

PUBLIC EDUCATION AND REGIONAL PLANNING:
TOWARD A SYMBIOTIC RELATIONSHIP

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by
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PREFACE

My interest in this dissertation problem is an outgrowth of my graduate training in the fields of geography, planning, and educational administration. In considering this problem, I hope to blend the knowledge and skills acquired in the aforementioned disciplines.

It is my belief that people in the field of education, probably more than any other group, are ethically and professionally bound to look beyond their immediate confines at the "larger picture". In this study the larger picture is referred to as the "environment". The inability to look beyond one's immediate surroundings and interests seems to be a major shortcoming of our age--for which a heavy price is being extracted. This study is an attempt to redirect the thinking of educators and others away from the "part"--education as an entity--and toward the "whole"--education as a function or variable within an environment.

CHAPTER I

INTRODUCTION AND PURPOSE OF THE STUDY

Introduction

As man approaches the last quarter of the twentieth century he is confronted with numerous problems such as overpopulation, environmental pollution, and dwindling supply of natural resources. Many scientists as well as laymen feel that the very survival of man on earth is threatened. Despite the view held by a growing number of people that man faces a precarious, if not dismal future, many individuals "ignore the chaos or view it with cheerful optimism, convinced that everything will turn out all right."¹

Yet, how do we deal with many of our problems? Quite often these problems are handled by what might be described as "crisis decision-making".

¹Paul R. Ehrlich and Anne H. Ehrlich, Population-Resources-Environment: Issues in Human Ecology (San Francisco: W.H. Freeman and Company, 1970), p. 3.

Democracy, as Winston Churchill once observed, is the worst form of government, except for all the other forms that have been tried from time to time. The trouble with democracy, at least until now, is that it has been a willy-nilly form of government, a crisis society. We deal with problems when they become crises, not before.¹

The prevailing philosophy has been, especially at the national level, that if enough money is "pumped" into categorical programs aimed specifically at a clientele or a target problem--such as urban renewal, the numerous poverty programs, the Head Start program in education, and others, --then surely the problem will be solved. The usual prerequisite for such categorical programs is a perceived need for urgent action--often described as a crisis--with sufficient support from vested interests, political elements, and the general public. Often the problem is allowed to deteriorate to the point that quick action is mandatory. By using this kind of approach to problem solving, man has seen numerous programs achieve considerably less than the desired results. The narrowness of the categorical approach has frequently had a negative effect on other segments of the

¹Paul W. DeVore and Wil J. Smith (eds.), Education in a Technological Society (Morgantown, West Virginia: West Virginia University, 1970), p. 28.

environment, such as with urban renewal and the destruction of functioning neighborhoods. Campbell and Wade noted that "federal policies are a result of haphazard collection of individual legislative acts over more than a century, rather than a well-developed comprehensive policy from which necessary legislation is evolved."¹

It is becoming increasingly clear that man must look toward the future in a sophisticated, comprehensive ecological manner. Current books such as Future Shock, Limits to Growth, and numerous others make such a rational conclusion. A science of environmental planning and coordination is needed to guide us into future, planned environments --preferably at the regional level.²

Does an organizational structure presently exist

¹Rex R. Campbell and Jerry L. Wade (eds.), Society and Environment: The Coming Collision (Boston: Allyn and Bacon, Inc., 1972), p. 301.

²The "region" perhaps would be the most advantageous level to implement environmental planning and development. The very existence of regional planning in the United States makes it likely that this trend would continue. Two other factors worth noting concerning the region are (1) most regional planning districts are small enough to have "grass root" involvement and yet large enough to take advantage of economies of scale, and (2) regions can better coincide with similar physical and social forms.

that is equipped to manage this task of comprehensive planning and coordination? No, it does not. Regional planning and development agencies have been and are being established throughout many areas of the United States.¹ In addition, many of the large cities have city planning agencies. The principal responsibilities of city and regional planners has been to:

. . . provide the framework for development decisions. They must furnish some guidelines and present the practical alternatives for the decision-makers. They must participate in informing and educating the public. . . . Planners must have a total commitment to the public interest in improving society, including its urban, regional, and environmental aspects.²

Are these responsibilities being met by city and regional planners? Evidently not. Carl B. Stokes, former mayor of Cleveland, Ohio, in addressing the membership of the American Society of Planning Officials' annual meeting attacked the complacency among planners:

¹Appendix A contains additional information concerning regional planning agencies.

²Maynard M. Hufschmidt (ed.), Regional Planning: Challenge and Prospects (New York: Frederick A. Praeger, 1969), p. 15.

I am aware that the planning profession is seeking a new consciousness based on relevancy and equity, and that the often-shrill voice of the advocate planner is heard more and more frequently in the land.

It was therefore with some surprise that I received the agenda of this conference. Most of your sessions appear directed to zoning matters, the training of planners, and the use of census materials. I see very little attention to those pressing problems in health, education, and poverty which, in my view, are critical dimensions of what we have come to know as the "urban crisis". Not once in your agenda do I see the word "change" and rarely do I find even the implication that a discussion of change will take place.

Most important and disturbing, your agenda suggests little attention to the ends of the institutions you serve, but much attention to the means and regulations you employ to serve those ends. It is almost as if no one has questioned either the content of your work or its effects.

It seems to me that this order of priority is backward. To paraphrase Charles Reich in The Greening of America--when the goals of institutions become instruments for the preservation of institutional values, they become oppressors of individual justice. It may well be that the ends of some of the institutions you serve are themselves crucial contributors to the "urban crisis". . . . The goals of most city plans clearly indicate this lack of focus and concern. Rarely do they challenge the present distribution of the rewards in our society. Rather, planning goals are based on accepted notions of "efficiency" and "objectivity" organized around concepts of land use. Since planners have assumed that they have no legitimate responsibility to direct the goals of their efforts in an egalitarian sense, planning activity has, at best, maintained the status quo and, at worst, contributed to the "crisis".¹

¹Carl B. Stokes, "On Reordering the Priorities of

Even those plans that are being formulated have little effect, because many of the plans are only partly, or never, implemented. With reference to Arlington County, Virginia, Thomas W. Richards noted:

The community has been in the throes of a planning effort that had begun six years earlier. The bookshelves were full of plans, but there had been no attempt to implement the major planning recommendations. The planners were frustrated, the citizens were restless, and the political leadership was distressed. For some elements, planning has become an end in itself.¹

Nevertheless, the establishment of regional planning agencies in many sections of the United States does represent a step forward in dealing with our environment. They could very well be the prototypes for comprehensive planning and coordinating units of the future, especially if these agencies receive legal, popular, and financial support. One must recognize that, as limited and frequently ineffective as our planning agencies might be, they are now and will increasingly be influential in modifying, designing, and

the Planning Profession," Planning 1971, Proceedings of the Annual Meeting of the American Society of Planning Officials (Chicago, Illinois, 1971), pp. 1-2.

¹Huey D. Johnson (ed.), No Deposit--No Return--Man and Environment: A View Toward Survival (Reading, Massachusetts: Addison-Wesley Publishing Company, 1970), p. 194.

shaping environments. They will be directly, and indirectly, attempting to influence the form and content of environments.

Another agency, the education system, should be involved with form and content of future environments. George F. Kneller noted that education prepares the young to adapt to future conditions, but he questions, "Is this enough?"

Since its first task is to perpetuate the achievements of the culture, education is fundamentally conservative. Yet, to the extent that it prepares the young to adapt to happenings anticipated both inside and outside the culture, it paves the way for cultural change. Can education do more than this? Can it train the coming generation not merely to adapt to, but also to initiate specific changes in the culture?¹

What transpires in our educational institutions today will have profound effects on future environments. B.F. Skinner believes that "education policy is ultimately a matter of the design of men."² What, then, should transpire in our educational institutions? There is a growing number of people who feel that education must address itself in a forceful manner to man's role within the ecosystem. There is growing awareness that man must adjust his development

¹George F. Kneller, Educational Anthropology: An Introduction (New York: John Wiley and Sons, 1965), p. 14.

²B.F. Skinner, The Technology of Teaching (New York: Appleton-Century-Crofts, 1968), p. 236.

(culture) in an attempt to minimize the impact on other segments of the ecosystem. Aldo Leopold, one of America's foremost conservationists, saw the role of education thus:

The question is, does the educated citizen know he is only a cog in an ecological mechanism? That if he will work with that mechanism his material wealth can expand indefinitely? But that if he refuses to work with it, it will ultimately grind him to dust? If education does not teach us these things, then what is education for?¹

Michael Scriven suggested that education has a crucial role in dealing with the environment and environmental problems:

Man's first education came from this natural environment. . . . [and he has] allowed the study of the natural environment to lapse into a rich man's pastime and began to concentrate his attention on his artifacts, both practical and puerile, from engineering to pinochle. Finally, he discovered that his artifacts were wrecking his natural environment, on which he was still dependent for survival. . . . We are not about to survive the problems of the atmosphere and water supply contamination, the problems of lethal biological by-product threat, the problems of natural resources exhaustion, and all the other problems to which the ecologist has made us sensitive, by getting 1% or 10% of the population half-way familiar with the situation. We have got to get every, and that means every, citizen educated. In terms of the actual time scale, that really requires a program of adult education for those who cannot be reached through the school system, as well as a

¹Aldo Leopold, A Sand County Almanac (New York: Ballantine Books, 1966), p. 210.

systematic plan for absolutely blanketing the school population of the future. No such plan has been proposed. Apart from the little gesture of one out of three alternative approaches to high school biology consisting of an ecologically oriented curriculum, we are not even in the ballpark.¹

Scriven further stated that just information is not enough; it is the "habit of mind" about our environment that is important.

Paul Hurd saw a similiar need in education concerning the environment and our future:

An education for survival is an education for change and social action, directed toward the future we seek. To educate for change is to educate for instability, versatility, and adaptability. Individual motives must be linked with the common good.²

Evidence seems to indicate that the educational establishment will increasingly have to address itself to future environmental needs. If educational policy is (as Skinner suggests) "ultimately a design of men", the logical question is, a design for what? The obvious answer seems to be that it is a design so man can function in future environments that are conducive to human existence. There seems to

¹Johnson, op. cit., pp. 242-44.

²Ibid., p. 250.

exist a commonality between regional planning and education. Both are, or should be, concerned with the future. Regional planning will be, in varying degrees, involved in the design of future environments. Education will be involved with the "design of men" to populate, for the most part, those future man-made environments. With this complementary relationship existing, it might be assumed that working linkages would, or should, exist between planning agencies and the public school districts within the region.

Purpose of the Study

The purpose of this study was to (1) explore the need for linkage between regional planning agencies and public education; (2) assess the degree of linkage currently existing between the two agencies based on a literature search; and (3) determine the degree and form of linkage currently existing between the regional planning and development districts and public education in the State of Alabama. Each of the executive directors of the twelve planning and development regions in the State was asked six questions to determine his perception of: (1) the degree of existing linkage between the two agencies in his region, (2) the desired linkage and areas of linkage, (3) how each

agency could complement the other agency's operation, and (4) obstructions that might thwart development of a worthwhile relationship. The interviewees responded to the following six questions:

1. To what extent does a relationship--linkage--exist in this regional planning district between the public school districts and the district planning agency?
2. If linkages do exist, what do you feel could be done to improve or modify this association?
3. If linkages do not exist, in what way do you feel that a working relationship would be desirable and beneficial?
4. Assuming that a working relationship does exist, what could the regional planning agency do or provide, now and possibly in the future, that would help the school districts in the region meet their responsibilities--especially in the area of making education responsive to local needs?
5. What could the public school districts in your region do or provide, now and in the future, that would assist the regional planning agency in meeting its responsibilities?

6. What would you view as the major obstructions to achieving a worthwhile, effective working relationship between the planning agency and the public school districts within the region?

Need for the Study

In the introduction it was noted that man is faced with numerous, almost unsurmountable problems. In addition, the complex interrelationships of these problems make the use of the categorical approach to problem solving unsatisfactory. It is becoming increasingly evident that unless man can consider and deal with numerous variables in an environmental setting his lot will probably not improve measurably. A growing number of people believe that our future environments must be planned in a comprehensive, ecological manner. At the present time there exists little evidence that this is happening. As was alluded to in the introduction, the regional planning agency, although marginally effective today, might be the prototype for more efficient, comprehensive planning units of the future.

A major task confronting education is to educate both present and future generations to the fact that a planned environment may be desirable, if not absolutely

essential, in maintaining a suitable, humane habitat. The educational establishment, especially elementary and secondary schools, will no doubt carry the brunt of the load in achieving this end. One thing is certain, educators cannot do it in isolation. Markus described the problem:

In recent years it has become abundantly clear that education is now the central consideration shaping the kind of world in which we live and in determining whether we can fulfill our aspirations for the future. . . . It is clear that social responsibilities assigned to education increasingly force it into relationships outside the confines of the relatively isolated operating structure in which it has been rather autonomously contained in the past. The fulfillment of these responsibilities requires close and continuing contact --or vertical cooperation--with many non-school agencies jointly involved in working to achieve and maintain prosperity and effective human relationships in an interdependent society.¹

A symbiotic relationship between regional planning and public education seems rational. The benefits derived by both agencies and society from such a relationship are potentially numerous. This study was undertaken to document the need for such a relationship, and based on the perceptions of the executive directors of the planning

¹Frank W. Markus (ed.), Partners for Educational Progress (PEP): An Analysis of Cooperation--Importance, Status, Principles, Examples and Action Programs (Kansas City, Missouri: Mid-Continent Regional Education Laboratory, Inc., 1967), pp. 16-18.

regions in the State of Alabama, to (1) assess the extent that linkage does, or does not, exist within the State of Alabama; (2) suggest ways that existing relationships might be improved upon; (3) suggest areas in which regional planning agencies and their respective public school districts might complement each other's operation; and (4) identify the constraints that might prevent the existence of viable relationships between the two agencies.

This study will be helpful in providing educational administrators, other educators, planners, and laymen with increased insight concerning the need and desirability for cooperation between leaders in education and regional planning. This study represents a philosophical beginning. Cooperation and articulation between horizontally associated agencies are not easy. Making such a relationship effective would require a commitment by personnel of both agencies.

Definition of Terms

For the purpose of this study, the following definitions of terms were used:

Environment.--means everything external to one's self. This term is often used in the literature to designate the physical or natural environment. This all-inclusive

meaning is used because man's environment not only includes the physical environment but also the man-made or cultural environment.

Comprehensive.--means that many factors are included in considering future environmental design. It is realized that the planning process cannot consider all variables.

Ecosystem.--"The abiotic physico-chemical environment and the biotic assemblage of plants, animals, and microbes comprise an ecological system in which ecological kinship is demonstrated."¹

Linkage.--means some form of contact occurring either in person or via other forms of communication between the planning agency and representatives of the public school districts in the region.

Formal linkage.--means an existing relationship between regional planning personnel and those of the public school districts. The relationship is characterized by a formal structure such as a standing committee, a standardized meeting schedule between the executive director and superintendent(s), etc.

¹Campbell and Wade, op. cit., p. 40.

Informal linkage.--means a relationship based on occasional contacts due to the mutual needs of public education and the planning agency.

Public education.--refers to publicly financed elementary and secondary education.

Symbiotic relationship.--means the existence of an association which is advantageous, often necessary, to one or both parties and not harmful to either.

Delimitations of the Study

This study:

1. Considered why a comprehensively-planned environment may be necessary but did not consider how such a state might be achieved.
2. Considered the desirability of linking regional planning agencies and the representative school districts but did not consider or suggest specific types of programs to be undertaken.
3. Included a survey to assess the existing degree and desirability of linkages between regional planning agencies in the State of Alabama and the respective school districts as perceived by the executive director of each planning region. No attempt was made to

involve or survey educators in the various school districts within each region.

Methodology

For this study the following methods and procedures were used:

- I. The related literature was reviewed:
 - A. to establish why there may be a need for a comprehensively planned, ecologically sound environment;
 - B. to consider why linkage between regional planning agencies and public school districts is desirable and how it might aid in fostering a planned environment; and
 - C. to determine the nature and degree of linkage presently existing.
- II. A field research project was undertaken to ascertain attitudes toward the existing degree and desirability of establishing linkages between regional planning agencies and public education in the State of Alabama and to list those areas where mutual assistance was considered to be desirable and beneficial. To obtain this information, each agency's executive director

was interviewed. Each participant was asked to respond to the aforementioned questions (page 11), and his responses were recorded on tape.

The executive directors of the regional planning districts, rather than educators, were selected as participants because their role is, or should be, that of a quasi "change agent". If effective linkages are to be initiated and implemented, the role of the executive director and his staff is of utmost importance. The perception of the executive director as to the worth of such a relationship and his ideas on its implementation would determine its success or failure. In addition, the executive director is able to view the education function within a broader context of the region rather than a single school district.

The use of the interview method was selected because the interviewer could clarify any ambiguities posed by the aforementioned questions and qualitatively consider other responses made by the respondents, such as voice inflections, visual clues, and other non-verbal communication. The interview method was also useful in that the interviewer could direct the respondent to be more specific if the responses were too general or non-committal.

The participating executive directors were contacted

by telephone and arrangements made for an interview date. The questions to be answered, along with appropriate instructions, were forwarded by mail to the director so he might outline his answers before the interview date. Because of the limited number of participants, one pilot interview was conducted with the executive director of the West Alabama Planning and Development Council located in Tuscaloosa, Alabama.

Each interview was transcribed from tape and individual data sheets kept on the responses to the six questions answered by each executive director. The six data sheets of each interview were kept together throughout the entire analysis in order that all of the information pertinent to each interview might be immediately available for reference.

Organization of the Study

Organizationally, the study is composed of five chapters; Chapter I presents the introductory chapter; Chapter II provides a review of relevant literature; Chapter III provides a description of methods and procedures used; Chapter IV displays a compilation and analysis of the data collected; and Chapter V includes the summary, conclusions, and recommendations of the study.

CHAPTER II

REVIEW OF THE RELATED LITERATURE

It behooves man to attempt to control the kind of environments he creates through the use of planning. As stated in Chapter I, current regional planning agencies might be the prototype for more sophisticated comprehensive planning units of the future.

Because public education would be an important component in achieving a comprehensively planned environment, it was suggested that a symbiotic relationship between public education and regional planning should exist.

This chapter examines the reasons leading to the conclusion that a planned environment may be desirable, if not absolutely necessary. Once such a hypothesis can be substantiated, the desirability of linking education with regional planning can be considered and an assessment made of the degree of existing linkage.

The major topics of this chapter are:

1. Planning for the Future

2. The Desirability of Linking Public Education and Regional Planning
3. Existing Relationship Between Public Education and Regional Planning
4. Solicitation of Information from Resource Personnel and Agencies

Planning for the Future

An environmental crisis does exist, and our environment, both natural and man-made, might be responsible for shaping human behavior and subsequent cultural development.¹ Therefore, it seems rational to conclude that man must attempt to shape his environment(s) in an effort to ameliorate the effects of the environmental crisis. Skinner suggests that just because biological and cultural evolution is occurring, it may not be necessarily positive--in the best interest of man.²

Dealing with the future has become an all-encompassing problem. There seems to be an inverse relationship

¹Documentation of this statement is included in Appendix B.

²B.F. Skinner, Beyond Freedom and Dignity (New York: Alfred A. Knopf, 1971), p. 175.

between time and the number of decisions man must make; he has less time to make more decisions than ever before. Sandow concluded, "The future is crowding man's ability to operate rationally and effectively in his own best interest."¹

As noted in the first chapter, "crisis decision-making" cannot be the answer for the future. Man must attempt to deal with the immediate and long-range future, not as an extrapolation of the past and present, but as an array of possible futures.²

The regional planning agency might be the one to assume this role--that of comprehensive, environmental planning. The regional planning agency's role will not be that of one agency planning for all the various elements within the region but rather it will act as an integrator of diverse planned elements into a master scheme. Fisher sees the region as a constellation of systems to be managed. He noted:

¹Stuart A. Sandow, The Pedagogical Structure of Methods for Thinking About the Future: The Citizen's Function in Planning (Syracuse, New York: Educational Policy Research Center--Syracuse University Research Corporation, 1970), p. 2.

²Ibid.

The idea of the region as a constellation of systems is a very attractive one. It leads one, then, to wish to define these systems, to study them, to begin to note the interactions and sequences among them, to search for leverage points by means of which policy, investment and administration can move not only a component system within the whole, but the whole constellation of systems, toward objectives that have been decided upon as desirable.¹

Wagner felt that our goal should be to achieve a predictive, planning process where we may try to "explain the distribution of artificial features reliably and concretely, to assess their effects on man, and even to predict their development and influence."² Yet, it was pointed out that comprehensive planning is still in a crude state and no definitive theory exists.³

Man has achieved great success in the area of technological development, especially in the physical and biological sciences. But is technology enough? Skinner felt that the "people problem" was the major deterrent to solving environmental problems. He stated:

And as to technology, we have made immense strides in controlling the physical and biological worlds,

¹Hufschmidt, op. cit., p. 10.

²Philip L. Wagner, The Human Use of the Earth (Glencoe, Illinois: The Free Press, 1960), p. ix.

³Hufschmidt, op. cit., pp. 67-68.

but our practices in government, education, and much of economics, though adapted to very different conditions, have not greatly improved. . . . Almost all our major problems involve human behavior, and they cannot be solved by physical and biological technology alone.¹

Man, in concert with his existing culture, is shaping future events. There is little that remains in man's world that is natural. Sandow believed "Men make their own world, not some amorphous THEY OR THEM."² If this is the case, should not man attempt to shape his destiny? As Skinner noted, permissiveness is not a policy. He stated that "To refuse to control is to leave control not to the person himself, but to other parts of the social and non-social environment."³ This same reasoning might also apply to cultural development using the term "shape" in place of "control".

Because of the existence of the environmental crisis, the probable influence of the deteriorating environment in shaping future human existence, and the apparent need for man to plan his environmental development, it is suggested that a symbiotic relationship between regional planning and

¹Skinner, Beyond Freedom and Dignity, pp. 6, 24.

²Sandow, op. cit., p. 99.

³Skinner, Beyond Freedom and Dignity, p. 84.

public education is rational and should exist. The purpose of this research was to examine why such a relationship should exist, whether it did exist, and what its current status was in Alabama.

The Desirability of Linking Public
Education and Regional Planning

Kneller suggested that education should be addressing itself to present, as well as future, economic, social, and environmental needs. He noted that limited, positive action had occurred but "the interplay of culture and education has barely begun."¹

The lack of sophistication concerning educational planning and the absence of controlled use of the educational process for the betterment of society was most aptly illustrated in a statement by Charles S. Benson:

In elementary and secondary education, even, it is the local authorities who themselves decide upon the magnitude of resource commitments in their programs over-all. By avoiding making close decisions on what educational resources should be used in which school, the state government places responsibility for planning on local authorities. The larger ones do a considerable amount, particularly on the side of physical facilities planning. However, even in the case of big cities, the unit of

¹Kneller, op. cit., p. 15.

government is too small to carry the whole load of comprehensive planning. There is not sufficient control of the supply of resources, especially with regard to quality of resources; there is insufficient means of control opportunities for the end use of education; and there is insufficient access to data and analysis.¹

There is a growing realization that education must be viewed in a larger, more comprehensive context. Educational problems are not separate unto themselves but are interrelated with, and often caused by, other social and physical problems. There is a growing recognition that education must not be dealt with in isolation, apart from other social and physical functions. The following statements support that stance. Hemphill noted:

It is my conviction that we have tended to treat educational problems as different and separate from other social problems. Although education is, as Senator Cameron said, the most significant level of power in ameliorating social problems, we cannot continue to plan educational services apart from other "people services", such as health, welfare, recreation and even more importantly, business, industry, and technology.²

¹Charles S. Benson, "How the American Education System Looks From the Standpoint of Systematic Planning," paper read at the annual meeting of the American Education Research Association, New York City, February 5, 1971.

²Cited in J.A. Riffel and E. Miklos (eds.), Social Goals, Educational Priorities, and Dollars; Planning Education in the Seventies, proceedings of the Invitational Conference on Educational Planning sponsored by Alberta

Thompson asserted that:

Many methods must be developed for utilizing the existing interests, abilities, knowledge, and skills of the many diversified professions. The people concerned with water resources planning, land use planning, zoning, realty subdivision planning, school and transportation planning, solid waste planning, air pollution control planning, and other concerned disciplines must be brought together so that all understand each other's problems.¹

Levine stated:

Put simply, the challenges of the new era are greater than can be handled through the social and organizational mechanisms of the past. No single organization, irrespective of how large it is or how well it is run, can begin to hold the dike against the mushrooming problems associated with the tidal wave of change in a complex and interdependent industrial society. Neither do the uncoordinated efforts of a number of individual organizations add up to much of a solution to a major problem.²

Tokmakian felt that:

It is apparent that an interrelationship exists between the above sketch of policies for education and those related to housing, recreation

Human Resource Research Council and the Council for Research in Education, October 18-21, 1970, p. 57.

¹Cited in Hufschmidt, op. cit., p. 103.

²Cited Markus, op. cit., p. 10.

and open space, transportation, business and industry, and health and safety. In other words, the educational system cannot be conceived in a vacuum.¹

It seems rational to conclude from the aforementioned statements that education and educational planning should be interrelated with other forms of social and physical planning.

How can administration at the local level, where a lack of resources and personnel often exists, affect the necessary change so educational planning can occur, and then relate this planning to other forms of physical and social planning? Clawson noted:

In 1970, there were 243 metropolitan areas in the United States with 139 million people, or 68% of the national population. The nonmetropolitan areas thus contained about a third of the people, but included perhaps 90% of the total land area.²

A large segment of the population and most of the land area in the United States lie outside the metropolitan areas. If, as Benson suggested, education in the metropolitan areas cannot manage comprehensive planning because of a lack of resources, it can be surmised that nonmetropolitan areas must

¹Harold Tokmakian, Interagency Educational Planning: Community Planning Process--Project Design. Interagency Planning for Urban Educational Needs, No. 34, Fresno City Unified School District, California, p. 39.

²Marion Clawson, "The Future of Nonmetropolitan America," The American Scholar, XLII (Winter, 1972-73), p. 103.

be even more hard pressed.

If public education and its subsequent planning are to be "meshed" with other forms of physical and social planning, who might, or should, assist education to achieve this end? The answer seems obvious--regional planning agencies. The planning profession has a responsibility to involve itself with education planning and to relate this planning to other areas of society. Aronovici noted that planners have no role in the internal functions of the educational process, nevertheless they cannot devoid themselves of responsibility concerning education. He felt that it is the duty of the planner to question each function's short- and long-term effects in an environment, and how those affect the individual and the community. With reference to the crucial role of education to planning and the democratic process Aronovici stated:

It has been well-established that man's capacity to learn and understand has remained reasonably the same in the course of the last few thousand years of his history. While the body of knowledge, experience and understanding in the fields of the pure and applied sciences, and the arts have been expanding, the spectre of comparative ignorance has been assuming grim potentialities. Specialization and fragmentation of knowledge in their application to life have, in consequence and large measure, destroyed the possibilities for mass participation in determining and in orienting the form and functional destiny of our communities.

It is only through education that we shall find the way to restore to the people the initiative, the leadership, the enlightened cooperative and imaginative effort which is inherent in democracy. Failing in this we may face as other countries have had to face in Europe, a disintegration of the democratic principles and their replacement by some totalitarian system. Whether this totalitarianism be in the hands of political demagogues or technical demagogues does not much matter.¹

The foregoing statements support a chain of arguments that certain educators, as well as regional planners, should be participants of the larger planning process. Although not explicitly stated, the implications of the foregoing statements make it clear that a symbiotic relationship between regional planning and public education would be beneficial to both parties. To what extent does such a relationship already exist?

Existing Relationship Between Public Education and Regional Planning

In an attempt to assess the existing degree of interrelationship between public education and regional planning, an extensive review of the literature was conducted.

¹Carol Aronovici, "Education and Community Planning", Journal of the American Institute of Planners, XXI (Summer, 1955), p. 133.

Only a single reference could be found that dealt specifically with public education-regional planning linkage, but several references were found that stressed the need for linking educational planning with urban planning.

The single reference dealing with public education-regional planning interaction concerned one of the twelve planning districts in Alabama--the Top of Alabama Regional Council of Governments (TARCOG). Interaction with public education in this region is occurring through the Human Resources Program initiated by the planning agency. It was noted that:

To date, HRP is basically a voluntary education agency. No school system is forced or even pressured to belong. But eleven school systems (those of DeKalb, Jackson, Limestone, Madison, and Marshall counties plus the city systems of Arab, Athens, Fort Payne, Guntersville, Huntsville, and Scotsboro) have joined--and they represent a service area covering over 94,000 students in 53 elementary and 101 secondary and vocational schools. . . . The members of HRP are not members in name only. They run the program, since their officials--school superintendents and college and university presidents--account for 18 of the 23 members of the policy-making Human Resources Committee. (Of the remaining five committee members, three come from TARCOG and one from the Alabama State Department of Education; the fifth is Madison County Commissioner James Record, who represents the community at large and serves as chairman).¹

1 "Top Speed at Top of Alabama: TARCOG's Human

The director of the program suggested that the aim of the program was not to interfere with existing programs but rather "we find a gap or a hole here and there and then figure out ways we can all work together to plug it."¹

The work of the Human Resources Program is relatively new, having begun in February, 1971. Since that time a needs assessment survey has been conducted and several programs initiated. The Home Start Program, initiated in September, 1972, was designed to assist parents so they could help their children at home. Where Head Start had parent involvement as part of the program to help the child, Home Start has parent involvement as the principal means of helping the child.² Other programs include computer-assisted instruction in three area high schools using NASA computer equipment; an adult education program whereby the Human Resources Program in conjunction with Appalachian Regional Commission and the Alabama Department of Education will begin a model program to furnish secondary education to the people of the region; input into curriculum improvement; an information system dealing with occupational categories;

Resources Program Goes into High Gear," Appalachia, VI (October-November, 1972), p. 7.

¹Ibid.

²Ibid.

and a program to provide additional help to local school districts in meeting the special educational needs of the region. The Human Resources Program will become an autonomous entity as soon as appropriate legislation can be passed, although it will still maintain linkage with the regional planning agency--TARCOG.

Studies by Braun, Eagan, Wagner, and Bonner dealt with the relationship between public education and urban (county) planning primarily as it relates to school site planning.¹ Only in Bonner's study, School Site Planning and the Extent of Its Coordination with Comprehensive Planning Within the State of Alabama, were regional planners also included.² In his study, ten of the fifteen planners

¹The four studies are: (1) Frank Raymond Braun, "A Study of the Relationships in the Planning for School Buildings between the City Planning Agencies and School Authorities in American Cities Over 100,000 Population" (unpublished doctoral dissertation, University of Minnesota, 1960); (2) Walter Albert Eagan, "The Relationships between City and County Planning Departments and School Districts in the Bay Area Counties of California" (unpublished doctoral dissertation, University of California, Berkeley, 1968); (3) Robert F.X. Van Wagner, "A Study of Relationships Between Boards of Education and Municipal Planning Boards" (unpublished doctoral dissertation, Rutgers University, 1967); and (4) Francis Walbridge Bonner, "School Site Planning and the Extent of Its Coordination with Comprehensive Community Planning Within the State of Alabama" (unpublished doctoral dissertation, Auburn University, 1972).

²In presenting the data no distinction was made

interviewed felt that the planning agency provided services or assistance to school system(s) in school site planning.¹ It was noted that, despite limited staff, inadequate financial resources, and early state of planning agency organizational development, planning agencies were ready and willing to offer their services to local school districts.²

Nevertheless Bonner noted:

From the responses obtained it was inferred that --were it not for Federal (U.S. District) court interest and intervention--there would be almost a total absence of any stated requirement for interagency or external coordination of school site planning.³

He further suggested:

On a state-wide basis it was apparent that school site planning was not being fully integrated with comprehensive planning; in fact, very few provisions were made for its consideration as a facet of comprehensive community planning.⁴

Harold Tokmakian, in Interagency Educational Planning: Community Planning Process-Project Design. Interagency

between urban planning and regional planning agencies' personnel responses.

¹Bonner, op. cit., p. 43.

²Ibid., p. 59.

³Ibid., p. 56.

⁴Ibid., p. 58.

Planning for Urban Educational Needs, provided a general discussion of the needs and problems faced by interagency planning in an urban setting. The author dealt with the general theme of interagency planning with few specific references to education. He did note that a California Law--S15004 of the California Educational Code--"requires submittal of school site proposals to the local planning agency for the purpose of determining conformity of the proposed site to the community's general plan."¹ The author saw "the absence of any real degree of area-wide consensus as a fundamental obstacle faced constantly by the planners in coping with interagency problems. Part of the problem stems from the insularity of governmental and single-purpose agencies."² With reference to advisory planning commissions, such as regional planning commissions or council of governments encountered in this study, Tokmakian stated the following concerning priorities:

It is recognized that the advisory planning commission devoted little actual time to matters pertaining to its chief responsibility--preparation and maintenance of the general plan. These matters have for years been low on their

¹Tokmakian, op. cit., p. 14.

²Ibid.

priority list. One consequence is to play the game of expediency and judge every case on its own merits. Such action does not fulfill a primary responsibility and must be overcome if these key advisory bodies are to justify their existence. Of course, the excuse has been that other matters, such as zoning, occupy so much time that none is available for other matters. However, it is a question of misdirected priority, matters related to community goals, policies and plans rate top-level.¹

Marcia Feld, a planner, in her review of two books that dealt with educational planning--110 Livingston Street: Politics and Bureaucracy in the New York City School System by David Rogers and Participants and Participation: A Study of School Policy in New York City by Marilyn Gittel--suggested that city planners had a responsibility to be active in school planning especially where it concerned the locating of schools. She noted that:

Rogers and Gittel's books present a double indictment against school decision-makers, often including city planners. First, site location and other decisions are often made on the basis of irrelevant, incomplete, and often incorrect statistical data--omitting valuable factors that should be fed into any decision matrix, such as the incidence of aid to dependent children, juvenile delinquency index, reading scores, pupil-teacher ratio. Second, school staff bureaucrats control the system and the goals of participants--students, teachers,

¹Ibid.

parents, and taxpayers--are almost never considered.¹

Feld noted that educational planning was only one facet of the urban planning process and that the understanding of how the school system functions within the urban complex has become essential.² No specific references were made to existing linkages between the city planning agency of New York City and the public school system.

Solicitation of Information from Resources
Personnel and Agencies

Letters were sent to the American Society of Planning Officials, National Education Association, American Institute of Planners, National Service to Regional Councils, and the United States Office of Education, requesting information or references concerning the existence and extent of linkage between regional planning and public education. The responses were as follows:

1. The American Society of Planning Officials forwarded a copy of a catalog listing publications available from the
-

¹Marcia Feld, "Planning for the School System," Journal of the American Institute of Planners, XXV (July, 1969), p. 281.

²Ibid.

ASPO Planners Book Service. The catalog contained no reference dealing with the subject.

2. The National Education Association replied that they had no publications dealing with the interaction between regional planning agencies and school districts.

3. The American Institute of Planners responded that they had forwarded the letter to two members of the association--Dean Matthews and Nancy Landgraf--who might be of assistance. Dean Matthews, the executive director of TARCOG, supplied a complimentary copy of the publication Appalachia in which the material on the Human Resources Program of TARCOG appeared.

4. The National Service to Regional Councils forwarded the publication, Regionalism: A New Dimension in Local Government and Inter-governmental Relations, which dealt with an analysis of the regional council approach to local governmental problems but contained no specific information pertaining to the question submitted to the agency.

5. The United States Office of Education did not respond to the letter requesting information.

6. In addition, Lee Bonne, Director of the Planning and Evaluation Division--Alabama State Department of Education, was asked if he could recall having seen published material

dealing with linkage between public education and regional planning. He responded negatively.

7. Neal Lineback, Assistant Professor of Urban and Regional Geography, the University of Alabama, was also contacted. When asked the same question posed to Lee Boone, he also responded negatively.

8. During the field research project interviews, the executive directors were asked if they knew of any published material dealing with the linkage between public education and regional planning. Eleven executive directors responded negatively.¹

From the foregoing discussion, it was concluded that little or no specific information dealing with the linkage between regional planning and public education is available in the literature.

Summary

Ample support for the hypothesis that an environmental crisis does exist was found in the literature, and the diverse components of this crisis might be having a deleterious effect on human development. In an effort to

¹The twelfth executive director, Dean Matthews, had supplied information on the subject prior to the beginning of the interviews.

alleviate the potential negative impact of the environment on our future development, it has been suggested that a planned environment may be desirable, if not essential. Because public education would be an important component in achieving a comprehensively planned environment, it has been suggested that a working relationship between regional planning and public education seems rational and desirable. After an extensive search of the literature, it was found that very little has been published dealing specifically with such a relationship, although the literature did include references which suggested that a greater involvement of education and educational planning was needed with other forms of social and physical planning.

It is the purpose of the following field study to provide an assessment of the relationship between regional planning and public education as it currently existed in the State of Alabama. From this study, conclusions and recommendations were drawn that might assist and guide public school officials, regional planners, and other interested individuals in establishing or improving linkages between the two agencies.

CHAPTER III

METHODS AND PROCEDURES FOR THE STUDY

The study was designed to ascertain the degree and kind of relationships existing between the regional planning agencies in Alabama and their respective public school districts (Figure 1). Through the use of the interview method, each of the executive directors of the twelve planning regions in the State was asked a series of questions to determine his perception of the degree and kind of linkages existing between his planning agency and the respective school districts within the region.¹ Also, an attempt was made to determine what each executive director felt would be a desirable relationship between the two agencies, how each agency could complement the other's operation, and what obstructions might thwart the development of a viable relationship between the two agencies.

The executive directors were contacted by telephone,

¹Appendix C and D contains the list of names of the twelve executive directors who participated in this study, along with a copy of the executive order creating the twelve regional planning districts in the State of Alabama.

STATE OF ALABAMA

STATE PLANNING AND DEVELOPMENT DISTRICTS MAP

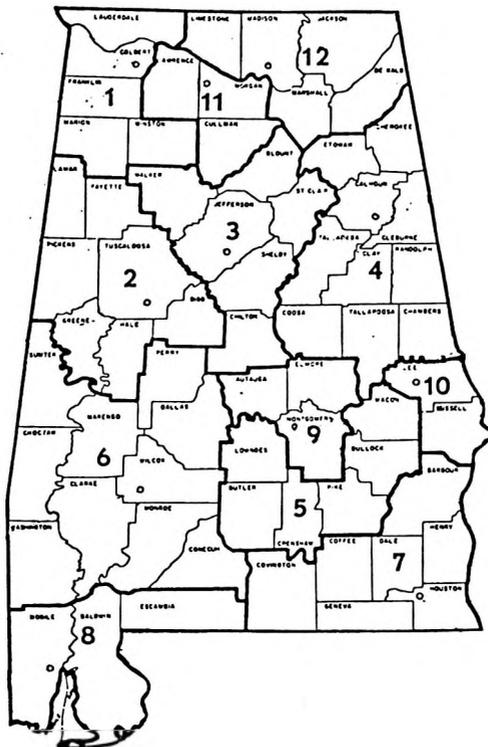


Figure 1

the study was briefly described, their assistance requested, and arrangements made for an interview date. The following six questions to be answered during the interview were mailed to the participants so they might become familiar with them.

1. To what extent does a relationship--linkage--exist in this regional planning district between the public school districts and the district planning agency?
2. If linkages do exist, what do you feel could be done to improve or modify this association?
3. If linkages do not exist, in what way do you feel that a working relationship would be desirable and beneficial?
4. Assuming that a working relationship does exist, what could the regional planning agency do or provide, now and possibly in the future, that would help the school districts in the region meet their responsibilities--especially in the area of making education responsive to local needs?
5. What could the public school districts in your region do or provide, now and in the future, that would

assist the regional planning agency in meeting its responsibilities?

6. What would you view as the major obstructions to achieving a worthwhile, effective working relationship between the planning agency and the public school districts within the region?

The Pilot Interview

One sample interview was conducted in order to test the practicality and suitability of the proposed interviewing procedure. During this interview, the interviewer gained skill and familiarity with the procedure to be followed in later interviews.

The executive director, who was interviewed during this pilot study, was asked to criticize the interviewer and to give his reactions to the interview. The interviewee was asked to indicate any instances during the conversation when he felt the interviewer was seeking a specific reaction. He was asked, "Did you feel that the interviewer indicated the response he wished to hear?" The executive director responded in the negative to this question.

The Interview

The same interview procedure was followed in both the pilot study and the actual study. Each interview was composed of three parts: (1) describing the purpose of the study, (2) setting a relaxed atmosphere by engaging the executive director in conversation concerning his planning experience, and (3) conducting the organized portion of the interview during which responses to the six questions were obtained. Each interview was recorded on tape and conducted in the following manner. During the first part of the interview, the executive director was given the following information.

Regional planning is expanding in the United States and will be responsible, in part, for shaping certain aspects of our future environment. Public education on the other hand will be responsible for preparing the young to live in future environments. It seems rational that a complementary relationship should exist between a regional planning agency and the public school districts within a given region. In this study, I am attempting to determine how each of the executive directors of the twelve planning districts in the State of Alabama perceive the kind and degree of relationship existing between their planning agency and the respective school districts within their region. I would also like to determine what kind of relationship the directors would like to see exist, how they feel each agency could help the other, and what they view as possible obstructions to the existence of a viable relationship between the two agencies.

The director was then engaged in an informal, short conversation during which his experience in planning was discussed. This portion of the interview was conducted to secure information regarding the degree of professional training and work experience in planning. During the course of this informal conversation, the interviewee was asked the question, "What is your educational and professional background in planning?" At this time each director was also asked if he knew of any published material dealing with linkage between public education and regional planning.

Following this informal conversation the interviewer introduced the organized part of the interview. The interviewee was given the follow instructions:

Would you please respond to each of the six questions provided you? After you have responded to a question, I will, if necessary, ask additional questions as a means of clarifying my understanding of your response.¹

Because of the experience gained during the pilot interview, the remaining participants were directed, in a letter accompanying the mailed list of questions, to respond to questions one, two, and three in three general areas:

¹Directions given to the participants were held to a minimum to allow freedom of response.

Concerning questions one, two, and three, you may wish to address yourself specifically to interorganizational form (formal and/or informal), types of personnel interaction, and areas of possible interaction such as curriculum input, transportation, social problems, land use, and others.

Concerning questions four, five, and six the participants were allowed to answer them without any additional directions. If, when answering question four, the interviewee did not voluntarily answer the question covering the sub-categories of data, personnel, facilities and equipment, additional questions were directed at one or more of the sub-categories in an attempt to elicit a more complete and comprehensive answer. A similar procedure was followed with questions five and six with sub-categories of cooperation and coordination, educational support, and public support for question five, and lack of interest on the part of the public school officials and/or planning personnel, and lack of funds for question six.

Transcription and Analysis of Data

The one pilot interview, as well as the subsequent eleven interviews of the actual study, were transcribed and analyzed similarly. Each interview was transcribed from tape and individual data sheets kept on the responses

to the six questions answered by each executive director.¹ The six data sheets of each interview were kept together throughout the entire analysis in order that all of the information pertinent to each interview be immediately available for reference. The data were analyzed by comparing the interviewees' individual sub-category responses to each question. Those responses which were similiar, as well as singular responses, were recorded in tabular form by percentages under appropriate sub-category headings. Additional statements made by the interviewees that seemed pertinent were recorded under appropriate sub-category headings.

¹A set of data sheets is contained in Appendix D.

CHAPTER IV

ANALYSIS OF DATA

This study was designed to ascertain the degree and kind of linkages existing between regional planning agencies and public education in the State of Alabama. Descriptive data dealing with the extent of educational preparation and professional experience in planning of each director were secured. Additional data were obtained which dealt with each executive director's perception of (1) the degree and kinds of linkages between his agency and the public school districts within the region, (2) the linkages desired by the directors, (3) how each agency could help the other in achieving its designated goal(s), and (4) the possible constraints preventing an effective linkage between the two agencies.

Executive Directors' Education and Professional Experience in Planning

Of the twelve executive directors interviewed 33 per cent had a formal education in planning (see Table 1). An additional 25 per cent of the directors were educated in

fields allied to planning, such as landscape architecture, engineering and sociology.

TABLE 1
EXECUTIVE DIRECTORS' EDUCATIONAL AND PROFESSIONAL
EXPERIENCE IN PLANNING

	Percent ^a	Region(s)
Educated as a planner	33	3, 9, 11, 12
Educated in allied fields to planning	25	1, 8, 10
Educational background not associated with planning	42	2, 4, 5, 6, 7
Working experience in planning	58	1, 3, 8, 9, 10, 11, 12
Working experience other than planning	42	2, 4, 5, 6, 7

^aRounded to the nearest whole number

Over half (58 per cent) of the interviewees had worked in some phase of planning for varying lengths of time. Of the remaining directors, work experience consisted of such diverse fields as congressional aide, education management, and military.¹

¹The directors were asked, "What is your educational

Existing Linkages and Areas of Linkage Between Public
Education and Regional Planning in Alabama

It would appear that linkage was well-established between most of the regional agencies in Alabama and their respective school districts (see Table 2). Eleven interviewees (91 per cent) indicated that in one form or another, their agency had linkage with one or more of the public school districts within the region. Several regional directors (58 per cent) acknowledged the existence of formal organizational structure between their planning agency and one or more of the public school districts within the region.¹ Three directors (25 per cent) had formal contact on a scheduled basis. Four directors (33 per cent) noted that they had formal contact but met on an "irregular" basis with one or more districts within their region.

The form in which formal linkage occurred was quite

and professional background in planning?" No attempt was made to elicit greater detail concerning education and employment background. The researcher simply accepted their responses to the stated question.

¹The majority of the interviewees implied or stated that they had a "better" working relationship with one school district, it often being the city and/or county school district where the regional planning agency was located. When asked about the relationship with rural school districts in the region, a vague, negative answer often ensued.

TABLE 2

EXISTING LINKAGES AND AREAS OF LINKAGE BETWEEN PUBLIC
EDUCATION AND REGIONAL PLANNING IN ALABAMA

Responses by Sub-categories	Percent ^a	Region(s)
Formal linkage*	25	9, 11, 12
Formal linkage**	33	1, 4, 6, 8
Informal linkage	91	1, 2, 3, 4, 5, 6, 7, 8, 9, 11, 12
No linkage	8	10
Areas of interaction:		
1. Curriculum	25	8, 9, 12
2. Social programs	17	8, 12
3. Recreation	17	6, 11
4. Early childhood program	17	1, 4
5. School plant needs and siting	8	11
6. Funding	17	11, 12

^aRounded to the nearest whole number

*Regularly scheduled meetings

**Irregularly scheduled meetings

diverse, as exemplified by the following interviewee responses:

- Region 1 - indicated that committee meetings had been held but did not expand beyond that.
- Region 4 - indicated that committee meetings at which school personnel were present were held in Anniston.
- Region 6 - indicated that the planning agency had contacts with public education through occasional county planning and development committee meetings.
- Region 8 - indicated that good linkage existed with Mobile County School System through committees on environmental education and human relations.
- Region 9 - indicated that linkage existed via a quarterly intergovernmental agency meeting at which public education was represented.
- Region 11 - indicated that the planning agency had membership, along with the Decatur City School System and others, on a committee whose purpose was to regulate subdivision development in the city.

Region 12 -indicated that linkage occurred primarily through the Human Resources Program discussed in Chapter II.

Informal linkage between regional planning and public education was a more frequent practice than formal linkage. Eleven directors (91 per cent) acknowledged the existence of informal linkage with one or more of the school districts in the region.¹ This informal linkage occurred mostly in the area of mutual data gathering and exchange. Other activities connected with informal linkage were:

Region 1 - assisting public school personnel in filing for federal grants.

Region 2,6 - providing limited personnel assistance on special projects.

Region 11 - assisting a school system in decision-making.

In addition to the aforementioned activities, other areas of interaction include curriculum (25 per cent), social programs (17 per cent), recreation (17 per cent), early childhood program (17 per cent), school plant needs and siting (8 per cent), and funding (17 per cent). Curriculum

¹One director indicated that no linkage existed between his agency and public education.

involvement in an advisory capacity occurred in the areas of vocational education (Region 9), environmental studies (Region 8), and human relations (Regions 8 and 12). Social programs involvement was in the human relations programs of Region 8 and 12. In the area of recreation, Region 6 personnel designed a school playground. Two directors indicated that their agency was involved, along with one or more school districts, in an early childhood program. Region 11 had input into the development of a multi-use facility shared by the City of Decatur and the Decatur City School System. The director of Region 11 indicated that his agency helped the Decatur City School System select the proper school site, as well as offered support in procuring the necessary funds. The Human Resources Program (Region 12) funding was sought and obtained from a federal source through the efforts of the planning agency with support from local education.

Comments directed at the nature of the relationship between the planning agencies and their respective school districts were:

1. One director indicated that the relationship between his agency and public education was not founded out of mutual respect but rather out of expediency. He noted that education personnel contacted them because

the planning agency was the only one which could fulfill their needs. A majority of the interviewees had a similiar, negative opinion about the nature of their relationship with public education.

2. Three (25 per cent) of those interviewed described their relationship with one or more school districts as good or very good.
3. The remaining executive directors were vague or did not comment about the planning agencies' relationship with public education.

Executive Directors' Perception of Desired
Linkage and Areas of Interaction

The majority (58 per cent) of the executive directors felt that formal linkage was most desirable (see Table 3). Of the seven directors desiring formal linkage, six would have preferred to have a formalized meeting schedule. The seventh director felt that a regular meeting schedule was not necessary and that meetings could be called when needed.

Reasons given for having formal linkage were as follows:

1. One director preferred to have a formalized meeting schedule so that matters would not be left to chance.

TABLE 3
EXECUTIVE DIRECTORS' PERCEPTION OF DESIRED
LINKAGE AND AREAS OF INTERACTION

Responses by Sub-categories	Percent ^a	Region(s)
Formal linkage*	50	1, 3, 4, 7, 9, 11
Formal linkage**	8	6
Informal linkage	25	2, 5, 8
Satisfied with present linkage	8	12
Areas of Interaction		
1. Physical plant needs and siting	83	1, 2, 3, 4, 5, 6, 7, 8, 9, 11
2. Curriculum	42	1, 3, 4, 5, 6, 9
3. Recreation	33	1, 3, 8, 11
4. Transportation	17	2, 4

^aRounded to the nearest whole number

*Regular scheduled meetings

**Irregular scheduled meetings

2. Another director felt that a schedule was necessary so planning personnel and public education officials could communicate, interact, and relate to each other's

- needs. This arrangement would allow the planning agency to react in a more meaningful way to the problems of public education.
3. One interviewee responded that a formal, organized structure was needed because he felt that school systems were too independent.
 4. Communication via informal linkages would be vulnerable to personality differences, as noted by one director.

A minority (25 per cent) of the interviewees preferred informal linkages. Generally, all directors preferring informal linkage felt that they could meet with education officials or personnel when the need arose. All directors who indicated a preference for formal linkage stated that informal linkage was also desirable.

Of the twelve executive directors interviewed, only the director of Region 12 felt that the current relationship between his planning agency and public school districts within the region was satisfactory. Of the remaining ten directors who responded to question two, all felt the linkage between their agency and public education could be improved.

The executive directors, in responding to the areas of interaction between public education and regional planning,

responded as follows: physical plant needs and siting (83 per cent), curriculum (42 per cent), recreation (33 per cent), and transportation (17 per cent). Physical plant needs and siting received the single greatest response because most directors felt that their planning agency had data and professional expertise available that could be helpful in selecting the type of school (elementary, middle, or secondary) and its location. One director suggested that "plant location of a school is not a decision for the board of education--plant operation is the decision of the board of education. Plant location is the responsibility of the city planner based on the growth trend of the city."¹ He further stated that such a decision should be made jointly by planning and education personnel. Another director suggested that his agency had a better "handle" on what kind of development might occur in the region, especially in the metropolitan area. He noted that his agency was utilizing an Ohio consultant firm which, through the use of a computer model, had been assisting the planning agency in determining

¹Although not requested to do so by any of the interviewees, direct quotations made by the participants will not be identified because of (1) the political nature of their position, and (2) the possible misinterpretation of a statement when taken out of context.

the form and spatial development of the metropolitan area. The director felt that the data this firm was providing were superior to that used by school district personnel or their consultants.

All responding directors agreed that curriculum input should be in an advisory capacity only. Two areas mentioned as possible points of input were vocational education and teaching the "hows" and "whys" of planning in public schools. Because of the "comprehensive" nature of the regional planning process several directors felt they had data and professional staff who could advise public school districts so future manpower needs of local communities might be met. Three directors noted that public education should address itself to the problem of educating the young as to what the planning process is and why it is needed. One director stated that:

Education is probably the single most significant factor in selling and promoting planning. . . . Education is probably going to have the most impact on the attitudes of people and their governments towards planning.

During the course of the interviews, four directors (33 per cent) implied or stated that it had been their experience that there is a general lack of understanding concerning the planning process. One director stated that he

suspected only a few local governmental decision-makers ever attempt to read the planning documents provided them. He was skeptical of the local decision-maker's belief in the planning process and felt that when it was no longer financially advantageous for local governments to have a planning agency, they might dispense with the planning function.

Perceived Desirability of Linkage by Executive
Director When Linkage is Non-existent

Only one interviewee (Region 10) stated that linkage did not exist between the planning agency and the public school districts within his region. Special circumstances hindered or prevented linkage from occurring. At the time of the interviews, the planning agency was staffed by a secretary and the executive director, both of them working on a half-time basis due to lack of funds. The director described their present situation as a "holding action".¹

In responding to question three, he felt that formal linkage between a planning agency and public education

¹The director stated that since the issuance of the Executive Order creating the twelve planning regions, Russell County, one of the two counties making up Region 10, has voluntarily merged with the adjacent Georgia county to form a metropolitan planning district and is no longer part of Region 10.

should exist, but questioned just how beneficial such a relationship might be. He acknowledged that data and personnel were available in planning agencies which might be of assistance to school districts but felt that school matters should be left up to educators, noting that the "community would like it this way."¹

Planning Agency Aid to Public Education
as Perceived by Executive Directors

The twelve executive directors interviewed responded unanimously in two areas, concerning the supplying of data (100 per cent), and providing technical assistance to public school districts by staff personnel (100 per cent) (see Table 4). Other areas of assistance mentioned concerned planning for facilities and equipment (42 per cent), assistance in preparing federal program proposals (17 per cent), and needs assessment (8 per cent).

All directors indicated their agency had many different kinds of data available. The types of data mentioned included demographic, transportation, land use, economic, and "general" social data.

¹The executive director's responses to questions four, five, and six were included along with the group.

TABLE 4
 PLANNING AGENCY AID TO PUBLIC EDUCATION
 AS PERCEIVED BY EXECUTIVE DIRECTORS

Responses by Sub-categories	Percent ^a	Region(s)
Data	100	All
Personnel	100	All
Education planner on staff	100	All
Facilities and equipment	42	1, 2, 3, 6, 12
Assist in preparation of federal program proposals	17	1, 11
Assist with needs assessment	8	4

^aRounded to the nearest whole number

Eleven directors (91 per cent) indicated they had personnel on their staff who could assist school officials in their region. Professional background of staff personnel varied from one region planning agency to the next, but the disciplines most represented were geography, economics, engineering, sociology, architecture, and planning. Other areas represented included education, psychology, law, religion, and art.

Five directors indicated they had very little in the way of facilities and equipment. They did indicate that drafting equipment was available. One director, whose office was located in a small, rural community, noted that his agency had two printing presses as well as other forms of reproduction equipment.

In conjunction with eliciting a response to question four, each director was asked to react to the idea of having an educational planner as a member of the regional planning staff.¹ The response to this question was unanimously affirmative. All the executive directors indicated that an educational planner would be an asset to their operation, noting that it would probably take such a person to develop the kind of linkage needed to bring public education into the mainstream of planning. Despite the apparent enthusiastic reception to this idea, the manner of funding such a position represents a major obstacle. All of the executive directors stated that under present budget constraints it would be difficult to establish such a position in their agency. It was suggested by one director that a cooperative venture might be initiated among public school districts

¹The question was introduced after the pilot interview.

within a region, with each public school district contributing support to such a staff position. This director estimated that within his region a contribution of \$1,000.00 per year by each school district toward the support of such a position would be sufficient. Another director set the amount at \$2,000.00 per school district per year in his region.

Public Education Aid to Planning Agency
as Perceived by Executive Directors

Responses to the question concerning the potential role of public education in aiding the regional planning agency focused on two main areas: the need for greater cooperation and coordination of planning between the regional agencies and public education (83 per cent) and the need to educate the citizenry as to the "hows" and "whys" of planning (58 per cent) (see Table 5). Other areas mentioned were education for local manpower needs (25 per cent), public support (25 per cent), and the use of high school work-study students by the planning agency (8 per cent).

Most of the interviewees indicated that public education could assist regional planning best by fostering better cooperation and coordination between the two agencies. As one director suggested, goals and objectives

TABLE 5

PUBLIC EDUCATION AID TO PLANNING AGENCY
AS PERCEIVED BY EXECUTIVE DIRECTORS

Responses by Sub-categories	Percent ^a	Region(s)
Cooperate and coordinate with planning agency	83	1, 2, 3, 4, 5, 6, 7, 9, 11, 12
Educate as to "hows" and "whys" of planning	58	1, 2, 3, 4, 8, 11, 12
Educate for local manpower needs	25	4, 6, 7
Public support	25	1, 11, 12
High school work- study program	8	6

^aRounded to the nearest whole number

might be drawn up as a means of guiding relations between the two agencies. Another director suggested that public schools could do a better job of internal planning and coordinating educational planning within the regional context.

Several of the directors felt it would be highly desirable to improve the knowledge base of the citizenry with regard to the planning process and the need for planning. Public schools, with assistance from the planning agency, might consider incorporation of an understanding

of the need for planning into the educational process. In an effort to emphasize the need for planning education one executive director noted, you could walk down the street and probably eight out of every ten people would not know what the regional planning commission is or does.

Vocational needs were mentioned as an area in which education could coordinate its efforts with other agencies including the regional planning agency. Although not explicitly stated, a majority of the interviewees, at one point or another during the interview, indicated that the education system was not geared to assessing future manpower needs and then adjusting the educational programs to meet those needs.

It was suggested that school officials could aid regional planners by publicly supporting the planning agency and the regional council's activity. One director felt that support should be forthcoming when the planning agency's activity involves the school, either directly or indirectly.

One director suggested that public school districts could assist regional planning agencies by allowing high school students to work for the regional planning agency as part of a work-study program.

Perceived Obstructions to Effective Linkage Between
Public Education and Regional Planning

A majority of the directors stated that three major areas of obstruction potentially existed which might inhibit more effective cooperation between the planning agency and the public school districts (see Table 6).

TABLE 6

PERCEIVED OBSTRUCTIONS TO EFFECTIVE LINKAGE BETWEEN
PUBLIC EDUCATION AND REGIONAL PLANNING

Responses by Sub-categories	Percent ^a	Region(s)
Reluctance and/or complacency of school officials	83	1, 2, 3, 4, 5, 6, 7, 8, 9, 10
Lack of initiative of regional planning agency personnel	83	1, 2, 3, 4, 5, 6, 7, 9, 10, 11
Funding	67	3, 5, 6, 7, 8, 10, 11, 12

^aRounded to the nearest whole number

The three major areas of obstructions are:

1. The reluctance or complacency of public school officials and personnel to effect interaction between public education and regional planning (83 per cent).

2. The lack of effort by planning agency personnel to stimulate development of viable linkages between the two agencies (83 per cent).
3. The lack of sufficient funds to initiate necessary action that might result in viable linkages (67 per cent). Although not explicitly stated by all interviewees, most directors seemed to feel that school officials are reluctant, if not apathetic, to having "outsiders" meddling in their affairs. In attempting to explain the reluctance on the part of school officials to outside intervention in school matters, one director noted that school administrators, as well as administrators in other agencies, are often involved in "empire building". In referring to the above stated problem, another director said, "I haven't found a way to get into the door."

Yet, as quick as most executive directors were willing to criticize public school officials, they were just as willing to admit that the planning agency was as much at fault because planning agency personnel had not seriously attempted to develop linkages with public school districts within the region. One director, in commenting about the lack of interest of public education officials, noted that

the "major obstacle is the ignorance on the part of education as to what regional planning agencies could do for them. I think the reason they are ignorant is that we have not done a good job in telling them--in talking to them."

Funding was cited by a majority of directors as a major constraint to more effective linkage. It was felt that additional funding would be needed to pay additional personnel, such as an educational planner, and other costs that would be encountered in developing viable, working linkages with public school districts within a region. Most directors felt some assistance could be given public school districts by their planning agency under the current funding level, but the amount of assistance would be limited. In responding to why he could not hire a professional staff member who could work with public education, one director stated, "We could gear up to that for next year provided that we satisfy our mandatory planning requirements, because a direct planning function for educational purposes has not been established as a mandatory requirement by any of the agencies that fund us. It (meaning education) is sort of an inherent and included requirement in terms of comprehensive planning in that we identify and locate facility needs, project enrollments, and presents that as part of

the over-all plan." Another director reiterated a similiar statement when he pointed out that planning agencies lack authority designating the planning agency to participate in a program to assist public education. It was suggested by one executive director that just having discretionary funds to take an administrator or school board member to lunch would be most helpful and could result in one hour of potentially productive communication.

Summary

An analysis of the data gathered from interviewing the twelve executive directors of the regional planning agencies in the State of Alabama was presented through the use of tabular and narrative descriptions.

After a description of the executive directors' formal training and professional experience in planning, an analysis was made of the interviewees' responses to each of the six questions posed during each interview. The purpose of this analysis was to assess each executive director's perception of the:

1. degree and kind of linkage existing between his planning agency and the public school districts within the region,

2. desired linkage between the two agencies,
3. means by which each agency could complement the other's operation, and
4. obstructions to a viable relationship between regional planning and public education.

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary of Findings

The purpose of this study was to explore the need for linkages between regional planning agencies and public education systems, and to assess the degree and kinds of linkage existing between these two agencies in the State of Alabama.

Data for this study were obtained by reviewing the related literature and by interviewing the executive directors of the twelve regional planning agencies in the State of Alabama. The directors were interviewed to obtain their perception of the degree and kind of linkage existing between the planning agencies and the respective school districts within each region, what they felt would be a desirable relationship between the two agencies, how each agency could complement the other's operation, and what obstructions might thwart the development of a viable relationship between the two agencies.

The interviews with the executive directors yielded descriptive data concerning their formal education and work experience in planning as well as their responses to the aforementioned areas. The data were transcribed and analyzed by comparing the interviewees' individual sub-category responses to each question. Those responses which were similar, as well as singular responses, were recorded in tabular form by percentages under appropriate sub-category headings. Additional pertinent statements made by the interviewees were recorded under appropriate sub-category headings.

Findings in this chapter are organized in the following manner: the first section dealt with the desirability of linking public education and regional planning as identified by the review of related literature, while the second section presented a brief summary of the data gathered from the interviews. The second section, the interview data summary, reported interview data as follows:

1. the executive directors' perception of desired linkage and areas of interaction,
2. the existing linkage and areas of linkage between public education and regional planning in Alabama,
3. the executive directors' perception of desired linkage and areas of interaction,

4. the perceived desirability of linkage by the executive director when linkage is non-existent,
5. planning agency aid to public education as perceived by executive directors,
6. public education aid to planning agency as perceived by executive directors, and
7. perceived obstructions to effective linkage between public education and regional planning.

Desirability of Linking Public Education and Regional Planning as Identified by a Review of the Literature

References by educators as well as planners were cited in support of the proposition that public education and regional planning should enter into a symbiotic relationship. Although no author directly stated that such a relationship should exist, ample support for such a stance was evident in the literature. Most of the references cited implied the need for education to become part of the larger planning process and to relate the educational function and educational planning to other forms of social and physical planning. With few exceptions, the existence of printed matter dealing with the current status of public education-regional planning linkage was lacking.

Interview Data Summary

Executive Directors' Educational and Professional Experience in Planning

Thirty-three per cent of the executive directors had a formal education in planning. An additional 25 per cent of the interviewees had been educated in fields allied to planning. Over half (58 per cent) of the executive directors had work experience in planning prior to assuming their present position.

The effect of an educational preparation as a planner on the directors' perception was difficult to discern. The interview data did not reveal any significant pattern of response in connection with those directors who had been educated as planners. Based on the general tone of the interviews, it was concluded that those interviewees who had been educated as planners seemed to possess a greater awareness of the need to involve public education and educational planning as a component of regional planning.

Existing Linkages and Areas of Linkage Between Public Education and Regional Planning in Alabama

Fifty-eight per cent of the executive directors indicated that formal linkage existed with one or more school

districts within the region. Ninety-one per cent indicated that informal linkage existed between their planning agency and one or more school districts.

Although linkage seems well established, closer examination revealed that the kinds of linkage, such as membership on an intergovernmental board that meets quarterly, a subdivision regulating committee, and others, indicate that the "quality" of linkage was lacking. Additionally, most of the interviewees indicated few areas where interaction between the two agencies is regularly occurring. Several of the directors described the quality of linkage as relatively superficial.

Executive Directors' Perception of Desired Linkage and Areas of Interaction

The majority (58 per cent) of the interviewees desired formal linkage with public school systems, and all of the directors also wished to maintain informal linkage. In giving reasons for desiring formal linkage between regional planning and public education, several of the directors indicated that factors such as personality differences, autonomy of the school systems, and leaving matters to chance necessitated the establishment of formal linkage.

A majority (83 per cent) of the directors expressed a desire to have interaction occur with public education in the area of physical plant needs and siting. They perceived that the planning agency could assist public education in this area because of available data, staff competency, and specialized knowledge about regional spatial development. To a lesser extent, a perceived need to interact with public education was indicated in the areas of curriculum (42 per cent), recreation (33 per cent), and transportation (17 per cent).

Perceived Desirability of Linkage by Executive Director When Linkage is Non-existent

One executive director indicated that linkage did not exist between his planning agency and the public districts within the region. This director noted that special circumstances existed which were due to a lack of sufficient funding and consequent understaffing. The interviewee did indicate that linkage should exist between regional planning and public education, but questioned just how beneficial such a relationship would be.

Planning Agency Aid to Public Education
as Perceived by Executive Directors

All interviewees perceived that their agency could contribute data (100 per cent) and staff assistance (100 per cent) to aid public schools. Other areas of assistance perceived were facilities and equipment (42 per cent), preparation of federal program proposals (17 per cent), and needs assessment (8 per cent). When asked to react to the idea of having an educational planner on the planning staff, the response was unanimously affirmative.

Public Education Aid to Planning Agency
as Perceived by Executive Directors

The two major areas perceived by the interviewees in which public education systems might assist regional planning agencies were the need for cooperation and coordination of public education with regional planning (83 per cent) and the need for public education to introduce the "hows" and "whys" of planning into public school curriculum (58 per cent). Other areas mentioned were education for local manpower needs (25 per cent), public support (25 per cent), and high school work-study program (8 per cent).

Perceived Obstructions to Effective Linkage Between Public Education and Regional Planning

The perceived areas of obstruction to attaining a viable relationship between the two agencies were the reluctance and/or complacency of school officials (83 per cent), lack of initiative of regional planning agency personnel (83 per cent), and lack of sufficient funding (67 per cent) for staff personnel such as an educational planner.

Conclusions

It was concluded that planning future environments may be desirable if not absolutely necessary and that a symbiotic relationship between regional planning and public education is rational and should exist. Upon examining the literature little was found that dealt directly with a regional planning-public education relationship. A limited number of references were found that touched indirectly on the subject. A field study was undertaken to assess the degree, kind, and desired linkage between public education and regional planning agencies in the State of Alabama. The findings of this study warrant the following conclusions.

1. Formal and informal linkage between public education

and regional planning seemed to exist among the majority of the planning agencies and one or more of the school districts within each region in the State. In the majority of cases the existence of seemingly ineffective forms of inter-organizational linkage, the small number of sub-categories listed under "areas of interaction", and the negative attitudes expressed led to the conclusion that the effectiveness and quality of such linkage was questionable.

2. It was concluded that many of the interviewees were dissatisfied with present linkage and desired a more viable relationship with public education. This conclusion was based on the number of executive directors who desired formal linkage with scheduled meetings, comments made as to why scheduled meetings were desirable, and the wish to have greater interaction in such complex areas as physical plant needs and siting, recreation, and curriculum.
3. The regional planning agencies could best assist public school districts in providing various forms of physical and social data as well as assistance by professional staff. Based on a limited variety of responses, it was concluded that the interviewees'

perception of such a function for regional planning was new, and their perception of ways to assist public education was limited. More formal and viable linkage would enable both agencies to understand how they might be mutually beneficial.

4. Public education could assist regional planning agencies by exhibiting a willingness to cooperate, to coordinate activities of mutual interest, to educate students as to the "hows" and "whys" of planning, and to educate planning personnel so they might have a clearer understanding as to what public education is all about.
5. Based on the findings of this study, neither educators nor planning personnel had made an earnest attempt to develop a viable, working relationship between the two agencies. Both additional funding and designating educational planning as a function of the regional planning agency would be desirable in fostering a viable, symbiotic relationship.

The aforementioned conclusions are the obvious deductions which might be made from the data presented. Less

obvious conclusions can be drawn based on the responses the interviewees neglected to make. No novel approach or ideas to organizational structure for linking the two agencies were suggested. Most of the responses dealing with "areas of interaction" dealt with areas suggested by the researcher or with areas where linkage currently exists. Few new ideas were presented, and little thought was given to future development. It seemed as though, with possibly one or two exceptions, the interviewees' perception of the potentials resulting from linkage with public education was quite narrow in scope. It must be said that, considering the limitations placed on planning agencies by current funding practices, the adverse position regional planners find themselves in, and the insularity of public education from the influence of non-educators, such narrowness in perception might be expected. One final point should be made. Fully seventy-five percent of the executive directors were enthusiastic about the prospects of having a more viable relationship with public education and especially with having an educational planner on his staff.

It behooves chief administrators and central office personnel in the various public school districts, the professional staff of the State Department of Education, and

regional planning personnel to consider how a symbiotic relationship between regional planning and public education could be cultivated and nurtured. If educators, as well as planners, truly wish to serve society they must consider such a symbiotic relationship for reasons such as the following:

1. To improve man's chance for shaping future environments through comprehensive regional planning so the environment(s) man creates will in turn have a positive effect on future human development. As a means of achieving this end, it will be necessary that the citizenry understand why planning may be desirable, if not absolutely essential;
2. To make education more responsive to local needs;
3. To integrate educational planning with other forms of social and physical planning in a regional context; and
4. To improve the internal planning and management of public school districts by consolidating selected local functions at the regional level and thereby take advantage of economies of scale.

Recommendations

The following statement appeared in Chapter I of this study:

It is hoped that this study will be helpful in providing educational administrators, other educators, planners, and laymen with a degree of insight as to the need and desirability for co-operation between public education and regional planning. This study represents a philosophical beginning.

As the above statement notes, this study was meant to be a beginning, a point of departure.

As a result of the data obtained in this study, the following recommendations seem appropriate:

1. A study, similiar to this study, should be conducted to assess the perceptions of school superintendents in the State of Alabama.
2. A study should be conducted to devise one or more organizational models that might be used for linking a regional planning agency with the public school districts within the region.
3. A study should be conducted to develop goals and objectives which a regional planning agency and its public school districts might work toward.
4. A study should be conducted to ascertain the feasibility of having an educational planner on the

regional planning staff to assist public school superintendents in planning and to act as a liaison between the planning agency and the public school districts within the region.

5. A study should be conducted to explore the extent to which the planning process is being presently taught in public schools and how it might be introduced or improved upon.

APPENDICES

APPENDIX A

INFORMATION CONCERNING REGIONAL PLANNING AGENCIES

A regional planning agency is the planning arm, staffed by professionals, of a regional council or commission. A regional council is composed of voluntary membership made up of representatives of governmental bodies in the region as well as, on occasion, special purpose bodies such as school districts and sanitary districts. The prime purpose of the regional council is to meet local needs through increased communication, cooperation and coordination among local governments in planning and implementing programs.¹ The basic characteristics of regional councils are:

They are multi-jurisdictional in scope (i.e. they encompass more than one local government, usually several). Most often they are multi-county operations, although some councils are composed of a single county and several cities.

Their prime purpose is to achieve local government cooperation across legal jurisdictional boundary lines in order to deal with mutual

¹Regionalism: A New Dimension in Local Government and Intergovernmental Relations (Washington, D.C.: National Service to Regional Councils, 1971), p. 4.

problems that a single city or county cannot adequately handle alone.

Their programs are multi-functional. Rather than approaching a single problem (like the special purpose district), regional councils deal with a variety of public issues, such as transportation, health, public safety, and environmental quality.

Regional councils are advisory in nature and (with few exceptions) lack the normal governmental powers of taxation, regulation, and direct operation of public facilities.

They have legal status and exist through the agreement of member local governments.¹

There exist three basic types of regional councils:

(1) the regional commission, (2) economic districts and local development districts, and (3) council of governments. The regional planning commissions were the first of the regional councils developed and were confined primarily to metropolitan areas. Regional planning commissions are responsible for comprehensive planning with emphasis on land use planning and coordination of facilities plans for inter-governmental agencies. By 1954 approximately forty commissions had been created in the United States. The Housing Act of 1954 under Section 701 established urban planning assistance to metropolitan areas which in turn,

¹Ibid., p. 4.

fostered growth of regional commissions. By 1970, 253 regional planning commissions had been established. The regional planning commissions were important because they represented the first step in bringing local governments together along with private citizens, to foster cooperation and planning.¹

Economic and local development districts are formed to coordinate, within the district, public and private efforts to promote economic development. The creation of economic development districts resulted because of the Public Work and Economic Development Act of 1965. The districts are designated and funded by the Economic Development Administration--U.S. Department of Commerce--in conjunction with state and local involvement. The first economic districts were formed in 1966 and numbered 109 by 1970.

Local development districts are an outgrowth of the Appalachian Regional Development Act of 1965. In the thirteen state Appalachian Region, sixty districts were designated, but by 1970 only forty-six of the sixty districts had been organized.

¹Ibid., pp. 4-5. The author considers economic development districts and local development districts similar in function so they were grouped together as a single type of regional council.

The third form of regional agency is the council of governments. The major purposes of this agency are:

To provide a forum for discussion of issues and challenges commonly shared by the member governments; to determine policy and priorities on these issues; to implement decisions through the member governments; and to coordinate federal, state and local programs with regional impact. While comprehensive land use planning is a prime concern of these councils, their interests encompass all areawide concern of their member local governments.¹

The council of governments form of regional agency is different from a regional commission in that it is strongly represented by elected local officials, and the program emphasis is on the "short run, pragmatic programs, such as technical assistance, joint purchasing, mutual police agreements, public service training, solid waste disposal, etc."² Nevertheless, the development of a comprehensive master plan is also part of its operation. The council of governments movement began in 1954. By 1965 there were thirty in existence. In 1965 the "701" planning assistance provision of the House Act of 1954 was altered so council of governments would be eligible for federal assistance. In the next six years, 200 council of

¹Ibid., p. 6.

²Ibid.

governments were established.¹

By executive order, the initial division of the State of Alabama into eight planning and development commission districts occurred on July 24, 1970. On April 27, 1971 the number of planning and development commission districts was increased to ten and subsequently increased to twelve districts on June 14, 1971.

¹Ibid.

APPENDIX B

THE ENVIRONMENTAL CRISIS AND ITS POTENTIAL

IMPACT ON CULTURAL DEVELOPMENT

The Environmental Crisis

With increased frequency the phrase "the environmental crisis" is being used. The crisis manifests itself in the form of numerous social and physical problems. Yet, Reich stated that a profound lack of understanding concerning the probable cause(s) of these problems exists. This lack of understanding is not confined to the masses but includes the educated as well.¹

Numerous reasons have been put forth in an attempt to explain the crisis. It is possible to compile these reasons into three categories: (a) cultural factors, (b) transition or process, and (c) physical-biological factors.

Cultural Factors

White concluded that Christianity must bear a large

¹Charles A. Reich, The Greening of America (New York: Bantam Books, 1970), p. 12.

share of the blame for our environmental crisis. He stated that "viewed historically, modern science is an extrapolation of natural theology and second, that modern technology is at least partly to be explained as an Occidental voluntarist realization of the Christian dogma of man's transcendence of, and rightful mastery over, nature".¹ Moncrief, although recognizing that Christianity is in part the blame for the environmental crisis, finds little historical or scientific evidence to support White's view. He suggests that numerous other variables, such as a democratic form of government, technology, urbanization, and others, must also be considered.² Campbell and Wade believe that it is man's ability to manipulate the environment and his consumptive attitude that are the root causes of the environmental crisis.³

Transition and Process

Harrington sees the environmental crisis resulting

¹Ian G. Barbour (ed.), Western Man and Environmental Ethics (Reading, Massachusetts: Addison-Wesley Publishing Company, 1973), p. 27.

²Ibid., p. 40.

³Rex R. Campbell and Jerry L. Wade (eds.), Society and Environment: The Coming Collision (Boston: Allyn and Bacon, Inc., 1972), p. 1.

from a social revolution precipitated by the development of technology essentially under private ownership and for private good.¹ Platt suggests that the environmental crisis resulted because of an accelerated rate of change in our environment, noting that "it is now coming upon us as a storm of crisis problems from every direction".²

Physical-Biological

Dubos stated that biological man has not changed in the last 10,000 years and because of this, man's environment cannot be drastically different from the one he has evolved in. Thus Dubos warns that the new environmental forces man has unleashed may prove detrimental to his existence.³

Ehrlich and Hardin believe that the human population explosion, along with man's technological capacity, is the cause of the environmental crisis.⁴ Hardin writes:

¹Michael Harrington, The Accidental Century (New York: The Macmillan Company, 1965), p. 16.

²John P. Holdren and Paul Ehrlich (eds.), Global Ecology (New York: Harcourt, Brace, Jovanovich, Inc., 1971), p. 280.

³William R. Ewald, Jr. (ed.), Environment and Man (Bloomington: Indiana University Press, 1967), p. 15.

⁴Ehrlich, op. cit., p. 1.

The emerging history of population is a story of disaster and denial--disaster foreseen, but disaster psychologically denied in our innermost being. Our reaction to the signals assaulting us is perfectly understandable; they foretell an event that has never happened before. How can one believe in something--particularly an unpleasant something--that has never happened before?¹

Detwyler asserts that it is the damaging or destroying of the physical systems of the biosphere that constitute the environmental crisis. It is man's life support systems --water, oxygen, food and shelter--that are in danger. He states that "unless the biosphere continues to provide these necessities of life, man and all his works cannot survive".²

From the foregoing examples one can see that numerous reasons have been put forth in an effort to explain the environmental crisis. One explanation cannot be judged as being better than any other, because they are all correct as far as they go. The major problem may lie in man's inability to grasp the complexities of his environment with

¹Garett Hardin (ed.), Population, Evolution and Birth Control (San Francisco: W.H. Freeman and Company, 1969), p. vii.

²Thomas Detwyler, Man's Impact on Environment (New York: McGraw Hill Book Company, 1971), pp. 51-52. The biosphere is defined as that part of the earth in which life exists.

its numerous variables that act and interact--this may be the real point of crisis. To predict with any degree of accuracy what will happen in an environment when several major variables are operating seems to be beyond man's present capacity.

In summarizing, one must conclude that an environmental crisis does exist and that its dimensions are as illusive as the term used to identify the situation. Thus far the effect of the crisis on human existence is unclear.

Environmental Influences on Human Behavior

It has been documented that there is an environmental crisis and that man's environment is being adversely affected. Observation and sheer logic tell us that our environment plays an important role in shaping and influencing man's existence. If this be the case, what is the environmental crisis doing to man's behavior and subsequent cultural development?

Thomas states that the theme of environmental influences on man's behavior and subsequent cultural development is not new but dates back to antiquity. He noted that the environmental theories of the early Greeks were an outgrowth of a scientific curiosity to explain differences among the

peoples of the known world. The Ancient, Medieval, and Renaissance Periods yielded little to add to the knowledge of the environmental theories of the early Greeks.¹ It was not until the latter 19th and early 20th centuries that environmental theory was expanded. The advent of essential biological facts, topographical and climatic knowledge, and Darwin's evolutionary doctrine lead to the development of anthropogeography. Friedrich Ratzel, its leading proponent, "developed the first scientific and systematic analysis of the various geographic factors which affected the evolution of man and the nature of society".² Basing their ideas on Ratzel's earlier works, a new group emerged and became known as "environmental determinists". They attributed man's cultural development to environmental control, often with little evidence to support their conclusions. The results of such unscientific investigation lead to a discrediting of the movement and a dampening of serious environmental investigation.³

¹Franklin Thomas, The Environmental Basis of Society (New York: The Century Company, 1925), pp. 16-17.

²Ibid., p. 28.

³Detwyler, op. cit., p. 3. Detwyler also noted that the fragmentation of disciplines of knowledge into fields of specialization during the first half of this century contributed greatly to the decline of environmental concern.

The most recent supporters of environmental influence on human behavior come from the fields of anthropology and the behavioral sciences. Kneller noted that the existence of individuals is necessary to make culture possible but "culture controls the lives of men as surely as the play controls the words and deeds of the actors".¹ White viewed man not as the dependent, but as the independent variable, noting that man "is merely the function of his culture".² Kroeber's statement affirms the belief that the present environment of man is shaping future human behavior and cultural development.

The human beings who influence culture and make new culture are themselves molded; and they are molded through the intervention of other men who are culturalized and thus products of previous culture. So it is clear that, while human beings are always the immediate causes are themselves the result of antecedent cultural situations having been fitted to the existing cultural form which they encounter.³

B.F. Skinner, America's famed behavioral psychologist, sees man as a physical system whose behavior is

¹Kneller, op. cit., p. 19.

²Leslie A. White, The Science of Culture: A Study of Man and Civilization (New York: Farrar and Straus, 1949), p. 350.

³A.L. Kroeber, The Nature of Culture (Chicago: University of Chicago Press, 1952), pp. 132-33.

linked or related to the conditions under which the human species evolved and the conditions under which the individual lives.

In the traditional picture a person perceives the world around him, selects features to be perceived, discriminates among them, judges them good or bad, changes them to make them better (or, if he is careless, worse), and may be held responsible for his action and justly rewarded or punished for its consequences. . . . (but in the scientific picture the role is reversed) a person does not act upon the world, the world acts upon him.¹

In summarizing we can see that historically man has felt that human behavior and cultural development were influenced or controlled by environmental forces. One may not wish to accept this view, but from the evidence presented it seems possible to conclude that perhaps such is the case. Based on what is already known about environmental influences the question that should then be asked is, should man allow random, non-structured environmental development to occur suspecting that such development will shape future human behavior and cultural development, or should he use his cultural institutions in an attempt to guide future development? The consequences of such a perplexing dilemma

¹B.F. Skinner, Beyond Freedom and Dignity (New York: Alfred A. Knopf, 1971), pp. 14-15.

were most aptly summarized as follows:

The world we inhabit is increasingly a world of our own making. We have developed technologies that give us unprecedented power to alter our environment. This power is like fire. It can be used for our benefit, or it can be used to destroy us. We are creatures born of the earth and its forest--its waters. Biologically we have changed little in the last 30,000 years. There are basic needs written into our being that cannot be erased. Unless we recognize these needs of life, the need for a hospitable environment where children can act and grow and develop constructively with a sense of significance, a sense of competence, and self esteem--unless we recognize the power of the environments we make to shape what we become we may, in the not too distant future, find ourselves in a world that nobody likes, nobody wants, and nobody planned, but just happened that way.¹

¹"Earthkeeping", Program aired on Alabama Educational Television, April 15, 1973, 6:30 pm.

APPENDIX C

EXECUTIVE DIRECTORS OF THE TWELVE PLANNING AND
DEVELOPMENT REGIONS IN THE STATE OF ALABAMA

Sam F. Reynolds, Jr.	East Alabama Regional Planning and Development Commission (Region 4)
Ron Burchfield	Lee County Council of Governments (Region 10)
William Bondarenko	Birmingham Regional Planning Commission (Region 3)
Joseph S. Knight	Alabama-Tombigbee Rivers Region- al Planning and Development Commission (Region 6)
Gary L. Voketz	North Central Alabama Regional Council of Governments (Region 11)
William T. Cathell	Southeast Alabama Regional Plan- ning and Development Council (Region 7)
Dean Y. Matthews	Top of Alabama Regional Council of Governments (Region 12)
Richard D. Pruitt	South Alabama Regional Planning Commission (Region 8)
Robert B. Kutas	Central Alabama Regional Planning and Development Commission (Region 9)

Lewis Duckworth

South Central Alabama Development Commission (Region 5)

Henry Turner

Muscle Shoals Council of Local Governments (Region 1)

Lewis E. McCray

West Alabama Planning and Development Council (Region 2)

APPENDIX D

EXECUTIVE ORDER NUMBER 15

Whereas, under and by virtue of Executive Order Number 23, dated July 24, 1970, the State of Alabama was divided into eight Districts pursuant to the provisions of Act Number 1126, Section 2, subsection (b), General Acts of Alabama, Regular Session, 1969, for the purposes and objectives set forth in said Act; and

Whereas, under and by virtue of Executive Order Number 11, dated April 27, 1971, the State of Alabama was divided into ten Districts pursuant to the provisions of the above said Act, Section 2, subsections (c), for the reasons stated therein; and

Whereas, under Section 7 of the aforementioned Act, regional planning and development commissions established pursuant to it shall, to the extent possible, be used as a basis for State planning and programming, administering programs which receive aid under federal acts which require districts, and performing areawide planning; and

Whereas, concerned governmental units within the

State have been consulted and consideration given to the social, economic and physical characteristics in accordance with above said Act, Section 2, subsection (b), and

Whereas, under Section 2, subsection (c), of above said Act, the Governor is authorized and empowered to change boundaries of districts as may be required to reflect changing conditions or otherwise to fulfill the purposes of this Act, observing the criteria and procedures embodied in Section 2, subsection (b), of said Act:

Now therefore, under the authority vested in me as Governor of the State of Alabama, I hereby order and direct, that the districts, as designated below be and hereby are officially established for the purposes provided:

District 1 shall be composed of Colbert, Franklin,

Lauderdale, Marion, and Winston Counties.

District 2 shall be composed of Bibb, Fayette, Greene

Hale, Lamar, Pickens, and Tuscaloosa counties.

District 3 shall be composed of Blount, Chilton, Jeffer-

son, Shelby, St. Clair, and Walker Counties.

District 4 shall be composed of Calhoun, Chambers, Cher-

okee, Clay, Cleburne, Coosa, Etowah, Ran-

dolph, Talladega, and Tallapoosa Counties.

District 5 shall be composed of Bullock, Butler, Crenshaw, Lowndes, Macon, and Pike Counties.

District 6 shall be composed of Choctaw, Clarke, Conecuh, Dallas, Marengo, Monroe, Perry, Sumter, Washington, and Wilcox Counties.

District 7 shall be composed of Barbour, Coffee, Covington, Dale, Geneva, Henry, and Houston Counties.

District 8 shall be composed of Baldwin, Escambia, and Mobile Counties.

District 9 shall be composed of Autauga, Elmore, and Montgomery Counties.

District 10 shall be composed of Lee and Russell Counties.

District 11 shall be composed of Cullman, Lawrence, and Morgan Counties.

District 12 shall be composed of DeKalb, Jackson, Limestone, Madison, and Marshall Counties.

It is further ordered and directed that all agencies within the Executive Branch of Government shall take the above District re-alignment and establishment into consideration in the future establishment and revision of all applicable State plans and programs; and

It is further ordered for State planning and development purposes, both at the state and federal levels, that the Districts may be aggregated; however, any proposed aggregation of Districts will receive the prior concurrence of the Alabama Development Office to insure consistency with State plans; and

Furthermore, local governmental units are encouraged to jointly participate in regional planning and development commissions within this system of Districts to enhance intergovernmental cooperation for the purposes of comprehensive planning and development and the administration of State and Federally supported programs within the State of Alabama as authorized by the provisions of law; and

It is further ordered that, Executive Order Number 23, dated 24 July, 1970, be rescinded; and

It is further ordered that, Executive Order Number 11, dated 27, April, 1971 be rescinded; and

This order contemplates that if compelling cause develops for changes in district boundaries in the process of local consent to regional organization as provided for under Act Number 1126, Section 3, subsection (a), appropriate

revision of this Order will be considered under Section 2,
subsection (c) of the above stated Act.¹

¹This Executive Order was signed by George C. Wallace, Governor of Alabama, on June 14, 1971.

DATA SHEET

1. To what extent does a relationship--linkage--exist in your regional planning district between the public school districts and the planning agency? Describe in detail.

Responses by
Sub-categories

Comments

Organizational Structure

1. Formal

2. Informal

3. No linkage

Areas of Interaction

1. Curriculum

2. Transportation

3. Social programs

4. Physical plant needs
and siting

5. Resource sharing

6. Recreation

7. Others

DATA SHEET

2. If linkages do exist, what do you feel could be done to improve this association?

Responses by
Sub-categories

Comments

Organizational Structure

1. Formal

2. Informal

3. Satisfied with
present linkage

Areas of Interaction

1. Curriculum

2. Transportation

3. Social programs

4. Physical plant needs
and siting

5. Resource sharing

6. Recreation

7. Others

DATA SHEET

3. If linkages do not exist, do you feel that a working relationship would be desirable and beneficial?

Responses by Sub-categories	Comments
--------------------------------	----------

Yes _____ No _____

Kind of Relationship

1. Formal

2. Informal

3. Other

Areas of Interaction

1. Curriculum

2. Transportation

3. Physical plant needs
and siting

4. Others

DATA SHEET

4. Assuming that a working relationship does exist, what could the regional planning agency do or provide, now and possibly in the future, that would help the school districts within the region meet their responsibilities --especially in the area of making education responsive to local needs?

Responses by
Sub-categories

Comments

Data

Personnel

Facilities and
equipment

Others

DATA SHEET

5. What could the public school districts in your region do or provide, now and in the future, that would assist the regional planning agency in meeting its responsibilities?

Responses by
Sub-categories

Comments

Educate students in
"hows" and "whys"
of planning

Cooperation and
coordination

Educate for local
manpower needs

Others

DATA SHEET

6. What would you view as being major obstructions to achieving a worthwhile, effective, working relationship between the planning agency and the public school districts within the region?

Responses by
Sub-categories

Comments

Lack of Interest

1. Public school officials

2. Planning agency personnel

Funding

Others

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