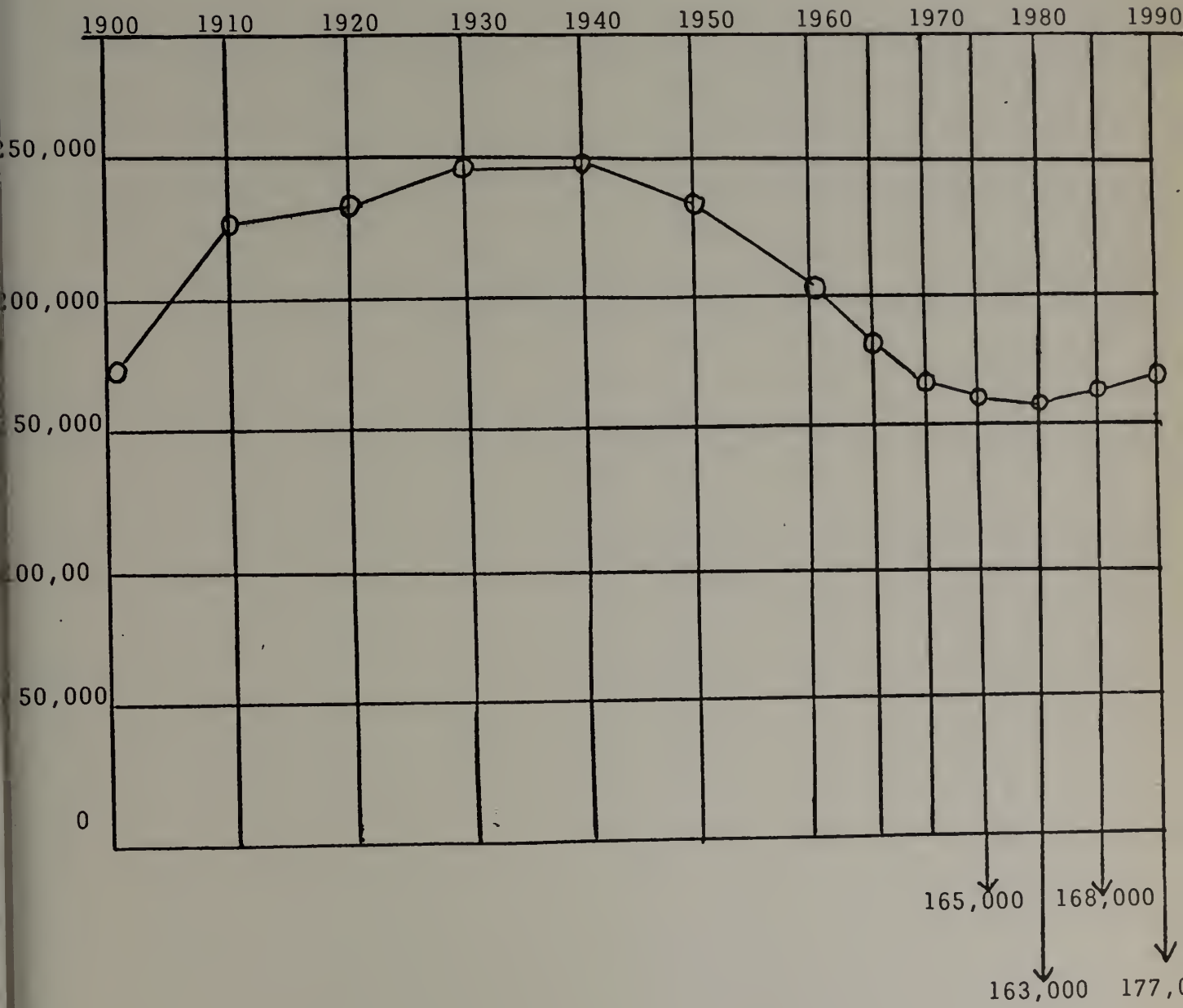


EXHIBIT NO. 2

COST OF EDUCATION INDEX 1971-1972

	NATIONAL	REGION I	District Size Group 2	Expenditure Group 8	Wealth Group 4	Millburg School Department

GENERAL CHARACTERISTICS

GENERAL CHARACTERISTICS

Net expenditure per E P U	\$703.00	\$742.00	\$756.00	\$987.00	-	\$1,125.00
Classroom Teachers per 1,000 pupils	46	51	46	51	46	60
Secretaries & Clerks per 1,000 pupils	5	5	6	8	5	5

HOW MUCH DO WE SPEND FOR:

Textbooks per pupil	\$ 7.00	\$ 8.00	\$ 7.00	\$ 8.00	\$ 6.00	\$10.00
Teaching Materials per pupil	18.00	20.00	17.00	26.00	18.00	11.00
Fixed Charges per pupil	54.00	51.00	59.00	104.00	48.00	110.00
Transportation per pupil	32.00	33.00	21.00	42.00	28.00	22.00

PLANT MAINTENANCE AND OPERATION COSTS

Heat per pupil	8.00	11.00	6.00	10.00	7.00	14.00
Other Utilities per pupil	12.00	11.00	13.00	16.00	12.00	8.00
Maintenance Personnel per 1,000 pupils	1.00	.60	1.30	1.40	1.10	2.50
Custodial Personnel per 1,000 pupils	5.60	5.80	6.40	7.40	5.50	10.00

EXHIBIT NO. 3

TENTATIVE FINANCIAL COMPUTATIONS 1972-1973*

1).	Cost at 1970-1971 Salary Rates of Positions Recommended for Elimination	\$544,248.00
	Cost of new positions 1972-1973 salary rates estimated at salary range mid-points	<u>-388,000.00</u>
	Balance	\$156,248.00
2).	Former ratio positions recommended for retention at proposed 1972-1973 Salary Rates (-\$3,904.00)	<u>+ 3,904.00</u>
	Balance	160,152.00
3).	Non-Ratio positions recommended for retention at 1972-1973 salary rates	<u>- 25,005.00</u>
	Balance	135,147.00
4).	Amount required to adjust salaries of 50 building administrators at 1972-1973 salary rates for <u>12</u> <u>month work year</u> (Estimated at \$1500.00 per position averaged)	<u>- 75,000.00</u>
	Balance	60,147.00
5).	Available for contracting training and staff development programs	<u>- 60,147.00</u>
	Balance	-0-

*Subject to Policy Decisions

Note: Computations do not include savings in fringe benefits estimated at \$10,000.00 to \$12,000.00 annually.

MILLBURG SCHOOL DEPARTMENT

PLANNING AND PROGRAM DEVELOPMENT MANAGER

Salary: On a twelve (12) month basis.

\$18,000.00 - \$23,000.00

Job Specifications:

The Planning and Program Development Manager will manage the planning process for all programs. He will coordinate the efforts of the Planning and Program Development staff. He will initiate and coordinate cross divisional planning activities.

Duties:

1. Reports directly to the Superintendent and serves as a member of the Administrative Cabinet.
2. He will serve a chief line officer in his division.
3. Develop the planning process to be utilized throughout the schools.
4. Coordinates the activities of other planners which results in:
 - Periodic Systemwide Needs Assessments
 - Goal Statements
 - Objectives
 - Program Development
 - Program Monitoring and Evaluation
 - Program Funding
5. Initiates and coordinates working relationships with personnel in other divisions who will be held responsible for implementing plans.
6. Coordinates the development of the master schedule of work activities for planning, implementing, and training programs with the other division managers.
7. Develops and presents the budget for the planning division.
8. Provides information to the School Community Relations Office, concerning the planning process, for dissemination.
9. Provides periodic reports, on the work of the planning division, to the Cabinet and the School Committee.

Qualifications:

The person filling the position should have a Masters degree. He will also have course work concentration in one or more of the following areas: Curriculum, administration, educational planning and program development and supervision. In addition to the above, the individual holding this position should have extensive experience in educational planning and program development. Special emphasis should be placed on experience in coordinating the planning efforts of teachers, administrators and community representatives. This individual should possess a strong commitment to the development of creative alternatives to existing educational programs for youth.

IMPLEMENTATION MANAGER

Salary: On a twelve (12) month basis. \$18,000.00 - \$23,000.00

Job Specifications:

The Implementation Manager will direct the implementation of all programs. He will direct the efforts of the Implementation Team which will be composed of Segment Chiefs and other administrators. He will initiate requests for assistance from other divisions. In the absence of the Superintendent he will serve as Deputy Superintendent.

Duties:

1. Reports directly to the Superintendent and serves as a member of the Administrative Cabinet.
2. He will serve as chief line officer of his division.
3. Initiates and coordinates working relationships with personnel in other divisions who will be held responsible for planning and training functions.
4. Works cooperatively with Planning and Program Development Manager and Training and Staff Development Manager to develop a master schedule of planning, training, and implementation activities.
5. Provides information to the School-Community Relations Office.
6. Provides periodic reports on work of his division to the Superintendent, Cabinet and School Committee.
7. Coordinates the implementation of the operating budget development process initiated by the budget officer.
8. Develops and conducts a system of feedback primarily in the form of meetings and written progress reports, from the school, project and segment administrator on progress and problems connected with implementation programs.
9. Directs the job assignments of administrators in the implementation of programs.
10. Mediates disputes among staff in the implementation process and interacts with students and community when appropriate.

Qualifications:

Formal education which meets the degree and course work requirements for administrative certification to hold a position of Assistant Superintendent. Eligibility for a superintendent's certificate is desirable though not required. Successful teaching and administrative experience in the public schools is required. This individual should possess the skills and commitment to implement creative alternatives to existing programs for youth. He should also have demonstrated an ability to maintain staff morale during periods of rapid change.

TRAINING AND STAFF DEVELOPMENT MANAGER

Salary: On a twelve (12) month basis. \$18,000.00 - \$23,000.00

Job Specifications:

The Training and Staff Development Manager will be responsible for the development of a training and staff development program which will prepare staff to meet the demands placed upon them by the developing programs. He coordinates the efforts of those individuals and groups providing training to the staff. He will identify, procure the services of, and maintain contact with various resource persons and groups. He will initiate and coordinate cross divisional training activities.

Duties:

1. Reports directly to the Superintendent and serves as a member of the Cabinet.
2. Develops and presents a budget for his division.
3. Evaluates the performance of his subordinates.
4. Initiates and coordinates working relationships with personnel in other divisions and outside of the system who will be held responsible for the implementation and planning of training programs.
5. Provides information to the School Community Relations office on training and staff development programs.
6. Provides periodic reports, on the work of the division, to the Cabinet and the School Committee.
7. Hires consultants for the training and staff development program.
8. Negotiates contracts for training services in collaboration with the legal counsel and the business office.
9. Develops files of resource personnel.
10. Coordinates all programs of inservice, preservice, internships and continuing education.
11. Works cooperatively with the Implementation and Planning and Program Development Managers to develop a schedule of training activities.

Qualifications:

The person filling this position should have a Masters degree with course work concentration in one or more of the following areas: Teacher training, supervision and curriculum. His experience should have involved success in developing and implementing training programs for a broad range of school personnel. He should possess the skills and commitment to develop training and staff development programs which will support the creative alternatives developed in the planning and program development division. Special emphasis should be given to interpersonal and group dynamics skills in persons who fill this position.

MILLBURG SCHOOL DEPARTMENT

COMMUNITY RELATIONS STAFF ASSISTANT

Salary: On a twelve (12) month basis. \$11,000.00 - \$15,000.00

Job Specifications:

The Community Relations Staff Assistant would be responsible for directing the implementation of the school community relations program.

Duties:

1. Reports directly to the Superintendent.
2. Act as a staff officer in matters relating to public relations and school community relations.
3. Act as resource person to the administrative cabinet.
4. Keeps the Superintendent, other administrators and staff informed of major thrusts and directions in the areas of public relations and school-community relations.
5. Keeps the Superintendent informed of prevailing public opinion relative to the school system and any shifts that occur in attitudes and convictions about specific policies, practices and programs.
6. Works cooperatively with outside and school-connected groups that have a constructive interest in public education.
7. Attends all regular School Committee meetings.
8. Makes personal contacts with press, radio and television personal for the purpose of creating good public relations for the system.
9. Maintains a reference service consisting of collections of information relating to past and current programs and activities of the school system, biographical material on School Committee members, administrative officers, faculty members, students and graduates.
10. Assists school personnel in writing speeches as requested.
11. Maintains a speakers' bureau for public and school purposes in cooperation with operating divisions.
12. Arranges press conferences for school system officials and important visitors.
13. Maintains mailing lists of news media outlets, a press clipping service and periodic analysis of news coverage and treatment.
14. Arranges photographic work as needed.
15. Maintains contact with National School Public Relations Association and its state and regional affiliates.

Qualifications:

The person filling this position should have a Bachelors degree or its equivalent in course work and/or experience. Course work concentration should be in one or more of the following: Public relations, communications, journalism, radio, television and English. He should have had successful experience in organizing communication efforts either as a student or as an employee. He should have the skills necessary to be effective in situations involving confrontation, rumor and propaganda.

MILLBURG SCHOOL DEPARTMENT

STAFF RECRUITMENT ASSISTANT

Salary: On a twelve (12) month basis. \$13,000.00 - \$17,000.00

Job Specifications:

The Staff Recruitment Assistant to the Superintendent for staffing would be responsible for administering the selection process of certified teaching personnel and instructional para professionals.

Duties:

1. Reports directly to the Superintendent for systemwide responsibilities and serves as a resource to the administrative cabinet.
2. Serves as line officer over personnel in his area.
3. Evaluates the performance of his subordinates.
4. Provides information as part of the system public relations effort in accordance with approved procedure.
5. He implements the systems programs in recruitment and selection of certified teaching and instructional para professionals and personnel.
6. Provides reports to the Superintendent on progress and problems in implementing the staff selection program.
7. Works cooperatively with personnel in other divisions with specific emphasis on working with the personnel records office.

Qualifications:

The person filling this position should have a Masters degree or its equivalent in course work and/or experience. Course work concentration should be in one or more of the following: Personnel administration, business administration or school administration. He should possess the skills and commitment necessary to recruit competent personnel who could create alternatives to existing programs.

MILLBURY SCHOOL DEPARTMENT

COMMUNICATIONS AND AESTHETICS PLANNER

Salary: On a Twelve (12) month basis. \$17,000.00 - \$21,000.00

Job Specifications:

The Communications and Aesthetics Planner will be responsible for developing those programs which relate to the areas of English Language Arts, Applied Fine Arts, and Foreign Languages or any combination of the aforementioned. He is to participate in all planning and program development activities as an active member of the planning team. He is to cross divisional lines in order to facilitate the planning process.

Duties:

1. He is a member of the planning and program development team and reports directly to the Planning and Program Development Manager.
2. He participates in all planning activities in the division.
3. He acts as the person responsible for planning communications and aesthetics programs and projects.
4. He is responsible for periodically briefing staff and the Cabinet on the status of communications and aesthetics programs and projects.
5. He will assist the Planning and Program Development Manager in developing the division budget.
6. He provides information to the School Community Relations Office in accordance with developed procedures.
7. He is responsible for supervising clerical and professional personnel engaged in planning and developing communications and aesthetics programs.

Qualifications:

The individual applying for this position should have a Masters degree and course work in some combination of the following: English Language Arts, Applied Fine Arts and Foreign Languages. His experience should include planning and developing inter-disciplinary educational programs for pupils. He should possess a strong commitment to the development of creative alternatives to existing educational programs for youth.

HUMAN RELATIONS AND CULTURAL STUDIES PLANNER

Salary: On a twelve (12) month basis. \$17,000.00 - \$21,000.00

Job Specifications:

The Human Relations and Cultural Studies Planner will be responsible for developing those programs which relate to the areas of Social Sciences, English and Foreign Literature or any combination of the aforementioned. He is to participate in all planning and program development activities as an active member of the planning team. He is to cross divisional lines in order to facilitate the planning process.

Duties:

1. He is a member of the planning and program development team and reports directly to the Planning and Program Development Manager.
2. He participates in all planning activities in the division.
3. He acts as the person responsible for planning human relations and aesthetics programs and projects.
4. He is responsible for periodically briefing staff and the Cabinet on the status of human relations and aesthetics programs and projects.
5. He will assist the Planning and Program Development Manager in developing the divisions budget.
6. He provides information to the School Community Relations Office in accordance with developed procedures.
7. He is responsible for supervising clerical and professional personnel engaged in planning and developing human relations and aesthetics programs and projects.

Qualifications:

The individual applying for this position should have a Masters degree and course work in some combination of the following: Social Sciences, Appreciation and Understanding of Fine Arts, English and Foreign Literature. His experience should include planning and developing interdisciplinary educational programs for pupils. He should possess a strong commitment to the development of creative alternatives to existing educational programs for youth.

MILLBURG SCHOOL DEPARTMENT

TECHNICAL AND ENVIRONMENTAL LIFE
STUDIES PLANNER

Salary: On a twelve (12) month bases. \$17,000.00 - \$21,000.00

Job Specifications:

The Technical and Environmental Life Studies Planner will be responsible for developing those programs which relate to the areas of Math, Science, Vocational Studies, Physical Educations and Health or any combination of the aforesaid mentioned. He is to participate in all planning and program development activities as an active member of the planning team. He is to cross divisional lines in order to facilitate the planning process.

Duties:

1. He is a member of the planning and program development team and reports directly to the Planning and Program Development Manager.
2. He participates in all planning activities in the division.
3. He acts as the person responsible for technology and environmental life studies programs and projects.
4. He is responsible for periodically briefing staff and the Cabinet on the status of technology and environmental life studies programs and projects.
5. He will assist the Planning and Program Development Manager in developing the division budget.
6. He provides information to the School Community Relations Office in accordance with developed procedures.
7. He is responsible for supervising clerical and professional personnel engaged in planning and developing technology and environmental life studies programs.

Qualifications:

The individual applying for this position should have a Master degree and course work in some combination of the following: Math, Science, Vocational Studies, Physical Education and Health. His experience should include planning and developing interdisciplinary educational programs for pupils. He should possess a strong commitment to the development of creative alternatives to existing educational programs for youth.

MILLBURG SCHOOL DEPARTMENT

INDIVIDUAL PROGRAM PLANNER

Salary: On a twelve (12) month basis. \$17,000.00 - \$21,000.00

Job Specifications:

The Individual Program Planner is responsible for maximization of individualization of programs for individual students in the system. He is to participate in all planning and program development activities as an active member of the planning team. He is to cross divisional lines in order to facilitate the planning and individualization process.

Duties:

1. He is a member of the planning and program development team and reports directly to the Planning and Program Development Manager.
2. He participates in all planning activities in the division.
3. He acts as the person responsible for maximizing individualization of instruction and other services to pupils in the system.
4. He is responsible for periodically briefing staff and the Cabinet on the status of individualization.
5. He will assist the Planning and Program Development Manager in developing the divisions budget.
6. He provides information to the School Community Relations Office in accordance with developed procedures.
7. He is responsible for supervising clerical and professional personnel who are engaged in planning to maximize individualization.

Qualifications;

The individual applying for this position should have a Master's degree and course work in one or more of the following areas: Counseling, guidance, educational psychology, curriculum and supervision. He should have had successful experience in planning and developing projects to maximize individualization of instruction and/or other services. He should possess a strong commitment to the development of creative alternatives to existing educational programs for youth.

MILLBURG SCHOOL DEPARTMENT

RESEARCH AND EVALUATION PLANNER

Salary: On a twelve (12) month basis - \$17,000.00 - \$21,000.00

Job Specifications:

The Research and Evaluation Planner is responsible for designing and managing the research and evaluation processes for the planning, development, implementation and training phases of the system. He is to participate in all planning and program development activities as an active member of the planning team. He is to act as liaison between the School Department and various external auditors and evaluators. He is to cross divisional lines in order to facilitate the planning and evaluation process.

Duties:

1. He is a member of the planning and program development team and reports directly to the Planning and Program Development Manager.
2. He participates in all planning activities in the division.
3. He acts as the person responsible for designing, coordinating and reporting on the research and evaluation for various School Department projects.
4. He is responsible for periodically briefing the planning staff and the Cabinet on the status of various projects from an evaluator's viewpoint.
5. He is the division's person responsible for seeing that all programs and projects are properly evaluated.
6. He will assist the Planning and Program Development Manager in developing the division's budget.
7. He provides information to the School Community Relations Office in accordance with developed procedures.
8. He is responsible for supervision of all clerical and professional personnel who may be engaged in research and evaluation tasks for the School Department.
9. He is responsible for the selection of evaluative instruments to be used by the system.
10. He is responsible for interpreting the data generated by any research and evaluative process.

Qualifications:

The individual applying for this position should have a Master's degree and course work concentration in one or more of the following areas: testing and measurement, statistics, mathematics, evaluative design, research design, He should have had successful experience in the planning and supervision of educational projects. He should possess a strong commitment to the development of creative alternatives to existing educational programs for youth.

PUBLIC AND PRIVATE FUNDING PLANNER

Salary: On a twelve (12) month basis - \$ 17,000.00 - \$21,000.00

Job Specifications:

The Public and Private Funding Planner is responsible for procuring funds from public and private sources in order to support the planning, development, implementation and training phases of the system. He is to participate in all planning and program development activities as an active member of the planning team. He is to act as a liaison between the School Department and various funding agencies. He is to cross divisional lines in order to facilitate the planning and funding process.

Duties:

1. He is a member of the planning and program development team and reports directly to the Planning and Program Development Manager.
2. He participates in all planning activities in the division.
3. He acts as the person responsible for securing private and public funds for various School Department projects.
4. He is responsible for periodically briefing the planning staff and the Cabinet on the status of private and public funding.
5. He is the division's person responsible for getting proposals into the proper format for the funding agencies.
6. He will assist the Planning and Program Development Manager in developing the division's budget.
7. He provides information to the School Community Relations Office in accordance with developed procedures.
8. He is responsible for supervision of all clerical and professional personnel who may be engaged in securing funds for a School Department program.

Qualifications:

The individual applying for this position should have a Master's degree and course work in one or more of the following areas: curriculum, administration, educational planning and program development, supervision and school and government finance. He should have proven ability to write and secure funding of proposals to support educational and education related programs. He should possess a strong commitment to the development of creative alternatives to existing educational programs for youth.

MILLBURG SCHOOL DEPARTMENT

HEALTH ADMINISTRATOR

Salary: On a twelve (12) month basis. \$16,000.00 - \$20,000.00

Job Specifications:

The Health Administrator directs the implementation of all health service programs in the schools. He directs the efforts of staff assigned to implementation tasks in the health services area in the school system. He initiates requests for assistance from other divisions through the Implementation Manager.

Duties:

1. Reports directly to the Implementation Manager for systemwide responsibilities and to the individual Segment Chiefs in cases where he has been assigned to work for them.
2. Serves as line officer over personnel in his area.
3. Evaluates the performance of his subordinates.
4. Provides information as part of the system public relations effort in accordance with approved procedure.
5. Provides periodic reports on programs and problems in implementation to the Implementation Manager.
6. Directs the assignment of jobs in his area.
7. Conducts a system of feedback, in the form of meetings and written progress reports, from the staff dealing with progress and problems in the implementation of programs in his area.
8. Assists the Implementation Manager with the development of the operating budget for implementation.

Qualifications:

This individual filling this position should have a Masters degree or its equivalent in course work and/or experience. He should have course work concentration in one of the following: Public health, community health, health services administration, or health education. He should have demonstrated success in administering health services and/or programs. He should possess the skills and commitment to implement creative alternatives to existing programs. He should have the ability to forecast, analyze and prepare advanced plans to meet emergency needs and situations.

MILLBURG SCHOOL DEPARTMENT

MANPOWER ADMINISTRATOR

Salary: On a twelve (12) month basis - \$16,000.00 - \$20,000.00

Job Specifications:

The Manpower Administrator directs the implementation of manpower development programs in the schools. He directs the efforts of staff assigned to implementation tasks in the manpower development area in the school system. He initiates requests for assistance from other divisions through the Implementation Manager.

Duties:

1. Reports directly to the Implementation Manager for systemwide responsibilities and to the individual Segment Chiefs in cases where he has been assigned to work for them.
2. Serves as line officer over personnel in his area.
3. Evaluates the performance of his subordinates.
4. Provides information as part of the system public relations effort in accordance with approved procedure.
5. Provides periodic reports on programs and problems in implementation to the Implementation Manager.
6. Directs the assignment of jobs in his area.
7. Conducts progress reports, from the staff dealing with progress and problems in the implementation of programs in his area.
8. Assist the Implementation Manager with the development of the operating budget for implementation.

Qualifications:

The person filling this position should have a Master's degree or its equivalent in course work and/or experience. Course work concentration should be in one or more of the following: Vocational and technical education, occupational and vocational guidance, business, business education or distributive education. He should have had success in administering manpower development programs and/or services. He should possess the skills and commitment necessary to implement creative alternatives to existing programs. Has the ability to forecast, analyze and prepare advanced plans to meet emergency needs and situations.

MILLBURG SCHOOL DEPARTMENT

STUDENT RELATIONS ADMINISTRATOR

Salary: On a twelve (12) month basis. \$16,000.00 - \$20,000.00

Job Specifications:

The Student Relations Administrator directs the implementation of all student relation programs in the schools. He directs the efforts of all staff assigned to implementation tasks in the student relations area. He initiates requests for assistance from other divisions through the Implementation Manager.

Duties:

1. Reports directly to the Implementation Manager for systemwide responsibilities and to the individual Segment Chiefs in cases where he has been assigned to work for them.
2. Serves as line officer over personnel in his area.
3. Evaluates the performance of his subordinates.
4. Provides information as part of the system public relations effort in accordance with approved procedure.
5. Provides periodic reports on programs and problems in implementation to the Implementation Manager.
6. Directs the assignment of jobs in his area.
7. Conducts a system of feedback, in the form of meetings and written progress reports, from the staff dealing with progress and problems in the implementation of programs in his area.
8. Assists the Implementation Manager with the development of the operating budget for implementation.

Qualifications:

The person filling this position should have a Masters degree or its equivalent in course work and/or experience. Course work concentrations should be in one or more of the following areas: Social work, guidance, counseling, recreation or social sciences. He should have successfully administered services and programs for youth in school and/or related institutions, agencies, organizations. He should possess the skills and commitment to implement creative alternatives to existing programs in student relations. He should have the ability to forecast, analyze and prepare advanced plans to meet emergency needs and situations.

MILLBURG SCHOOL DEPARTMENT

EDUCATIONAL TECHNOLOGY ADMINISTRATOR

Salary: On a twelve (12) month basis. \$16,000.00 - \$20,000.00

Job Specifications:

The Educational Technology Administrator will direct the implementation of all technological support programs for education. He will direct the efforts of all staff assigned to implementation tasks in the area of educational technology. He will initiate requests for assistance from other divisions through the Implementation Manager.

Duties:

1. Reports directly to the Implementation Manager for systemwide responsibilities and to the individual Segment Chiefs in cases where he has been assigned to work for them.
2. Serves as line officer over personnel in his area.
3. Evaluates the performance of his subordinates.
4. Provides information as part of the system public relations effort in accordance with approved procedure.
5. Provides periodic reports on programs and problems in implementation to the Implementation Manager.
6. Directs the assignment of jobs in his area.
7. Conducts a system of feedback, in the form of meetings and written progress reports, from the staff dealing with progress and problems in the implementation of programs in his area.
8. Assists the Implementation Manager with the development of the operating budget for implementation.

Qualifications:

The person filling this position should have a Master degree or its equivalent in course work and/or experience. He should have course work concentrations in one or more of the following: Library science, multi-media instruction, audio visual instruction and educational technology. He should have successfully administered and/or installed a system of educational technological support in an educational institution. He should possess the skills and commitment to implement creative alternatives to existing technological support programs for students.

MILLBURG SCHOOL DEPARTMENT

EXPERIMENTAL PROGRAMS ADMINISTRATOR

Salary: On a twelve (12) month basis. \$16,000.00 - \$20,000.00

Job Specifications:

The Experimental Programs Administrator will direct the implementation of all experimental programs in the schools. He directs the efforts of all staff assigned to implementation tasks in the experimental programs area. He initiates requests for assistance from other divisions through the Implementation Manager.

Duties:

1. Reports directly to the Implementation Manager for systemwide responsibilities and to the individual Segment Chiefs in cases where he has been assigned to work for them.
2. Serves as line officer over personnel in his area.
3. Evaluates the performance of his subordinates.
4. Provides information as part of the system public relations effort in accordance with approved procedure.
5. Provides periodic reports on programs and problems in implementation to the Implementation Manager.
6. Directs the assignment of jobs in his area.
7. Conducts a system of feedback, in the form of meetings and written progress reports, from the staff dealing with progress and problems.
8. Assist the Implementation Manager with the development of the operating budget for implementation.

Qualifications:

The person filling this position should have a Masters degree or its equivalent in course work and/or experience. No course work concentration is required. However, some work in the area of curriculum development would be desirable. He should have successfully administered innovative and/or experimental educational or education related programs. He should possess the skills and commitment to implement creative alternatives to existing programs for students.

MILLBURG SCHOOL DEPARTMENT

SEGMENT IMPLEMENTATION CHIEF

Salary: On a twelve (12) month basis - \$15,000 - \$19,000

Job Specifications:

The Segment Chief will direct the implementation of programs within his segment of the school system. He will direct the efforts of the administration assigned to implementation tasks within the segment. He will initiate requests for assistance from other divisions through the Implementation Manager.

Duties:

1. Reports directly to the Implementation Manager and serves as line officer over building administrators in his segment.
2. Evaluates the performance of his subordinates.
3. Coordinates the working relationships with personnel from the several divisions who are attached to the segment.
4. Provides information as part of the system's public relations effort in accordance with approved procedures.
5. Provides periodic reports on progress and problems in implementation to the Implementation Manager.
6. Directs the assignment of jobs to administrators in the implementation of programs in the segment.
7. Mediates disputes among staff in the implementation process and interacts with student and community groups within the segment when appropriate.
8. Conducts a system of feedback in the form of meetings and written progress reports, from the schools dealing with progress and problems in the implementation of programs.
9. Coordinates the implementation of the operating budget development with the segment.

Qualifications:

The person filling this position should have a Master's degree or its equivalent in course work and/or experience. Course work should include courses in one or more of the following: Administration, management, or supervision. He should have had successful experience in administering educational and/or education related programs in public schools and/or adjunct agencies and institutions. He should possess the skills and commitment to implement creative alternatives to existing programs for youth.

MILLBURY SCHOOL DEPARTMENT

COMMUNITY LIAISON

Salary: On a twelve (12) month basis - \$6,500.00 - \$8,500.00

Job Specifications:

The Community Liaison worker will be responsible to the Special Assistant for Equal Educational Opportunities. He will work with aides, teachers, counselors, assistant principals, principals or other designated professional personnel in developing good home-school relations.

Duties:

1. To work between the school and the community for the development of improved relations.
2. To assist students individually and in groups in attempting to improve attitudes towards school and fellow students.
3. Inform school administrators and counselors about the composition, concerns and needs of students as they relate to the student's community and/or home.
4. To attend meetings in the schools and submit reports to both local school principals and the Special Assistant to the Superintendent for Equal Educational Opportunities.
5. Visit homes of students having school problems and discuss them with the student's family.
6. File reports with those school principals concerned with the community-liaisons home visits.

Qualifications:

The person filling this position should have some experience with case work and group work with parents and children. It is desirable that this person have work experience in social agencies that deal with human relations and exhibit some performance in this area. It is also desirable that this person have successfully completed a college program in human relations training and/or Equal Educational Opportunities.

MILLBURG SCHOOL DEPARTMENT

AUDIO-VISUAL TECHNICAL CONSULTANT

Salary: On a twelve (12) month basis. \$7,500.00 - \$10,000.00

Job Specifications:

The Audio-Visual Technical Consultant will be responsible for the use of audio-visual techniques, equipment and materials.

Duties:

1. Reports directly to the Administrator of Educational Technology.
2. Provides information as part of the system public relations effort in accordance with approved procedure.
3. Provides periodic reports on programs and problems in implementation to the Administrator of Educational Technology.
4. Conduct orientation programs in audio-visual for new teachers in the school system.
5. Cooperate in seminars on innovative technological advancements in education.
6. Demonstrate to teachers how to produce their own audio-visual materials such as transparencies, tape recording, tape duplication, etc.
7. Help to write up technical specifications for audio-visual equipment proposed for purchasing.
8. Advise on master T.V. installations in schools.
9. Cooperate with the Supervisor of Audio-Visual Education in coordination with local T.V. Stations.
10. Help to introduce and demonstrate the basics of the use of video tape recording and closed circuit T.V. operations.
11. Assists the Administrator of Educational Technology with the development of the operating budget in the audio-visual area for the system.

Qualifications:

The person filling this position should have a Bachelor's degree or its equivalent and an appropriate background of related subject matter. The person should have at the minimum three (3) years of experience of working with teachers and administrators in audio-visual education and related fields. It is also desirable that this person have practical experience in basic electrical engineering and television work.

MILLBURY SCHOOL DEPARTMENT

ADMINISTRATIVE ASSISTANT TO THE SCHOOL COMMITTEE

Salary: On a twelve (12) month basis - \$8,000.00 - \$11,000.00

Job Specifications:

The Administrative Assistant to the School Committee is directly responsible to the School Committee under the direction of the Superintendent.

Duties:

1. He is directly responsible for the supervision and operation of the School Committee office.
2. He should be capable of organizing and maintaining School Committee office records for ready accessibility.
3. He is directly responsible for the preparation of all School Committee agendas, resolutions and minutes under the supervision of the Superintendent and/or the Business and Operations Manager as they relate to the specific area of responsibility.
4. He must maintain strict confidentiality on all School Committee matters that are so designated.
5. He is responsible for School Committee correspondence that may be requested by the School Committee members and/or the Superintendent and Business and Operations Manager.
6. He should be able to make administrative decisions on routine matters and expedite clearance of all problems except those requiring the attention of the School Committee, Superintendent, and/or Business and Operations Manager.

Qualifications:

The person filling this position should be a graduate of a commercial high school and/or commercial training at a business college. He should have extensive experience in office and clerical work. He must have a high degree of proficiency in typewriting plus a thorough knowledge and competency in taking and transcribing shorthand. A high degree of patience, tact and discretion in dealing with the general public, administrators, teachers and clerks must also be maintained.

MILLBURY SCHOOL DEPARTMENT

SPECIAL ASSISTANT FOR EQUAL EDUCATIONAL OPPORTUNITIES

Salary: On a twelve (12) month basis. \$21,000.00 - \$16,500.00

Job Specifications:

The Special Assistant for Equal Educational Opportunities is directly responsible to the Superintendent of Schools and acts as a resource person for Equal Educational Opportunities.

Duties:

1. Reports directly to the Superintendent and serves as a member of the Administrative Cabinet.
2. Assists the PLanning and Program Development Manager in the planning of Equal Educational Opportunities throughout the schools.
3. Assists the Implementation Manager with the implementation of Equal Educational Opportunities.
4. He monitors the desegregation program in all phases throughout the entire school system and makes recommendations.
5. Provides periodic reports on all pahses of the desegregation plan to the appropriate line and staff officers.
6. He is directly responsible for the supervision of Human Relations Assistants.
7. He will perform all such functions as they relate to Equal Educational Opportunities as directed by the Superintendent.

Qualifications:

The person filling this position should have a Bachelor's degree or its equivalent in course work concentrating in the area of Equal Educational Oppor-tunities. He should have demonstrated successful experience in working with community agencies, neighborhood groups, parents, school personnel and students. He possess a strong commitment to the development of creative alternatives to existing educational programs for youth.

MILLBURG SCHOOL DEPARTMENT

ADMINISTRATIVE ASSISTANT TO THE SUPERINTENDENT

Salary: On a twelve (12) month basis. \$8,000.00 - \$11,000.00

Job Specifications:

The Administrative Assistant to the Superintendent is under the direct supervision of the Superintendent of Schools.

Duties:

1. He is responsible for the operation of the Superintendent's office.
2. He is directly responsible for the supervision of the clerical personnel in the Superintendent's office.
3. He is responsible for scheduling and maintaining the Superintendent's calendar.
4. He must maintain a high level of confidentiality at all times.
5. He is to attend meetings at the discretion of the Superintendent.
6. He should make administrative decisions on routine matters and expedite clearance of all problems except those requiring the attention of the Superintendent.
7. He should take dictation and answer correspondence.
8. He should be capable of organizing and supervising the office records of the Superintendent for ready accessibility.

Qualifications:

The person filling this position should be a graduate of a commercial high school and/or commercial training at a business college. He should have extensive experience in office and clerical work. He must have a competency in taking and transcribing shorthand. A high degree of patience, tact and discretion in dealing with the general public administrators, teachers and clerks must also be maintained.

EXHIBIT NO. 5

BACKGROUND

The Millburg School Department provides for the management of its forty seven schools and the administration of all educational programs within these schools by presently employing 51 administrators - principals, assistant principals and coordinating administrative personnel. The total annual salary outlay for these positions is \$799.812, computed on a current fiscal year total salary basis.

These school programs range from elementary (Kindergarten; K-2; K-3; K-4; K-5; K-6; 3-5; 2-4) units to eight medium sized middle schools (600 - 800 students, grades 5 - 8) and four large High Schools. (1,200 - 2,000 students, grades 9 - 12)

The administrators are ususally teachers who have frequently come from the classroom to department chairmanships, placement on the appropriate administrator's list and eventual appointment as Assistant Principal or Principal. They have thei r own association through which they attempt to assert the strength of union without legal collective bargaining power. The primary interest of this association appears to be in the direction of improved salaries and working conditions.

The principals, individually and in assocition, have been continually and obstinately in opposition to the reorganization of the Central Administration. Their past actions have ranged from voting "no confidence" in

the Superintendent, to boycotting planning meetings after 2:30 P.M., and even initiating legal action against the reorganization.

From rather extensive personal observation of a number of these administrators in the fulfillment of their duties, it is apparent to me that, particularly in the instance of the Middle and High School, the present structure of building administration does not afford nor make possible the carrying out of their responsibility - fulfillment of the role of instructional leadership. I say this, regardless of the individual differences, competencies and inadequacies. The structure itself is not conducive to the goals of quality educational leadership at the level of the learning unit. There is a detachment of administrators from students. (except, most often, in the case of disciplinary referral) and teachers as well, to such an extent that individual student and teacher concerns go by the wayside and only lip service is paid to personal programming. The administrators themselves readily admit to being overwhelmed with their responsibilities. Education in this context is clearly secondary to order, discipline and the maintenance of the physical plants.

On short, the present system of one or two administrators (some of the Senior High Schools have three and others four) particularly as operative in the larger upper schools, is woefully inadequate from virtually every standpoint.

PROPOSED ALTERNATIVE

It is proposed that all building level administration and responsibility be vested in four coordinators of learning, who would administer four units within each school. Present schools could thus become transformed into four "schools within the school" or function as they have, being subdivided by grade or other criteria, each with its own Learning or Unit Coordinator and distinct educational approach. The team of four would have separate overall responsibilities and might even choose one of their number to be chairman, or the legally accountable chief executive. A new list or lists would be created for the positions of Learning Coordinators. It is conceivable that many of the existing principals might be placed on the eligibility lists.

ECONOMICS

An enormous annual saving would be made possible to the system as a result of this reorganization. Though four new "Mini-Unit" administrators would be created in each of the city's forty seven schools, establishing some 168 new positions of educational leadership, the salary increases commensurate with the new responsibilities - for obviously these posts will be filled by moving up classroom teachers to a kind of Head Teacher position - would amount to an annual salary expenditure of \$334,000 as opposed to the current administrative salary cost of \$799.812. This

amounts to a saving of some \$465.812 to the City of Millburg and the Millburg School Department. It also raises the possibility of directing some \$200,00 of this amount to staff training and Development, to aid in the preparation of the new administrators. If the Mayor would agree, the saving to the City would still amount to over \$265,000.

The proposed salary modifications and the projected savings are based on a sliding scale which divides the Learning Unit Coordinators into eight classifications according to the size of their units, as follows:

CLASS	Learn. Unit Coord. (Salary Increase beyond Present teach. salary)	Number of Students per Learning Unit	No. of Schools in each Class
I	\$4,000 (4 coordinators)	500 (+)	1
II	3,500 (" ")	400 - 499	1
III	3,000 (" ")	300 - 399	2
IV	2,500 (" ")	200 - 299	5
V	2,000 (" ")	100 - 199	15
VI	1,500 (" ")	50 - 99	11
VII	1,000 (" ")	25 - 49	10
VIII	500 (" ")	7 - 24	2

From this table it is clear that those Unit Coordinators in CLASS I would cost an additional \$16,000; CLASS II, \$14,000; CLASS III, \$34,000; CLASS IV, \$50,000; CLASS V, \$120,000; CLASS VI, \$66,000; CLASS VII, \$40,000; CLASS VIII, \$4,000 hence the overall projected expenditure of

\$334,000, as contrasted with the published administrative salary figures currently in effect and costing \$799,812.

OTHER ADVANTAGES

It is increasingly obvious that administrative reorganization will not will not be complete until it is extended to include the building administrators. Without this accomplishment the gains achieved so far may well only constitute a pyrrhic victory. This proposed final phase of reorganization would enable a new team to be selected which could move to compliment the overall new management approach in Millburg. Further, and perhaps most important, it would provide for the kind of basic structural modification that would make possible the development of alternate learning models in each of the schools, according to the process and parameters developed by the Central Administration's impressive Planning and Program Development team. In this new reality not only would educational options become available for parents, teachers and children, with programs coming closer to being responsive to individual needs and desires, but the smaller size of the learning and consequently, administrative unit would enable administrators - now Learning Unit Coordinators - to more easily come to know their children. Thus, the virtue of smallness might at last be regained in the modern urban system of mass education, humanizing from the outset the formal learning process.

POLITICS AND STRATEGY

The major and immediate opposition - and bitter it will be - will come, of course, from the affected class of present building administrators. This may be undercut somewhat by attempting to co-opt the more promising from their ranks into positions in the new order. Teacher's union opposition is not likely to receive unified support and is badly hurt by the very nature of the proposed reorganization. It is, after all, designed to open up impressive salary and professional advancement opportunities for a sizeable number of their members; some 168, to be more precise. It would be quite difficult for the union to mount a formidable opposition to this unprecedented improvement proposal for its members. If we add to this the possibility for advanced degree earnings from the University of Massachusetts, the proposal's widespread support by teachers is further enhanced.

It must be kept constantly in mind that the feelings of the some 1,500 Millburg teachers, most of whom live within the city, will be far more important politically than those of less than a hundred administrators, many if not most of whom live outside of the city limits.

The enormous financial savings, in excess of \$460,000 must be a powerful inducement in favor of this change. Now more than ever, when cities and urban school systems are nacked against the wall, facing drastic budget cuts and staff reductions anyway, here is a glorious

opportunity to respond creatively. In order to save a comparable amount of money under the present system, 49 teachers would have to be laid off, based on the average teaching salary of \$9,400 presently in effect. This proposal would save those 49 jobs for current teachers and in addition, would provide them with an unprecedented opportunity for future administrative responsibility. These facts are likely to decidedly separate the teacher's organization from the administrators' association, and strongly appeal to the city's political powers.

It is suggested that support be separately and sequentially obtained, after clearance with legal counsel, from the Chairman of the School Committee and the Mayor. It is suggested, next, that the proposed reorganization be presented to the School Committee.

In no event should the plan be made public before a steady and intensive public relations campaign has been implemented emphasizing the sheer, powerful necessity of initiating moves to save money and cut costs, wherever possible, without reducing the number of teachers. Now, here is a chance to do so and enhance the personal quality of education as well. In brief, the constant depiction of this proposal as one that is educationally sound and financially innovative and responsible.

This kind of approach can constitute another extraordinary first for the Millburg School Department under the leadership of its Superintendent. It

will take courage to implement; the risks are there but the potential gains are unlimited. The public relations base must be carefully and quietly planned and developed in process fashion, with the planner working with the layout in a step by step method that he knows so well.

Respectfully submitted,

William F. Pepper

EXHIBIT NO. 6

MEMORANDUM PROPOSAL ON NEW SCHOOL
CONSTRUCTION AND REDEFINITION OF THE LEARNING
FACILITY

INTRODUCTION

For the best part of this century there has been a steady acceleration in the trend toward bigness pervading all aspects of education in the United States, in particular, and industrial societies in general. This phenomena, unabated until now, has witnessed the steady enlargement of administrative districts and the concomittant decrease in their number, It has also been most graphically evidenced by the ever increasing size of not only the school building facilities but of the individual classes they house. Usually, this movement is rationalized in terms of the necessity brought about by increasing population pressures and the urgency of providing additional classroom space in the most economic fashion. Educationally it is argued that more talen and program diversity and richness may be provided to a greater number of students under one roof.

The purpose of this proposal is to challenge the economic assumptions and show conclusively that the automatic operative premise of

savings being derived from increasing size is not necessarily sound, and that this error applies to both fundamental areas of financial measurement: capital construction and operating expenditures. The educational qualitative effects in terms of producing impersonality and irrelevently mass prescribed formal learning experiences for children, too often unresponsive to individual needs is well known. On both counts, the suggestions contained herein provide an alternative way which the City of Millburg with a declining population and an upcoming bond issue may ideally implement in a carefully staged fashion according to the precise needs identified by its own "Master Plan For Public School Facilities" as revised on September 1, 1970.

According to this plan, the most important priorities for new school construction within the next five years are an 800 pupil middle school - New Terrace Middle - and an 800 pupil elementary school - Broadway Elementary. This analysis will focus on this proposed construction in comparison to an alternative direction which would also attempt to meet the educational needs of these same elementary and middle school pupils.

CAPITAL COST ANALYSIS OF THE PROPOSED NEW SCHOOL CONSTRUCTION

The proposed priority construction of a new elementary and middle schools each for 800 pupils would cost an estimated \$4,000,000 for the elementary unit and \$4,700,000 for the middle school. According to the

revised master plan for school construction the breakdown would appear as follows:

Elementary School - 800 Students

(100,000 sq. ft.)

100,000 sq. ft. at \$28	\$2,800,000
Cost of Financing \$3.5 at 8 1/2%	300,000
Site Improvement	50,000
Movable Furniture	150,000
Arch. & Eng. Fees	<u>200,000</u>
Site Acquisition	<u>500,000</u>
TOTAL	\$4,000,000

Middle School 800 Students

(120,000 sq. ft.)

120,000 sq. ft. at \$28.	\$3,360,000
Cost of Financing \$4.2m at 8 1/2%	350,000
Site Improvement	90,000
Movable Furniture	150,000
Arch. & Eng. Fees	<u>250,000</u>
Site Acquisition	<u>500,000</u>
TOTAL	\$4,700,000

Including site acquisition, then for both of these proposed new schools the total capital outlay is estimated at \$8,700,000.

OPERATIONAL COST ANALYSIS OF 800 PUPIL
ELEMENTARY AND 800 PUPIL MIDDLE SCHOOLS

The other economic factor which must be assessed in any attempt to evaluate and compare alternate types of facilities is the operational expenditure to which a system becomes committed when it adopts a particular physical plan. Past experience enables us to estimate with a fair degree of certainty the cost of operating both elementary and middle school programs serving approximately 800 students. In order to obtain a clear picture of this in the Millburg experience we can usefully look at the line appropriations for the M.L. King Elementary School and the Jones Middle School for the fiscal year ending June 30, 1972.

The final approved budgetary appropriation for the King elementary school for the current fiscal year is \$338,081. It breaks down as follows:

Salaries and Wages	\$311,108
Laundry and Cleaning Services	877
Postage	240
Rental of Other Equipment	32
Membership & Registration Fees	50
Textbooks and Rebinding	7,230
Reference Books	100
Periodicals and Subscriptions	200
Educational Supplies	3,500

Office Supplies	333
Health Supplies	44
Educational Equipment	800
Telephone and Telegraph	1,267
Gas	160
Electricity	5,915
Water	275
Fuel	<u>5,950</u>
TOTAL	\$338,081

The final approved appropriation for the Jones Middle School for the current fiscal year is \$516,293. It breaks down as follows:

Salaries and Wagws	\$470,974
Laundry and Cleaning Services	200
Postage	335
Other Insurance	135
Membership and Registration Fees	55
Textbooks and Rebinding	6,750
Periodicals and Subscriptions	475
Educational Supplies	7,000
Office Supplies	733
Educational Equipment	3,800
Library Books	476
Telephone and Telegraph	1,635
Gas	498
Electricity	5,180

Water	500
Fuel	<u>17,535</u>
TOTAL	\$516,293

THE MINI CENTER ALTERNATIVE

With the capital and current operating figures in mind it is now possible for us to develop and compare a radically different alternative for providing educational facilities.

The proposal is that the Millburg School Department commit itself, beginning with the fulfillment of its present priorities for new and improved building facilities, not to construct any more mass schools. Instead, it should set a course of acquiring and altering and renovating as well as modularly constructing Learning Center units with a maximum daily membership capacity not to exceed 30 students in any instance. A traditional unit of 800 students would thus become a Segment of some 27 Mini Learning Centers operating, as we shall see, at the same expenditure levels as the mass school, and constructed or acquired and altered, also, as we shall see, at an extraordinary capital savings from each unit. In addition to the immediate implementation of the Mini Learning Center concept transition planning should be undertaken for the gradual phasing out of the rest of the School Department's mass schools so that eventually only a select number of the large facilities continue in operation, transformed into area or neighborhood Formal Learning Centers with equipment

and resources designed to supplement the Mini Center programs and, in general, be a varied community learning institution.

MINI CENTER CAPITAL COSTS

Acquisition and Alteration or Construction

It is proposed that \$122,500 in capital funds be designated for the establishment of each new 30 pupil elementary Mini Learning Center. In terms of the parallel middle school needs it is proposed that \$145,800 be set for the establishment of each new 30 student learning unit.

These projections break down as follows:

Elementary (min. 3750 sq. ft. or 125 sq. ft. per pupil)

Acquisition and Alteration or Construction	\$100,000
Arch. & Eng. Fees	8,000
Movable Furniture	6,000
Cost of Financing	<u>8,500</u>
TOTAL (ea. unit)	\$122,500
Units Required for 800 students	<u>27</u>
TOTAL COST (fac. 800 students)	\$3,307,500
Projected Master Plan Cost for new mass elementary school construction	4,000,000
Less Cost 27 Mini Learning Centers	<u>3,307,500</u>
CAPITAL SAVINGS PER 800 STUDENT FACILITY	\$693,500

Middle (min. 4,500 sq. ft. or 150 sq. ft. per pupil)

Acquisition and Alteration or Construction	\$120,000
Arch. & Eng. Fees	9,600
Movable Furniture	6,000
Cost of Financing	<u>10,200</u>
TOTAL (ea. unit)	\$145,800
Units required for 800 students	<u>27</u>
TOTAL COST (fac. 800 students)	\$3,936,600
Projected Master Plan Cost for new mass middle school construction	4,500,000
Less Cost 27 Mini Learning Centers	<u>3,936,600</u>
CAPITAL SAVINGS PER 800 STUDENT FACILITY	\$563,400
CAPITAL SAVINGS PER 800 STUDENT ELEM. FAC.	<u>693,500</u>
TOTAL CAPITAL SAVINGS EACH PAIR ELEM. AND MIDDLE SCHOOL PRIORITY	\$1,256,900

These cost projections are quite generous considering the areas and land values and housing costs actually involved. More likely than not the actual savings would be greater. A survey of existing dwellings in a number of sections of Millburg indicates that basically adequate and structurally sound existing buildings may be acquired at the present market price range of \$30,000 - \$50,000 leaving \$50,000 - \$70,000 for alterations, renovations and conformation. On the basis of my experience in precisely this kind of process - acquisition and conformation of struc-

tures consisting of 3,500 sq. ft. to 5,000 sq. ft. designed to serve 25 to 50 children in educational programs, the amount earmarked for alterations is quite realistic, not only in terms of conforming the buildings to local laws but also for the purpose of providing a warm, complete learning environment.

To be certain, there are distinct limitations upon the acquisition - alteration approach in any urban area. Even though the factor of inadequate housing is mitigated, somewhat, in Millburg by a population decline there will be realistic limits upon the acquisition and use of existing dwellings in every section of the city. In some inner city areas it may be very largely unfeasible. I have developed it to some extent, however, to illustrate the possibility of this approach being implemented on a selective basis.

The more viable and creative means of establishing Mini Learning Centers is through site acquisition and economic construction. There are an exciting number of possibilities which derive from the use of modular concepts and pre-cut structures. A survey - H.U.D. sources - indicates that the cost of construction ranges between \$15 and \$25 per square foot, contrasted with the usual rate of \$28 p/s/ft. projected for mass school construction.

This proposal suggest that a base capital allocation of \$100,000 be earmarked for elementary site acquisition and Mini Center construction.

(see above) At a median cost of \$20 p/s/ft. for an elementary center for 30 students (3750 sq. ft.) the construction expenditure would amount to \$75,000, leaving \$25,000 for initial site consideration and purchase. At the same rate, a middle center, also for 30 students (4,500 sq. ft.) would cost \$90,000, leaving \$30,000 (the base figure suggested for middle Mini Centers is \$120,000) for site consideration and purchase. The degree of saving is self evident when one compares the figures of conventional mass construction and Mini Center development. (see above) The advantage of faster completion also derives from modular type construction, and I shall discuss the educational advantages later.

Now it is necessary to turn to the comparative operating costs of the Mini Centers and the mass school.

MINI CENTER OPERATIONAL COSTS

A major rationale for the mass school is the claim that it can be operated far more economically than the smaller units which are all too readily associated with an earlier time. This is quite frankly not so, if one applies careful system or segment wide planning. Parkinson's Law inevitable applies to the cumulative growth and expansion of any institution or division of an operation. That is, the increase of personnel, for example, generally outstrips with its subdivision of functions the necessary tasks to be performed.

This proposal calls for the replacement of the 800 students mass school with a segment of 27 Mini Center units of about 30 students each. The official operating expenditure figures, for the current (ending June 30, 1972) fiscal year are as follows: K - 4, \$1,107; 5 - 8, \$964; 9 - 12, \$1,096, per student. These figures relate to costs figured from Average Daily Attendance which in Millburg is compiled with a daily absentee rate of 30%. (ie. in an 800 pupil school, daily attendance would approximate 560).

The suggestion herein is that the 27 Center unit operate entirely within the existing operational expenditure framework. The costs and resources are simply to be cross applied to the various centers rather than concentrated in one school. In this vein, there would be no necessary changes in the personnel structure of the 800 student school. The same number of professional and administrative staff would serve the 800 children even though the learning environments are to be spread out. If the real per pupil expenditure for K-4 children is, for example \$1,107, each Mini Center of 30 students would be expected to function on this amount less the portion legitimately attributable to Central Administrative operation. As per the earlier operating figures (see above) a Mini Center Segment replacing the Jones Middle School would be bound to operate within the framework of a division of the Line appropriations of the old Jones operation. A careful analysis of these Line items shows little difficulty in doing this, Salaries remain constant, as would textbook

and rebuilding costs, and should educational supplies and equipment. The other substantial items relate to utility use and fuel. The pro-
ration of these is conjectural, to some extent, of course, but on the
basis of operational budgets which I have administered for 30 student
units, would appear to offer no shocking deviation from the total figure.

As the new operational entities develop some experience opportunity
to cut current costs may evolve beyond our present expectation. We can
only speculate, for example, at the extent of the reduction which might
occur in the area of maintenance alone, but, I submit that what we would
find is that the large installation is disproportionately expensive to keep
up in every way and that the cost of maintaining smaller and simpler units
would geometrically cut into the current appropriations.

ADMINISTRATION OF THE MINI LEARNING

CENTER SEGMENTS

The administrative work of the Mini Center Segment may be conducted
in one of the units which best affords the space. All of the functions will
parallell those traditionally performed by the mass school office. Each
center should have a head of team, or a "Head Teacher" who will function
in the capacity of a kind unit coordinator. In the case of the elementary
centers it is likely that there will only be one regular teacher, while
others may "visit" on a regular basis. If others are designated for
middle and high school years the resident teaching core may yield contin-

ually throughout the day to visiting teams and individuals with various skills and specialties. All of this to be implemented within the personnel framework of the former mass school. Even the custodial responsibilities should be proportionately assigned among the existing staff.

The center's administration is still responsible and accountable to the School Department's central administration through its area director the appropriate Segment Manager. Governance, then, remains, at least initially, as it is presently established although it is anticipated that it will be far more possible to involve parents and students in advisory board activity because of smallness of their learning environment and the consequent enhancement of all areas of participation and involvement. Each Mini Center should develop its own board and the inclusion community people should be encouraged wherever possible.

PROGRAM

Wherever possible ungraded, highly diversified and individually oriented learning opportunities should be developed in each Mini Center. The projection should be for resource service to the entire community with learning activity going on day and night throughout the week, all year round. To the greatest degree possible these programs should mirror those of the larger area Formal Learning Centers to which converted

use many (selectively chosen) of the old mass school plants may be reoriented.

One of the key emphasis of the Mini Center approach is the necessary commitment to mobility of both faculty and students. No longer is a building, a special place for learning to be stressed, but rather the modest base is to be viewed as a point of departure or take off from which the learning experience goes into the community for direct experience and contact. Recreational and physical educational needs may take the group to local facilities or the larger Formal Learning Center on a regular basis. Small laboratory rooms put together by students and faculty in the Mini Centers may be complimented by larger ones, where necessary in the later years at the large center, and the cultural life of the city should be absorbed and experiences along with every other civic and commercial aspect of its life. There is increasing precedent for this approach to learning with Philadelphia's Parkway School setting an early example and Millburg's own "Alternative High School" providing a local model.

The Mini Learning Center, then, is to be viewed as sort of an educational "base camp" from which learning groups reach out and experience and absorb and to which they continually return to discuss, digest and internalize what they are learning about life and themselves. No longer will "school" be seen as a prohibitive structure grandly sitting on the periphery of the real world isolated, and isolating, from the relevance and reality of living all those who increasingly reluctantly enter its doors.

THE EFFECTS OF THE ADOPTION OF THE
MINI CENTER APPROACH ON THE QUALITY OF
EDUCATION

To this point of the Proposal I have primarily considered the financial aspects and ramifications of a dramatic shift from mass schooling to smaller, more personal and individualized learning environments. Because of the weight opponents of such a plan inevitably place on its "economic unfeasibility" it is necessary that these matters be discussed at the outset. This reality is lamentable for it relegates the consideration of educational quality to a secondary position. It is also irrational, to some degree, for most systems contain viable examples within their present operation for the favorable cost analysis of small and large programs frequently demonstrating the possibility of saving being derived from the smaller units. In Millburg, for example, there is the instance of the Army Street Elementary School (a special educational facility at that) with 47 students costing \$607.55 per child - as per appropriation of the current year - and the Tower Elementary School - reputedly one of the best elementary units with some special education programs and grades 3 -5 - drawing a current expenditure for its 293 students \$640.64 per child. These figures are based on the actual amounts finally approved, line by line, for the actual operation of the two schools for the current year. They show clearly , that the smaller unit - with 17 more pupils than is projected for the Mini Centers -

are capable of being operated more economically. Even with the saving in the Army setting there are reportedly an average of 12 students per class - with four classrooms in use - as opposed to 16 in 18 classrooms in the Tower School. Further there is 255 square feet per student at Army contrasted with 156 square feet, nearly 100 feet less, at Tower.

I don't think that there can be any serious question that educational quality may be enormously enhanced by opting for the smaller, more flexible and individually oriented programs of the Mini Center. My experience is that the upgrading and involvement go hand in hand to greatly aid the learning of formal skills, social development in general and overall acceptance of participating in a learning environment.

I have seen the seriously damaged and turned off children, from school phobics who previously were physically forced to attend school to the widest range of disturbed and maladjusted children become functional, happy participants in this kind of program. Within one year I have seen non-readers aged variously 12 - 16 become motivated and increase their levels anywhere from 2-five grades. But, most importantly, perhaps, in terms of the mass of children who "just get along" in the traditional large school program, the formal achievement gains have been superseded only by the happiness of the learners.

The key to this kind of success lies, of course, with the creation of a warm, personally oriented and stimulating environment where the interaction between all of the members is warm, mutually supportive and encouraging

of individual inclination and growth. I have seen this attempted within the large school, and depending upon the effectiveness of individual teachers it is better in varying degrees, to mass instruction. Ultimately, however, it fails and falls considerably short of expectations for its thrust is directly contradicted and undercut by the total environment in which it is housed - the mass school.

If one is committed to this kind of humanizing of the formal educational process, then it is necessary to advocate, as strongly as possible, the Mini Center structures outlined previously.

EXPERIMENTAL IMPLEMENTATION OF THE MINI CENTER

PROPOSAL - PRE CONSIDERATION

The research and analysis involved with the preparation of this proposal has uncovered some questions which should be raised by the Superintendent's Office and answered to his satisfaction before any final decisions are made with respect to the very next capital construction projects. Before outlining my suggestions for alternative ways of fitting the Mini Center proposal into the existing, already identified building priorities of the Millburg School Department, I feel it incumbent upon me to briefly mention this concern.

The Master Plan For Public School Facilities lists as the first and second priorities in the "Early Phases" or next construction, the building of two proposed new facilities, namely: an 800 pupil New Terrace Middle

school on a new site of 2.74 acres to be acquired at proposed cost of \$500,000 and constructed at a cost of \$4,200,000; also, the building of an 800 pupil New Broadway Elementary School on a site totalling 4.97 acres (part of which houses the present, but to be removed, Terrace School) of which 3.42 acres is to be acquired at a cost of \$500,000 with actual construction costing \$3,500,000. (See Attachments I & II)

The figure set as the cost of the proposed acquisition must be called into question. The two land areas - 4.97 acres designated for the elementary school with 1.55 already owned, and 2.74 earmarked for the Middle school site are assessed, as indicated by the Master Plan itself, at \$256,420 and 257,940, respectively. Since assessment is at 80% of real value in Millburg and real value is determined entirely on actual market value, that is, a projection of what the property is worth on the market, it is a relatively easy task to figure that the real value of the property in question, at the time of the Plan's formulation, \$320,525 (elementary site) and \$322,425 (middle school site) or together \$642,950 some \$357,050 less than the figure of \$1,000,000 set forth in the Plan for site acquisition. (See Attachments I & II for site acquisition figures.)

There may well be some reasonable explanation for this considerable discrepancy. I have been unable to infer it, however, and in any event it is a question that should be promptly asked by the Superintendent.

I have considered the possibility of the planners projecting increased valuation of the site but a 36% rise over a period of some 2-2 1/2 years

when the purchase would be slated to take place, seems excessive to say the least. This is particularly so in light of a careful examination of the sites which reveals increasing disrepair and deterioration of the existing improvements. (structures approaching or already substandard in quality) This factor leads not to an increase but a sharp decrease in market potential and real value. It also occurred to me that "site acquisition" costs might have been intended to include demolition or other site improvements necessary for completion prior to the commencement of construction, but, here, there is an additional figure for each site. (\$50,000 - elementary, and \$90,000 - middle.) See Attachment I.

We may be closer to the true situation when it is realized that both sites fall within the confines of the Broadway Redevelopment Project and that the plan is to coordinate the new school construction with that project and, in fact, be incorporated into it. This means that the city should be able to take advantage of a site cost write down and non-cash contribution credit allowed in redevelopment projects of this sort. Land, here with inflated values, may be viewed as this kind of contribution and the amount applied to the credit amount sought for the entire redevelopment area. Such would be the purpose to which the educational Bond Issue really relates. If this is the case, (that the School Department is to provide such a general subsidy well beyond the purview of financing for education, aside from the questions of legality, the Board and its Superin-

tendent should at least be aware of the reality and consciously make the policy.

I must stress, at this point, that all of this is conjectural and in the final analysis all that I am seeking to do in this instance is to raise the issues and suggest that the Superintendent merely ask a few obvious questions. All of this concern might have been obviated if anyone from the Urban Development office had cooperated with the Superintendent's Administrative Assistant who sought constantly, for nearly a week, to gain answers to very simple, direct questions. She was met with pleas of ignorance, buck passing, evasion and finally unreturned phone calls.

MINI CENTER IMPLEMENTATION

It is proposed that the Millburg School Department commit itself to experiment with the Mini Center concept before undertaking the construction of any new mass schools. This may be simply done in line with existing priorities by adopting one of the three alternatives.

Alternative I

Construct Mini Center educational parks on the already identified 7.71 acres earmarked for elementary and middle mass school use. This would mean the construction and acquisition and renovation of new and some existing units planned to house no more than thirty students. The actual cost including land purchased would, of course, have to await the outcome

of the previously raised questions, but, for present purposes let us assume the cost to be as indicated, and take the \$1,000,000 figure as a constant. Mass school construction would cost \$3,300,00 (elementary, including building, financing, and architect and engineering fees.) and \$3,960,000 (middle same inclusions) Mini Center Construction (27 units, with maximum financing charges, \$300,000 and maximum construction rates for modular building \$25 per sq. ft. where quotations have been closer to \$15 per sq. ft.) for the elementary priority each center 3750 sq. ft. - would cost in the area of \$3,031,250 or a saving here of \$268,750. The Mini Center middle units (also 27 with maximum financing charges calculated, \$350,000, and maximum construction costs \$25 per sq. ft. and maximum architects and engineering fees \$250,000) each with 45000 sq. ft. would cost some \$3,637,500 or result in a saving of \$322,500.

Site improvement figures have not been entered for they should remain basically constant. Where an existing structure might be conformed for Mini Centers use, demolition costs might be saved, but in other instances Mini Center use of the sites might involve more alternative work. Similarly, the costs of movable furniture have not been included here, for as projected earlier they would likely also be constant and spread over the various centers.

These savings then, a total of \$591,000, are true and minimum on the basis of the building realities. If the land purchase estimates are adjusted,

so that the earlier capital projection of \$122,500 for elementary Centers (each) and \$145,800 for middle Centers (each) the actual savings would be, as previously outlined, considerably more.

Alternative II

Implement, experimentally, the Mini Center concept on one or the other, rather than both the proposed elementary and middle school sites. By using it in this more limited fashion alongside a mass school development it would be possible to compare all aspects of both. If, for example, the elementary site were chosen the Mini Center park housed in separate units around and within the 4.97 acres would provide an ample basis for controlled study and observation affording the savings calculated for that aspect.

Alternative III

The third alternative is the consideration of the Northwest Middle School (priority #3, early Phase) and the potential site out on Dante and Miles Avenues. This possibility illustrates the desirability of going outside the crowded urban center for sites wherever possible. The 4.94 acres of land here, with the possibility of more available, is assessed at \$59,634. (including some existing structures) Its real value is thus around \$74,543. At this rate the earlier projections of acquisition and construction costs for each Center is clearly realistic.

Problems

The major difficulty lies in getting the architectural, engineering and

construction skill to devise a new educational architecture; a home if you will for the new structuring of education in the urban environment. I have here proposed the Mini Center concept in the form of "parks" to keep as close as possible to the Millburg priorities and needs. Space will demand the development of a multi level structure and this is the architectural challenge. Rather than concentrating the Segments - elementary or middle in this instance - it is highly more desirable and practical to plan to scatter them all over the city, according to a definite conception of need and priority.

These alternatives, then, and this projection in its entirety are to be regarded as stimulants for thought.

Preferential Alternative

In my judgement, it is more preferable from every standpoint that Millburg not go ahead with either mass school or Mini Center development on either of the two primary sites just discussed, or for that matter, any other single site, including the Dante - Miles - Northwest land. Rather, it seems to me that it would be unquestionable wiser in terms of educational decision making, and probably, also voter sympathy, to withdraw the existing Bon Issue question or replace it with one less than 50% of the original amount. My suggestion, therefore, is that the local question be related to an issue not to exceed \$3,500,000 nor to be less than \$3,307,500, the exact amount to be determined by the School Department.

It is urged that these funds be publicly earmarked for the construction of the first Mini Center alternative structures which would replace, and be in the area served by Grove, Willow, Althea, and Asa Messer. This would require the location and designation of sites for construction and/or existing structures suitable for conformation, for 27 Mini Center Units. They would be scattered throughout the affected neighborhoods, but constitute one administrative unit, and give Millburg its first experimental opportunity to test the concept.

It is urged that the existing middle school facilities be made do, for the time being, and that, in fact, there be no new schools be constructed until this experiment has an opportunity to be tested. Having fairly thoroughly combed the area in question I have little questions that existing sites and facilities may be found and designated for the new concept, I, for one, would have few fears about serving on such a site and building designation committee.

EXISTING FACILITIES UNDER THE NEW CONCEPT

It is proposed that once the feasibility and desirability of the Mini Center approach is established that a master plan for the phasing out of the existing facilities be developed. It would likely extend over a period of 15-20 years and would allow for the sale or revised use of some areas and the re-designation of many others as large Formal Learning Centers serving specific areas and Mini Centers in every section of the City.

FINANCING

To the extent that the New Mini Center Units serve the renewal project area they may earn up to three times their cost in Federal Grants if their construction is timed with the overall renewal construction schedule. These units may then be viewed as local non-cash contributions (as mentioned earlier) as may the sites of any of the existing schools which are to be replaced.

Existing State Law provides for the payment to cities and towns of 30% of the non-federal share of the cost of construction or improvement of schools. The proposed construction or improvement must meet the approval of the State Commissioner of Education, and since it is amortized over a twenty year period cannot be discounted in advance of a bond issue.

The possibility of Title I money should be explored (Elementary and Secondary Education Act of 1965) however dry the federal well appears to be at any given time. A portion of these funds available to education in poverty areas may be spent for the construction of facilities serving these areas. The special, experimental nature of the proposed construction contained herein, might be an additional incentive for consideration of a Millburg application.

The principal method, of course, for local capital school construction is still the floating of long term bond issues which must meet voter approval in a referendum. From 1965-1970 Millburg has spent over \$11,000,000 on school capital improvements and construction. Conventional construction

costs are rising rapidly, with no apparent abatement. It is only a question of time before the voters of the city say no to new capital expenditures. Faced with a new request for capital funds between seven and eight million dollars in 1972, they might just reject the whole package. Asked to support an attempt to set in motion a new approach to providing educational facilities, which promise to save them substantial money not only in the future, but immediately, and which comes in now, during these very difficult economic times at less than 50% of the original issue, as planned, they could well affirm the request enthusiastically and commend their school administration and Board for its initiative.

CONCLUSION

By every measure this proposal for a commitment to experiment with the Mini Center concept merits the most serious consideration. It will enhance educational quality by providing once again the smaller more personal learning environment where the individual can easily relate and see his individual needs served. Economically, it would cost less in capital terms both immediately, and in the long run, and operationally it would cost no more, and I think, experience would demonstrate, somewhat less than the large mass operation.

Bigness, in terms of cities and all of its institutions has about run its course in America. The trend in every aspect of life is once again to the re-establishment of the smaller community and neighborhood entities

where the people can assert some measure of control over the various aspects of their living. So, not only community schools, are appearing in every urban area, but neighborhood police, and social welfare committees, health teams and planning groups are coming to the foreground in response to the failure of large centralized governing structures to adequately do the job. The educational picture and its governance needs in Millburg are not that severe. In fact, responsive education in that city will probably only emanate from the initiative of an enlightened central administration which has already begun to move. But, the plan, herein, will make it easier for education to involve all of the people concerned with the development of their "schools" and programs. It is an essential tool for the enlightened central administration, and more truly makes the formal learning facility an integral part of the community it serves and not peripherally isolated from it on its fringes. In a sense, then, this proposal greatly compliments, although they may be viewed separately, the previous proposal for the phased restructuring of the Millburg School system. Implementation of both will mean a new day for education, not only in Millburg, but for the nation.

In the final analysis, it is unthinkable that the new education can flourish as well in the house of the old which factory like orientation was reflected in the very nature of its physical facilities. No, the new education needs, indeed must have, a new house, especially created

for its life affirming purpose. The challenge of giving it shape is one that faces all of us. The time for action in the Millburg situation is now.

Respectfully submitted,

February 6, 1972

ATTACHMENT I.

Cost Analysis of New Schools800 Pupil Elementary School

Area 800 x 125 sq. ft. = 100,000 sq. ft.

100,000 sq. ft @ \$28.	\$2,800,000.
Cost of Financing 2 x 1/2 (3.5 m @ 8 1/2%)	300,000.
Site Improvement	50,000.
Movable Furniture	150,000.
Arch. & Eng. Fees	200,000.
Total	<u>\$3,500,000</u>

Site Acquisition	<u>500,000</u>
Total	<u>\$4,000,000.</u>

800 Pupil Middle School

Area 800 x 150 sq. ft. = 120,000 sq. ft.

120,000 sq. ft. @ \$28.	\$3,360,000.
Cost of Financing 2 x 1/2 (4.2 m @ 8 1/2%)	350,000.
Site Improvement	90,000
Movable Furniture	150,000.
Arch. & Eng, Fees	250,000
	<u>\$4,200,000.</u>

Site Acquisition	<u>500,000.</u>
Total	<u>\$4,700,000.</u>

ATTACHMENT II

Cost Estimates of School Program

Proposed Facility	Site to be added (Acres)	Total site Agerage (Acres)	Site Acquisitions (\$000)	Building & Dev. Cost (\$000)	Total Gross Cost (\$000)
<u>Early Phase</u>					
Terrace Middle (800 pupil)	2.74	2.74	500.	4,200	4,700.
Broadway Elem. (800 pupil)	3.42	4.97	500.	3,500	4,000.
Northwest Middle (800 pupil)	4.94	4.94	60.	4,240.	4,300.
West Elem. (converted) (900 pupil)	.12	6.81	60.	1,440	1,500.
Laurel Elm. Addition	2.09	2.83	275.	1,725.	2,000.
O'Neil Elm. Addition	.73	3.07	65.	1,435.	1,500.
Sub-total	14.04	25.36	1,460.	16,540	18,000.
<u>Later Phase</u>					
Strand Middle Addition	none	5.59	none	1,200	1,200
James Addition	none	2.90	none	600.	600.
New Dodge (800 pupils)	2.90	2,90	400.	3,500.	3,900.
Socked Elm. Addition	none	1.60	none	1,000.	1,000.
Reid Addition	none	4.17	none	600.	600.
New Town (800 pupils)	3.40	3.40	100	4,200	4,300.
Sub-total	6.30	20.56	500.	11,100.	11,600.
Total Program	20.34	46.02	1,960	27,640	29,600.

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