

**GOALS AND PLANS FOR EDUCATION**  
**IN**  
**NEW YORK STATE**

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A Memorandum from the

**Commissioner of Education**

to the

**Board of Regents**

**AUGUST 1961**

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The University of the State of New York  
State Education Department  
Albany

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THE UNIVERSITY OF THE STATE OF NEW YORK

Regents of the University

With years when terms expire

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## FOREWORD

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The Regents are pleased to release herewith a memorandum on "Goals and Plans for Education in New York State" presented to the Board for discussion and consideration by Commissioner Allen at the Board's August 1961 meeting. As the Commissioner states, the memorandum is a working paper and is subject to refinement after further study and deliberation. In the meantime, the Regents commend the Commissioner's statement for reading by all interested in the future of education in the State. Both the Regents and the Commissioner welcome comment and criticism.



*Chancellor*

State Board of Regents

August 25, 1961



**Memorandum to: The Honorable Members of the Board of Regents**

**From: James E. Allen, Jr., Commissioner of Education**

**Subject: Goals and Plans in Education for New York State**

In the final stanza of Henry Van Dyke's poem about Henry Hudson's trouble-filled last voyage in which he has had to cope with violent storms, a shipwreck and finally the mutiny of his crew, Hudson gathers together the few remaining loyal crew members and turns to his first mate with these words:

“ So point her up John King, nor'west by north,  
We'll keep the honor of a certain aim  
Amid the peril of uncertain ways,  
And sail ahead, and leave the rest to God.”

Today, we live in an apocalyptic period, filled with spectacular scientific achievements, the threat of a nuclear holocaust, worldwide political upheavals and many other unsettling social changes. These conditions have and will continue to have a profound effect upon the needs and goals of American education.

It is important, therefore, that we who share a major responsibility for charting and guiding the course of education in New York State should pause from time to time “amid the perils of uncertain ways,” to mark our progress, reassess our needs and reestablish “the honor of a certain aim.”

Hence, I propose that we — the Regents and the Department — devote a major portion of our time and deliberations during the next few months to a review, clarification and reformulation of the goals which should determine the development of our plans and progress for the years immediately ahead.

This is not a new undertaking. For many months the staff of the Department has been devoting much time and effort to an assessment of the educational needs of the State and to a consideration of ways of meeting these needs. The results of these efforts have been the basis for the several policy statements and recommendations adopted by the Regents which led to the vast array of programs and services enacted into law by the Governor and the Legislature.

Two years ago the Department undertook and successfully completed a series of studies relative to the emerging requirements and

increasing costs of the public school system. The report of the first of these studies summarizes the major factors and conditions of our times which are likely to shape education's goals, needs and programs for the years immediately ahead. Briefly stated, these factors are the following :

*Threat of Nuclear War and the Spread of Communism.* The conflict between the western democracies and their allies and the totalitarian powers poses a constant threat of thermonuclear war which could easily result in the disintegration of the human race. Communism continues to spread throughout the world. It stands as an ever-present threat to man's freedom ready to take advantage of the slightest signs of any relaxation of our vigilance. Clearly, the determined expansion of Communism is the overwhelmingly predominant reality which is shaping our times.

*The Rise of "Underdeveloped Countries."* The conflict between freedom and totalitarianism takes on added significance in terms of the persisting struggle for self-improvement and self-determination throughout the world. In the turbulent times ahead, technologically and sociologically backward countries in Africa, Asia and Latin America will seek to determine their role in the family of nations and their relationship to the two major powers. The convulsive character of the world situation makes it imperative that the citizens of America have the vitally needed knowledge and understanding of other peoples (and of themselves) that will enable them to work constructively, realistically and effectively with their world neighbors.

*Expansion of Knowledge.* Of special significance in considering the contemporary challenge to education is the tremendous expansion of knowledge in our times. The rate of accretion of knowledge is much faster today than ever before, and promises to be even faster in the future. Spectacular "breakthroughs" on the frontiers of science have pointed up the profound changes which have taken place in the substance of current knowledge, including new ideas and understandings of physical and social reality, and marked revisions in our conceptions of human nature and human behavior. Curriculums, teachers, texts and teaching aids must keep up with the new knowledge which scientific advances and social progress have revealed.

*Overemphasis on Materialism.* There is a deepening concern, on the part of many people, over the dangers, in a prevailing "affluent society," of an increasing emphasis on material values and a corresponding neglect of such lasting values as truth, beauty and goodness. This has led to an uncertainty about our goals — individual as well as national. Unless we know what we believe in and where we are going, we will not be able to stem this advance.

*The Threat to the Individuality of the Individual.* In many phases of contemporary life there is evidence of the lessening of individual freedom in the face of the bigness and complexity of our modern world. Man is becoming an institutionalized creature. His personal problems, his choices, his ambitions are being more and more incorporated into the activities of big government, business organizations, labor unions, professional associations and community groups.

Some restriction of individual freedom is inevitable because of the nature of the adjustments in patterns of living necessary when populations and problems are so immense. There are those who predict, however, that the time is coming when true freedom for the individual will be not only impracticable but impossible. This is a very real danger and the only way it can be avoided is by arousing in each person an awareness of himself as an individual and a realization of his duties and obligations as a person.

*Manpower Needs.* Modern technological developments, featuring the application of new knowledge to work processes, are changing the nature of man's work. Automatic devices are more than ever taking over the routine labor tasks previously performed by man and, at the same time, are setting for him new tasks, higher and more exacting in their requirements. The need for highly trained workers — scientific, technological and managerial — is steadily increasing. Moreover, there is a constant rise in the general level of knowledge and skill required of workers at all levels, from the lowest to highest. Each year there are fewer places in the working world for the uneducated and the untrained. We are faced with the anomaly of simultaneous growth in unemployment and employment and with more vacancies in key occupations than ever before.

*Continued Population Growth and Change.* The population of New York State has grown tremendously since World War II and the growth is expected to continue in the foreseeable future. Enrollments in all areas of our educational structure will accordingly continue to rise at a rapid rate. By 1970 we shall have to provide teachers and classrooms for an anticipated 800,000 more elementary and secondary school pupils and at least twice as many college students as were enrolled in 1960. The impact of enrollment increases will be particularly severe in suburban school districts and in public institutions of higher learning. Complicating the problems of increased numbers will be population shifts significantly changing the economic, social and ethnic character of many communities in the State, particularly the cities.

*Urbanization Blight.* Related to and intensifying the problems created by large-scale population movements is the process of obsolescence and deterioration of our urban centers. This process has accelerated the movement to the suburbs of socio-economically and culturally advantaged families, and has unbal-

anced the central cities with disproportionate numbers of immigrants with disadvantaged backgrounds. Metropolitan areas have become metropolitan complexes, with involved inter-governmental relationships, critical transportation problems, pressing social needs, and other problems born of a rapidly changing society.

*Changing Concepts About the Meaning of Equality of Opportunity.* In principle, the American public school system has been dedicated from the beginning to equality of opportunity. In practice, there is much yet to be done to make this principle applicable and meaningful to all individuals. The struggle of minority groups for equal rights, court decisions implying that "equal but separate is not equal," manpower shortages and other developments, fostered and heightened by the Cold War, are requiring that we review many of our traditional educational beliefs and practices, even if conscience did not goad us to do so.

## EDUCATION GOALS AND PLANS IN NEW YORK STATE

In the light of these conditions and trends, what should be the goals of education in New York State? What are the responsibilities of the Regents and the Department with respect to achieving these goals? In what areas and to what needs should we be giving special attention?

Without attempting to be final or all-inclusive, the rest of this memorandum is devoted to a consideration of certain selected elements of the educational enterprise, and is intended to serve as a *working document* for the further study and deliberations necessary for determining our answers to these questions.

### I The Teacher

The key to good education is the teacher. For nearly two decades we have had a shortage of qualified teachers. Despite improved salaries, special certification and recruitment programs, the shortage continues. The number of new teachers entering our schools has not kept pace with the need.

On the basis of enrollment projections, current turnover trends and present employment practices, we shall need to employ annually during the 1960's approximately 12,000 new teachers for our public elementary and secondary schools.

Of even greater significance, however, is the problem of quality. We need not only more teachers; we need better teachers. We cannot be satisfied until all teachers in our schools are as competent as

those we recognize as our best. An estimated nine per cent of the persons teaching in the public schools of the State do not meet minimum certification requirements. Thousands more are inadequately prepared for providing the quality of instruction needed. Much teaching talent is wasted by failure to make wider use of technological aids and improved educational practices.

*An adequate supply of well-qualified teachers must be our number one goal.* To achieve this goal —

1. The Department is formulating plans for more intensive and systematic recruitment efforts, designed to identify persons of intellectual ability and talent in the art of teaching and to attract them into the teaching profession.

2. We shall continue our policy of strengthening State certification standards accompanied by simplification of procedures and the removal of all unnecessary barriers to certification.

3. We shall take added steps to reappraise and strengthen courses for the pre-service preparation of teachers, giving special attention to building a strong foundation in the liberal arts, as well as in the techniques and practice of teaching. Standards for admission to the profession of teaching will be reviewed to make certain that only those persons who have real promise are admitted. At the same time we shall explore all possible means of reducing the time required for the adequate preparation of teachers in an effort to increase the supply.

4. We shall encourage school boards to review and improve their methods of selecting teachers and of inducting new teachers into service. Too many promising teachers are lost to the profession because of inadequate professional assistance at the beginning of their careers. At the same time no teacher should be given tenure who has not demonstrated the ability and desire to become a first-class teacher.

5. We shall continue to promote higher salaries and better working conditions for teachers in an effort to make the profession as rewarding and attractive as possible. Special rewards should be encouraged for the development of high skills in teaching.

6. We shall support and encourage all constructive efforts by the teachers themselves to advance their position as a profession.

7. We shall intensify present efforts to upgrade teachers in service and to encourage larger numbers in need of refresher courses to take advantage of the special programs available to them.

8. We shall make additional efforts to encourage the more efficient use of teaching time and talent through the use of

technology, teaching aides and better ways of organizing schools and grouping students for instruction.

9. The Department, through its research branch, will continue the study of teaching and teachers in an effort to gain further knowledge of the teacher characteristics and practices which produce better learning and development on the part of students.

## II The Student

Each of the four million students in the schools and colleges of New York State is an individual, with unique abilities, talents, needs and interests. *The goal is to provide each of these students with an equal opportunity for a good education.* Many conditions now limit the attainment of this goal.

One of these conditions is the existence of segregated and non-integrated schools. Studies have indicated that minority group children in such schools, especially Negro children, are educationally disadvantaged. Thousands more are educationally handicapped by the effects of low socio-economic conditions and detrimental home backgrounds.

Other factors limiting the use that children can make of the educational opportunities open to them include the too frequent failure of the schools to identify special needs and talents. Much talent is lost by such failure and many children are denied the opportunity to realize fully their potentialities as individuals.

“The central goal,” said President Eisenhower’s Commission on Goals, “should be a renewal of faith in the infinite value and unlimited possibilities of individual development. Whatever constitutes a barrier to a man’s inalienable rights should be swept away.”

The Regents are firmly dedicated to this goal. As a part of our constant striving to remove all barriers to equality of educational opportunity for all children, the Department plans the following activities:

1. Efforts to encourage and assist schools in the development of measurements for the early identification of variations in children — giftedness, handicaps, etc. — will be continued and increased.
2. Stronger efforts will be made to improve the quality of guidance and to encourage the employment of an adequate number of well-trained guidance personnel.
3. The schools will be urged to make it possible for more students, especially high school students, to acquire more of their learning through independent study.

4. A plan will be developed for identifying segregated and non-integrated schools and for systematically overcoming the educational disadvantages inherent in such schools.

5. Department policies, regulations and programs will be carefully reviewed and, if necessary, revised to prevent the development of conditions in the organization or operation of schools that would lead to or continue discrimination or segregation based on color or race.

6. Successful methods of counteracting the effects of low socio-economic conditions and detrimental home background will be collected and summarized for the guidance of local school authorities. (The special legislation and funds approved at the 1961 Legislative Session for uncovering and developing talent among the culturally deprived will facilitate the achievement of this goal.)

### III The Curriculum

The curriculum brings together the teacher and the student. The rapid growth of knowledge and research today in all fields of learning makes it imperative that every area of the curriculum be rigorously and constantly re-examined by the best scholars and teachers available. The Department has been alert to this need and much has been done to update the State syllabi and to supply the schools with new and improved curriculum materials. But more is needed.

The American school must be concerned with many objectives. These have been defined as: command of fundamental processes, character building, health, effective citizenship, worthy home membership, vocational competence, worthy use of leisure. Underlying all of these objectives there must lie a central focus which will guide the schools in their choice of activities for achieving these objectives. That central focus is the development of every student's rational powers. The Educational Policies Commission in its recent publication, *The Central Purpose of American Education*, puts it this way:

“The purpose which runs through and strengthens all other educational purposes—the common thread of education—is the development of the ability to think. This is the central purpose to which the school must be oriented if it is to accomplish either its traditional tasks or those newly accentuated by recent changes in the world. To say that it is central is not to say that it is the sole purpose or in all circumstances the most important purpose, but that it must be a pervasive concern in the work of the school. Many agencies contribute to achieving educational objectives but this particular objective will not be generally attained unless the school focuses on it.”

*The goal with respect to the curriculum, therefore, is the provision in each school of the State of materials, activities and procedures which contribute most directly to developing the ability to think.* To help the schools achieve this goal the Department will need constantly to maintain a thorough and rigorous review of its syllabi and teaching guides in each of the major areas of the curriculum, including, in particular, the following:

1. *Language Arts* — including reading, handwriting, spelling, speech, oral and written English and literature.

These are the fundamental processes which enable a student to develop the ability to think. The achievement of all other objectives of the school depends upon the foundation laid by the school in these basic subjects.

The Department has long centered attention on the language arts. At present we are working out a plan for a more intensive effort to improve reading. This plan, which will be presented for the consideration of the Regents later this year, will deal with the improvement of reading competence and interests of both children and adults.

## 2. *Mathematics*

The Department has done much in recent years to raise standards and improve materials in mathematics. As in reading, the key to progress in mathematics is upgrading the qualifications of teachers, especially elementary school teachers. Experimentation is revealing new effective methods of learning mathematical concepts and processes.

3. *Social Studies* — including geography, community civics, American and New York State history, world history, American government, economics and sociology.

The impact of change in today's world imposes special difficulties in this area of the curriculum. Rigorous and frequent reappraisal of both content and method is essential. Special attention needs to be given to teaching the values, traditions and institutions of freedom, and to the principles and practices of democracy and its political processes. At the same time we need to include more facts about the history and policies of Communism, fascism and other non-democratic forms of government if our students are to be able to recognize the threat to freedom which these forms of government present. Our citizens must know and understand what they are *against* and what they are *up against*, as well as what they are *for*.

Other cultures of the world must also be included in this field. Of special importance is the inclusion of the cultures of the so-called non-Western world. At the same time the exercise of foresight demands attention be given to the effects of the conquest of space upon living.

During the coming months the Department will present to the Regents a complete review of our program and recommendations in the Social Studies.

4. *Science*—including conservation of natural resources, biology, chemistry and physics.

Here, too, substantial revision of the State syllabus has been accomplished and improved teaching guides have been prepared. It is obvious, however, that additions to and improvements in guides, textbooks and teaching aids must be a continuing process.

5. *Foreign Languages*

Every high school student should have a choice of at least two foreign languages and a minimum of three years should be available in each language. By 1970 every major foreign language should be available to all high school students, including Russian and Chinese. Language teachers should be required to be able to speak the language they teach. All high schools should be equipped with language laboratories.

6. *Health and Physical Education*

“Health,” states the Educational Policies Commission document, quoted above, “depends upon a reasoned awareness of the value of mental and physical fitness and of the means by which it may be developed and maintained. Fitness is not merely a function of living and acting; it requires that the individual understand the connection among health, nutrition, activity and environment, and that he take action to improve his mental and physical condition.”

Two years ago the Regents appointed a special committee to review the Department’s standards and recommendations in this field. The committee’s report urged more stress on physical fitness. Recently the President of the United States stated, in issuing a strong call for greater emphasis by the schools on physical fitness, that “The need for increased attention to the physical fitness of our youth is clearly established. Although today’s young people are fundamentally healthier than the youth of any previous generation, the majority have not developed strong, agile bodies. The softening process of our civilization continues to carry on its persistent erosion.”

The Department will give special attention to reinvigorating the program of the schools in this area.

7. *Vocational Education*—including practical arts, home-making, business education, trade and industrial training.

The advancement of science and technology is steadily reducing the jobs available for persons with low-level talents. Fewer and fewer job opportunities are available to those inadequately educated and trained. The man capable of using his mind as well as his hand is replacing the man trained only to use his hand. The availability of modern, high standard programs in vocational education is essential for personal fulfillment. It is equally

essential for the economic growth of the State and its communities. Emphasis should be on laying a solid foundation for continuing employment in a changing labor market, not merely for a first job.

A Statewide master plan for the expansion and development of vocational education to meet the demands of the 1960's is needed. This plan must take into account the State's economic and manpower requirements of the future as well as the needs of an expanding school population. The Department is taking steps to develop such a plan for the consideration of the Regents, in cooperation with other State departments of government and with industry and labor.

#### 8. *Music and Art* — including general crafts.

The fine arts play a major role in carrying out the central purpose of the school and in the development of the rational powers of the individual. A person who can comprehend and appreciate the arts has a better chance to understand the world in which he lives and to keep his life in perspective. The fine arts contribute to the development of understanding between peoples, the sense of human brotherhood, which is essential for our survival. The Regents and the Department must not allow the pressures of scientific and technological advancements to prevent the schools from giving full attention to the fine arts.

#### 9. *Moral and Spiritual Values*

Throughout the entire school curriculum there should be planned programs and activities designed to develop in young people a strong commitment to moral and spiritual values: commitment to honesty, accuracy and personal responsibility; respect for the intellect and for the intellectual life; respect for the dignity of honest work, etc. Knowledge and understanding of facts and processes are useless in a free society unless they can be related to values. The Regents have long stressed the importance of moral and spiritual training in the schools. This emphasis must be constantly renewed.

### IV The Classroom

Suitable educational facilities are important in providing conditions favorable to learning. Overcrowded classrooms and outmoded equipment are a handicap to both teachers and students.

School construction in New York State continues to lag behind requirements. It is estimated that by 1970 we shall need nearly half again as many classrooms as presently exist to replace obsolete buildings and for increased enrollment. *The goal is to remove present building deficiencies as rapidly as possible and to construct enough new classrooms to keep pace with the growing enrollment.* To achieve this goal, the Department will —

1. Accelerate and improve State services to local school districts, particularly in the interest of long-range building planning and the coordination of Federal, State and local efforts to provide the needed schools.
2. Maintain a continuing survey of classroom needs and of the difficulties in meeting those needs.
3. Promote maximum economy and efficiency in school building construction through modular design, repetitive use of component parts, new and faster techniques of construction, flexible standard plans and improved building materials.
4. Encourage planning and construction of buildings for multiple use, e.g., junior and senior high school buildings for evening use as community colleges, university extension centers and general community use.
5. Encourage building designs which will facilitate instructional innovations, including various pupil-teacher ratios, team teaching, machine teaching, educational television and other technological developments in instruction. Special attention will be given to making the school library a more effective learning center, equipped not only with adequate facilities for books, but with other modern study materials and aids, including self-learning devices.

## V Innovation in Education

The achievement of our educational goals will demand the utmost ingenuity, imagination and flexibility in the presentation of teaching material and in the use of personnel and facilities. Many traditional concepts and conventional techniques in education will have to be replaced by new ones designed to increase efficiency and improve quality.

All across America experiments with new concepts and practices are beginning to show significant results in the improvement of quality. New York State has taken the lead in this movement at both the State and local levels. The Department publication, *Schools of Tomorrow—Today*, and our programs to stimulate experimentation in instructional methods, in the use of television, in better methods for the discovery and education of talented students are among the many steps taken in recent years by New York State to promote experimentation and innovation. These efforts, however, are not enough. We need to consider how best to bring to bear the total educational resources of the State in a massive attack on resistance, lethargy and blocks to constructive change.

With funds granted the Department by the Ford Foundation, an intensive study has been made during the past year of how this can

be done. The report of this study and proposals for Statewide action will be available early this fall. After carefully considering the recommendations, the Department will present to the Regents a plan for further action.

The Department also will bring up to date and urge the adoption of plans for providing high quality, noncommercial educational television in all areas of the State as envisioned by the Regents in their farsighted plan of ten years ago.

## **VI The Administrative Organization of Public Education**

The public schools of New York State are administered through a complex array of local school districts and cooperative district arrangements, ranging widely in size of school population, in financial ability to support schools, in program and in quality of leadership. During the crucial years immediately ahead for education, the adequacy and efficiency of this administrative organization will be severely tested. The task of raising educational quality in the face of massive population movements, economic shifts and rising costs will require widespread changes and adaptations in district organization and administration.

*The goal is the complete reorganization of local districts in the State into efficient and economical administrative units, capable of responding readily to changing educational needs and conditions and to the aspirations and wishes of the people.*

The creation of sound local administrative organization has long been a major goal of the Department. Since 1950 the number of rural school districts has been reduced from 3,390 to 1,280. This trend must continue until the Master Plan for School District Reorganization has been completed. Under this plan the total number of districts would be reduced to approximately 500. Small districts, inadequate in size and financial base, are wasteful of personnel, facilities and money and a barrier to the provision of equality of educational opportunity.

At the same time special attention needs to be focused on metropolitan areas. The great challenge today in local administrative organization lies in metropolitan areas. Political, fiscal and bureaucratic controls, socio-economic problems and lack of public responsiveness have bogged down progress in many of our large city school systems to an intolerable point. Forty-two per cent of public school enrollment in the State is in the six largest city school districts. Steps need to be taken to inject new life into the education government of these city districts and to restore them to the position of leadership and influence they once held.

An urgent prerequisite for the achievement of better local school organization and administration in New York State is a new, streamlined Education Law. The present law is a massive collection of detailed and complex provisions, enacted through many years of patchwork efforts to adjust to specific needs and pressing problems, often of short-range duration. A major revision is needed which will simplify interpretation of the Education Law and make it a fully effective instrument for facilitating educational improvements and strengthening local autonomy.

The Department's plans for achieving the goal of improved local school administrative organization includes the following:

1. We recommend that the Regents seek authority and funds from the Legislature for a full scale revision and simplification of the State Education Law.

2. The Department will press for the completion of school district reorganization as envisioned in the Master Plan, and from time to time recommend measures for expediting the trend of progress.

3. We shall give special attention to the revitalization of the administrative organization of education in the State's major cities.

4. We shall appraise the accomplishments of the Boards of Cooperative Educational Services, clarify their function and recommend steps for increasing their effectiveness. Such appraisal will include consideration of other means of securing greater efficiency and economy in local school operation and administration.

5. The Department will re-examine the role of, and the future need for the position of district superintendent, including its relationship to the Department, as a part of the overall plans for modernizing the State's program of field supervision and advisory services.

## **VII Financing Public Education**

The financial needs of public elementary and secondary education will continue to increase in the 1960's. This will be so for many reasons. Enrollments will rise at all levels but much faster at the secondary level where costs are higher. More teachers and classrooms will have to be provided. More teaching materials and equipment and more expensive equipment will be required. More money will have to be spent on testing, guidance, etc., to discover and develop individual talents. More research and experimentation will be needed to improve the quality of education. Teachers' salaries will

have to be substantially increased during the '60's if the schools are to recruit and hold their share of capable manpower.

If these needs are to be met, major changes will have to be made in the concept and form of school finance programs. The emphasis must shift from the concept of equalizing the support of a foundation program, measured in terms of a uniform dollar figure for each pupil, to an emphasis which reflects the goal of developing each child to his fullest potential.

*The goal with respect to finance, therefore, is to adjust and strengthen the State's school finance program to the needs of a dynamic education system, capable of facilitating the educational development of each child to his fullest potential as a unique individual.*

To achieve this goal, the Department will:

1. Continue to press for the provision of sufficient funds to develop and improve the quality of education at all levels and in all of its aspects.
2. Seek to simplify state aid formulæ and to keep state fiscal controls to the necessary minimum, in an effort to enhance opportunities for maximum exercise of local autonomy.
3. Continue the study of relationships between the quality of education in the schools and the level of financial support.
4. Continue to encourage greater efficiency and economy in the administration and operation of schools to the end that each dollar invested in education yields maximum returns.
5. Explore the availability of new sources of revenue for school support.

## VIII Higher Education

In many respects higher education offers the greatest challenge facing the Regents and Department in the decade ahead. As the Regents well know, this challenge has for some time engaged an increasingly larger proportion of our time and energies. Last year's report of the special Committee on Higher Education, appointed jointly by the Governor and the Regents, set the stage for the expansion and development of higher education in the decade ahead. Major steps for the implementation of this report were taken at the 1961 Legislative Session. Despite these gains there is still much yet to be done to transform recommendations from words to deeds.

*The goals to which we are committed* were well stated in the Committee report, namely, (a) wide availability and diversity of educational opportunity to students with various intellectual capabilities and of all income classes in the State; (b) a strong system of

public, as well as private, education, including strong public universities; and (c) the attainment of excellence in academic instruction and research in all institutions of higher learning in the State.

In the pursuit of these goals, the Department will:

1. Support the prompt and orderly implementation of the State University Master Plan, which was designed to insure accommodations for double the present enrollment — graduate and undergraduate — by 1970.

2. Promote higher salary levels and better conditions of employment for faculty in higher education.

3. Continue our efforts through the Regents College Fellowship Program and other promising means to increase the supply of qualified college teachers.

4. Continue to insist on high standards in carrying out our responsibilities for the registering of curricula and the approval of degree programs in higher education.

5. Give effective meaning to the responsibility of the Regents for Statewide coordination of planning and development in higher education, including State University, City University and the privately controlled institutions. Such coordination will also take into account the needs and problems of the elementary and secondary schools.

6. Promote increased efficiency in institutional management and educational practice to ensure the wisest and fullest possible utilization of faculty, facilities and funds in higher education.

7. Encourage colleges and universities to develop increased opportunities for independent learning.

8. Give special attention to programs for meeting the growing needs for highly specialized personnel.

9. Give increased attention also to the vital role of research in higher education and its financial support.

10. Consider the increasing cost of graduate programs and the means of strengthening their support, including especially the needs of medical education and related health fields.

## **IX Adult Education and Other Educational Programs and Services Outside the Formal System**

Education is a continuing process which takes on added importance in a time of rapid social, economic and political change. There can be no such thing as a terminal period in education. With critical decisions following one after the other with no letup, we cannot afford to wait for wisdom in the next generation. We need *now* alert, well-

informed citizens who can participate intelligently in the making of these decisions.

*The goal is the provision of adequate opportunities throughout the State for all adult individuals to continue to learn and develop in all phases of their lives: work life, family life, public life, cultural life.*

To achieve this goal the Department will :

1. Continue to encourage the expansion of sound programs in adult education throughout the State within easy reach of every citizen.

2. Promote special education programs for the foreign-born and those culturally or economically deprived in order that the American principle of equality of opportunity may become meaningful for them.

3. Explore the greater use of television for adult education.

4. Establish a plan to make it possible for persons taking systematic courses outside formal education institutions (by television, correspondence, in evening adult courses, or in programs given by industry or labor, e.g.) to acquire appropriate education credit for their achievement.

5. Seek to bring the new public library systems to higher operating efficiency and to extend them to provide complete coverage of the State.

6. Press for the enactment by the Legislature of a program of Statewide cooperation among libraries, public and private, for the rapid acquisition and sharing of new knowledge.

7. Propose programs for extending and improving the museums of the State and for making greater use of their rich resources in the formal education system.

8. Constantly encourage and foster the creative arts in all forms and promote opportunities for the rich cultural fulfillment of the people of New York State.

## **X State Leadership**

The realization of the goals for education in the 1960's will challenge the leadership of the State as it has never before been challenged. Bold, dynamic, imaginative leadership of the highest order will be required.

The responsibility for that leadership rests heavily upon the Regents and the State Education Department. Many others must and will help, but the primary task is ours.

It behooves us, therefore, to make certain that the conditions under which we operate— all the factors that contribute to effective leader-

ship — are conducive to the successful fulfillment of our responsibility.

As I stated in my inaugural address in May 1956, “We in New York State are fortunate in having evolved a legal and administrative structure for education which facilitates coordination of planning and development. This structure has been a source of great strength and has made New York’s education system the pride of her citizens and a model for other states to follow. . . . The preservation and strengthening of this structure — our greatest asset — must be the concern of all.”

This structure continues to be the State’s greatest asset in accomplishing educational objectives and its preservation is our trust. We shall not be faithful to this trust, however, if in honoring tradition, we allow ourselves to become rigid or static in our approach to the implementation of this legal and administrative structure. The rapid change which characterizes our times demands flexibility of approach and smooth and speedy adaptation to changing needs and conditions as they arise. The full advantages of our state structure for education can be realized only if we continuously and unsparingly examine our laws, policies and practices to make certain that they are adequate for the needs and the demands which will be made upon them.

Timeliness and sensitivity to changing conditions and emerging needs must prevail if we are to defend firmly and to give strength to those fundamental principles and concepts which have marked the growth and development of education in New York State — the principle of unity with diversity, the principle of equality of opportunity, the principle of freedom from control by special interests and partisan politics, and the principle of local control.

The preservation and enhancement of local control must be a special concern of our leadership at this stage of the development of education in our country. Local control can continue to exist only so long as it produces good education. In our supervisory role we must be unremitting and unswerving in our insistence upon high standards of performance at the local level so that this concept can be defended as a fruitful means for fostering the quality education imperative for our Nation.

We must also be unremitting and unswerving in our own dedication to high standards of performance in the exercise of our leadership at the State level, knowing that this is the best and surest defense against encroachment or undesirable limitation of state authority in education.

The course of education in New York State in the decisive decade

ahead will depend largely upon our leadership — the wisdom exercised in setting goals and the success achieved in realizing them.

In conclusion, I should like to emphasize that many things are already being done to carry out the plans and proposals I have suggested. As we embark upon the consideration of our goals, we will, of course, appraise our present programs and consider in detail all relevant facts, conditions, trends and viewpoints. The intent of this memorandum, however, is to provide the broad view of our task which will serve as a basis for the further discussions and deliberations necessary to plan intelligently and systematically for the future. This broad view may help us avoid at least some of the "perils of uncertain ways" and to achieve our "certain aim" of the best possible education for the people of New York State.

Respectfully submitted,

  
*Commissioner of Education*

## APPENDIX I

### Population and Enrollment Trends — Estimated to 1970 (Thousands)

	1940	1950	1960	1965	1970
Population of State	13 479	14 830	16 782	17 500	18 500
	1944-45	1949-50	1959-60	1964-65	1969-70
Fall enrollment					
Public					
K-6	943	1 108	1 583	1 770	1 895
7-12	837	777	1 115	1 272	1 406
K-12	1 880	1 885	2 698	3 042	3 301
Nonpublic					
K-6	285	345	548	614	657
7-12	185	195	286	328	370
K-12	470	540	834	942	1 027
Total					
K-6	1 228	1 453	2 131	2 384	2 552
7-12	1 022	972	1 400	1 600	1 776
K-12	2 250	2 425	3 532	3 984	4 328
Suburban public*	300	368	882	1 050	1 190
	1945	1950	1960	1965	1970
College enrollments — total full and part time**					
Public	54	101	165	326	454
Nonpublic	174	220	254	320	350
Total	228	321	419	646	804

\* Districts in metropolitan counties outside of cities.

\*\* Includes unclassified students; excludes extension and summer session students.

Projection of need for teachers

1960.....	127,000
1965.....	142,000
1970.....	155,000

Needed annually — new and replacement..... 12,000

Trend in level of teacher preparation — degrees held

	<i>1946-47</i>	<i>1959-60</i>
No degree .....	40.6%	15.7%
Bachelor's .....	41.0	51.0
Master's .....	17.9	33.1
Doctor's .....	0.5	0.3

Uncertified teachers — 1959-60

7600 — 9.2% of all teachers

Classrooms — 1960 .....	99,000
Needed immediately to replace obsolescent rooms and for increased enrollment.....	16,000
Additional needed by 1965.....	14,000
Additional needed by 1970.....	15,000
Total additional needed by 1970.....	45,000