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Why a new kind of planning became necessary.

During the twenty-five years from 1945 to 1970 educational systems and their environments the world over were subjected to a barrage of scientific and technical, economic and demographic, political and cultural changes that shook everything in sight. The consequence for education was a new and formidable set of tasks, pressures, and problems

that far exceeded in size and complexity anything they had ever experienced.

They did their heroic best to cope with these, but their tools of planning and management proved grossly inadequate in the new situation. In retrospect one has to marvel that they accomplished all they did in the circumstances and somehow managed to avoid collapsing under

By examining a few of the highlights of this extraordinary experience we can gain a clearer understanding of why a new kind of planning became imperative and what some of its major features would have to

Though our primary focus will be on the developing nations, it will help our perspective to look first at the developed world.



In the industrialized nations

- Speaking very roughly, the industrialized nations have passed through three educational phases from 1945 to 1970 and now find themselves in a perplexing fourth phase:
- (1) the Reconstruction Phase;
- (2) the Manpower Shortage Phase;
- (3) the Rampant Expansion Phase; and
- (4) the Innovation Phase.

- Each yielded a new crop of planning problems.
- The battle-scarred nations of Europe emerged from the Second World War with their educational systems seriously disrupted and facing a heavy backlog of educational needs.
- Most nations quickly set about trying to return education to something like 'normalcy', by launching crash programmes of school construction, teacher recruitment, emergency training and the like.
- It was soon evident that conventional pre-war educational planning would not suffice for these reconstruction tasks.

- Massive programmes, that deeply affected many communities and imposed a heavy burden on severely damaged and strained economies, required broader and more complex programming and scheduling, a longer view ahead, and more careful checking of their economic feasibility and impacts.
- Though the planning methods that were improvised to meet this situation had many shortcomings, they did do some good and they also conditioned educational authorities for still greater planning problems yet to come.

To cite one example:

even before the war had ended, the United Kingdom-notwithstanding its decentralized system of education and its traditional lack of enthusiasm for planning in general-enacted the Education Act of 1944, which required each of the 146 local education authorities in England and Wales to prepare a development plan for submission to the central Ministry of Education.

 Although the resulting local plans did not add up to a coherent national plan, balanced with available resources, many of them none the less reflected considerable ingenuity and technical competence in their orderly long-term projections of local population and enrolments, demographic shifts, school locations, teacher requirements, school financial needs and prospective local tax yields.

- France went about things differently, in keeping with its more centralized system of education and government.
- In 1946 it inaugurated comprehensive investment planning for the whole economy, then in 1951 incorporated nationwide capital planning for education into the Second Five-Year plan.

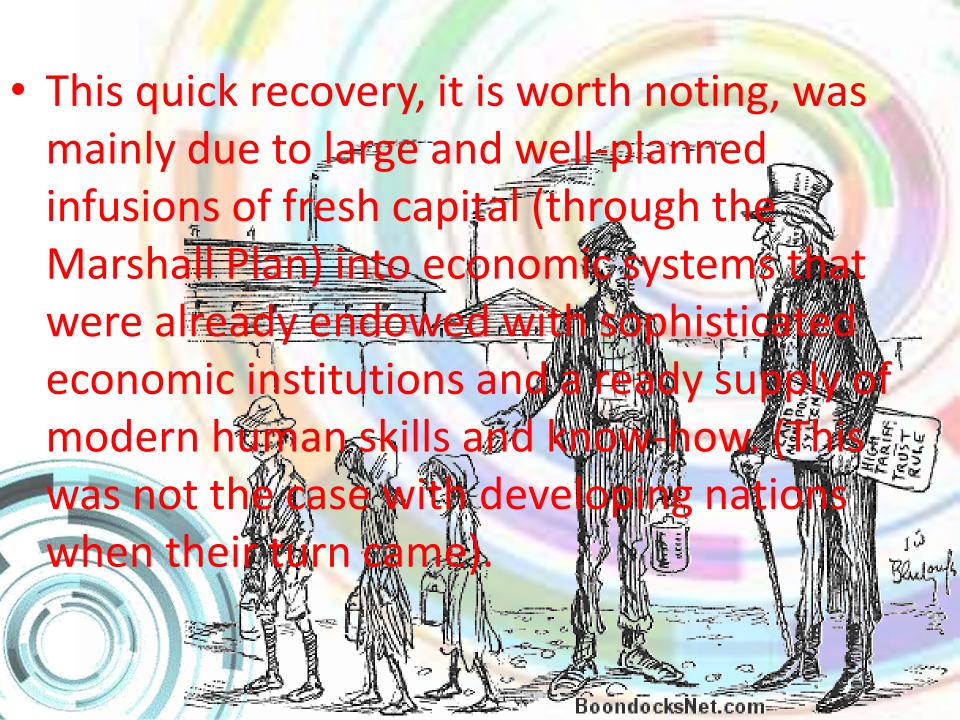
- Other Western European countries tackled the planning of educational reconstruction in various ways befitting their particular traditions and preferences.
- The Soviet Union, faced with the most massive task of all, built upon her prewar planning experience, while the newly 'socialized' countries of Eastern Europe turned to the Soviet Union for new planning models.

 Meanwhile even in the United States, where the idea of planning was still anathema, local and state education authorities resorted to more elaborate planning then ever before to handle the backlog of postponed school construction needs, to meet the educational demands of returning veterans, and to prepare for the educational consequences of the war-induced 'baby boom'.

- All this, however, was but a foretaste of things to come.
- Educational systems were soon physically restored, but they would never return to pre-war 'normalcy'.
- Soon they would find themselves in the 'manpower business', called upon to meet the larger and more sophisticated human resource requirements of expanding post-war economies.

 More important, they would soon be hit by an explosive increase in student numbers provoked in part by demographic factors but mainly by the post-war urge to 'democratize' educational opportunity on a grand scale.

- The manpower phase deserves a pause, less because of its practical impact on European educational planning than because of its side effects on developing nations, and the great influence it had on arousing the interest of economists in educational development.
- The severely disrupted Western European economies recovered their pre-war production levels with surprising speed and proceeded to climb to new heights.



- But by the early 1950s these rebuilt economies had fully absorbed the available supply of skilled human resources; hence manpower bottlenecks began to loom as the major obstacle to further growth.
- This led Western economists to become more manpower-minded and to look at education through new eyes.

- No longer was education seen merely as a 'non-productive sector of the economy which absorbed consumption expenditures', it was now viewed as an essential 'investment expenditure' for economic growth.
- Wearing this impressive new 'investment' label, education could make a more effective claim on national budgets.

- But, to justify the claim, educators themselves would have to become more manpower-minded.
- They would have to plan and try to govern their student intakes and outputs to fit the pattern of manpower requirements certified by the economists to be necessary for the economy's good health.

- This was a distasteful price to pay, however, for educators nurtured on the liberal, humanistic tradition.
- They preferred to fight for bigger budgets on higher ground, arguing that education was the human right of every child.
- If education also helped the economy so much the better, but it should not be the economy's slave.
- Education was a good thing, hence the more of it the better, of whatever kind or level.

- Above all, the educators insisted, every child was first and foremost an individual, not a manpower statistic.
- Educators were frankly fearful that the 'materialistically-minded' economists would subvert the traditional noble values and purposes of education.

- At times the interchange between these new allies resembled a dialogue of the deaf. They spoke through different jargons and often used the same terms to mean different things. It was only later, when they had educated each other, that their seeming differences began to evaporate and they discovered many mutual interests.
- But as obviously important as manpower needs were finally conceded to be, they paled before another force that soon began to dominate the education scene and give sleepless nights to authorities throughout Europe and North America.

 This other force was the explosive increase in popular demand for education, which led to the Rampant Expansion Phase.

Economists could talk all they wanted to about the nation's manpower needs, but what parents instinctively put first was their own children's needs.





- Regardless of what educators might say about the noble and non materialistic aims of education, to most parents and their children education was first and foremost the best route to a better job and better life.
- The power of this human impulse was something that every politician understood and none could afford to ignore, whatever his ideology.

 Thus from the mid-1950s onward, in response to this impulse, there was a pell-mell expansion of enrolments throughout the developed world, hitting hardest at the econdary and university

 Its main propellant was not demography or the needs of the economy (though both these were factors), but the increased popular demand which persistently outpaced the capacity of educational systems to satisfy it.

- It must be added that in most of the developed nations of the west -France being the chief exception--new forms of educational planning played a minor role at best in this extraordinary expansion.
- And even in France, where nationwide educational planning for all levels was closely integrated with over-all investment planning for the economy in five-year cycles, it was limited to the planning of physical facilities; it did not include such critical factors as teacher supply, recurrent costs, manpower requirements, and needed educational reforms and innovations of various sorts.

 Virtually everywhere the dominant thrust of strategy was to expand prewar educational models as rapidly as possible-curriculum, methods, examinations and all-with a view to accommodating a larger number and proportion of the youth population and thereby 'democratizing' education.

- There were such exceptional amendments to the old system as the comprehensive high school in Sweden, and the addition of non-classical streams to the French lycte.
- And yet, compared to the vast changes taking place in their student body, in the economy and society, and in the state of knowledge itself, most educational systems had changed remarkably little by the late 1960s.

- Lacking the means for critical self-scrunity and self-renewal, they remained the captives of their own Clitist traditions and pedagogical habits at a time when they were moving rapidly toward becoming mass educational systems.
- This clinging to old forms created increasing maladjustments between educational systems and their economy, society and students.

- Like a boiling pot over a high flame with its lid clamped tight, they were bound sooner or later to explode.
- And this they did. For most of the industrialized world 1967 was the year of the Great Education Explosion-marked by violent student protests, sympathetically supported by many teachers, parents and other critics of traditional education.

- The events of 1967, however, were but the beginning of a succession of explosions that promised to persist in one form or another until educational institutions finally renewed themselves and met the public test of relevance.
- These eruptions forced the educational systems of industrialized nations into yet a fourth post-war phase, the Innovation Phase, where they now are.

• What will come of it-whether there will in fact be major innovations and transformations to bring education into reasonable adjustment with its environment, or whether continuing inertia will invite bigger and more damaging explosions-remains to be seen.

- But this much at least is clear; in order to achieve other needed innovations there will have to be some major innovations in educational planning itself.
- Planning that merely serves a strategy of linear expansion will no longer do; planning must now serve a strategy of educational change and adaptation.



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