Education: Agent and Architect of Democracy

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At the center of any serious exploration of the possibilities and limits of civic engagement is the relationship that exists between democracy and education. That relationship at this moment in time is virtually non-existent. Until and unless the relationship between democracy and education is restored and radically reinvigorated, the plight of civic engagement, of education, and of democracy is grim.

From the beginning of this great American experiment in self-governance, the power of education was universally understood by its founders to be critical in determining its fate. Their faith in education was hard earned and well deserved; its triumph in America was first and foremost embodied in the lives and work of the founders themselves. The education provided by the Colonial colleges—which taught a rich mix of the classics, theology, law, and increasingly science—proved its remarkable power to shape events. The depth, penetration, and luminous quality of Jefferson's understanding of governance were undoubtedly influenced by his education at William and Mary. The astounding level of political intelligence that informs the constitutional debates and the Federalist Papers is even more impressive evidence of the relationship between a broadly based and richly developed capacity for the give and take of ideas and the quality of our public life.

Such a community of minds would have been unthinkable absent the shared intellectual experience provided to the great majority of them by the Colonial colleges. And all of the Founders, college educated or not, understood that reading—more accurately devouring—complex, demanding books in history, politics, philosophy, rhetoric, and law was the source of insight, understanding, and judgment that were the ingredients of that intelligence (Smith, 1993; Walsh, 1935; Butts, 1953; Westbrook, 1996).

An appreciation of the importance of education in shaping public life is also evident in their words. In his 1796 Farewell Address, George Washington stated: "In proportion as the structure of government gives force to public opinion it is essential that public opinion should be enlightened." James Madison, in his Second Annual Message, 1810, noted: "A well-instructed people alone can be permanently a free people." And in a letter to Charles Yancey in 1816, Thomas Jefferson claimed: "If a nation expects to be ignorant and free in a state of civilization, it expects what never was and never will be."
This is not to suggest that providing broad access to quality education was an easy task. The first public high school didn’t open until 1821. It was not until the end of the 19th century that public secondary schools outnumbered private ones. But after two centuries of continuous effort it happened. Institutionalizing a quality educational system available to every child regardless of material circumstances is a staggering achievement, particularly in light of the ever-expanding scale of this country and the entrenched resistance to any centralized authority. Moreover the leaders of that extraordinary effort did not shy away from what the content of such an education needed to be if it was to do justice to the obligations that attend the democratic ideals from which it sprung.

Horace Mann in the mid-19th century was the first to successfully define and advocate a secondary school curriculum that was common, rigorous, and intended to be widely available. But its reach was limited to the state of Massachusetts; the condition of pre-collegiate education elsewhere remained haphazard both in content and scope (Mann, 1855; Crevin, 1957). This situation would change dramatically in the next two decades led by a national commission on education known as the Committee of Ten. They issued a report in 1893 in support of a publically funded education providing universal access to an uncompromising level of excellence. There were some differences with respect to the sources of excellence but total agreement on fundamental organizing principles: that every child would benefit by receiving a liberal education of the highest quality; that differentiation of curriculum would dilute the power of that education; that the value of such an education needed to stand alone and should not be dependent on providing access to college.

That triumph was to prove stunned short-lived. As widespread access to high school became a reality during the opening decades of the 20th century, a very different note is sounded. In 1918, the National Education Association issued a second report entitled Cardinal Principles of Education. While citizenship was mentioned repeatedly, unlike the 1893 report it was only vaguely defined, one of a list of things to be addressed, rather than something that permeates and governs the whole. In striking contrast to the vagueness surrounding citizenship, the definition of the main task of high school could not have been clearer: “to help in the wise choice of a vocation.” That in turn meant the emphasis should be on what is “individually useful” in place of a “bookish curricula.” The danger of the bookish was that it would lead “tens of thousands of boys and girls away from the pursuits for which they are adapted” (Ravitch, 2000, p. 123-126; Battistoni, 1985, p. 81-82).

Perhaps it is not surprising that a tempering of ideals about educational possibilities would occur at the time of a massive expansion in access, although of course that is the moment when such ideals matter most. But the anti-intellectualism and the use of education—that which was supposed to broaden horizons, extend possibilities—to consign armies of “boys and girls” to “pursuits for which they are adapted” is stark and startling. The anti-intellectualism of the report in addition fueled a theme that will haunt American education: a presumed opposition between intellectual accomplishment and the practical concerns of life.

Debates continue to rage, but the die is cast. Once access to education becomes widespread, the tendency to dilute, to make adjustments, accelerates. In Helen and Robert Lynd’s Middletown, published in 1929, the president of the Muncie Indiana school board sums it up: “For a long time all boys were trained to be President. Then for a while we trained them all to be professional men. Now we are training boys to get jobs” (p. 194).

The same diminishing of values occurred in the liberal arts establishment, the citadel of our most visionary education. Despite the rhetoric of self-congratulation and the widely held assumption that liberal education persists as a serious alternative to what are viewed as more pragmatically oriented educational options, liberal arts education in truth no longer exists. We have professionalized what passes for liberal arts to the point where they simply do not begin to provide the intellectual breadth of application and the ethical depth that is their signature.

Over the past century the expert has dethroned the educated generalist to become the sole model of intellectual accomplishment. While expertise has had its undoubted successes, the price of its unrivalled dominance is enormous. The progression of today’s student is to jettison every interest except one and within that one to continually narrow the focus. Subject matters of study are broken up into smaller and smaller pieces, with growing emphasis on the technical and the obscure. The perspective progressively narrows to confront an increasingly fragmented world, generating a model of intellectual accomplishment that amounts not to learning more and more about less and less—already a dubious accomplishment—but more precisely to learning less and less. This, despite the evidence all around us of the interconnectedness of things.

Lest you think this is an overstatement, here are the beginnings of the ABCs of Anthropology:

Applied Anthropology
Archaeological Anthropology
Anthropology of Religion
Biological or Physical Anthropology
Cultural Anthropology
Developmental Anthropology
Dental Anthropology
Economic Anthropology
Educational Anthropology
Ethnography

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Connections between democratic life and education, once thought to be inseparable, have all but disappeared. This shrinking of the canvas is most fully captured in President Clinton's State of the Union message of 1994, which uncannily echoed the words of our Muncie school board president in 1925 except spoken now in the accents of triumph rather than despair: “We measure every school by one high standard: Are children learning what they need to know to compete and win in the global economy,” That’s it? That’s the whole story? One might reasonably consider economic well-being to be one of the desirable outcomes of a successful education, but that is a very different matter from its becoming the sole objective of such an education—the standard by which everything is to be measured.

In the face of this dramatic diminishing of expectations, one is driven to ask: How could self-interest, defined solely in economic terms, replace the values of human dignity, autonomy, liberty, happiness? How could the aggregate of a narrow self-interest supplant the idea of a public life informed by the ideals of justice, equity, social responsibility, and a continual expansion of human possibilities? How is it possible that the most egregious examples of an undemocratic treatment of human potential—the consigning of armies of young people through adjustments in the curriculum to “the pursuits for which they are adapted”—is enacted in our educational institutions—the very arena once defined by its capacity to expand human potential and make good on the promise of democracy? How in short could education, once so adapted—is enacted in our educational institutions—the very arena once defined by its capacity to expand human potential and make good on the promise of democracy? How in short could education, once so promising, now so drenched in values, become so empty handed and empty headed?

At the center is the failure throughout this history to grasp the intrinsic power and value of education, to do justice to its unique institutional responsibility and capacity to influence the quality of life of the community and of the individual. Despite a widespread enthusiasm for education, its value is persistently understood to come from an accommodation to or indoctrination in external interests of one kind or another whether they be political, economic, religious. It is quite astonishing actually how little thought we give to the nature and purposes of education. Notwithstanding the endless references to John Dewey (who conveniently seems readily usable in support of virtually anything), the intrinsic meaning of education is treated as exempt from the need for reflection. In contrast to every other major social institution in our society—law, health, business, media, religion—where we have clear ideas about their distinct purposes, education remains a blank slate on which virtually anything can be written.

That absence is perilous for education in any context; it is particularly so in a democracy, for the connection between freedom and education is unsustainable without grasping the implications of our shared capacity as human beings to think, to imagine, to empathize, and the role education
believed that the power of a good education was to exploit the capacity of human community, it is education that enables us to see beyond the surface of things and to resist the huge distorting pressures of passion, desire, and the countless forms of manipulation that surround us in all aspects of our lives. Clarity of thought is, in truth, an enormous accomplishment as is an abiding respect for evidence, the views of others, and a tolerance for uncertainty. It is so much easier to abandon these, most particularly when our passions are engaged.

Moreover in the absence of carefully considered purposes, unexamined assumptions rapidly assume the character of self-evident truths. Two in particular have increasingly scarred the landscape of American education: the presumption that there is an incompatibility between intellectual excellence and breadth of access, undergirded by a presumption that there is an incompatibility between intellectual excellence and the world of practical affairs—thinking and doing. While the presumed disparity between access and excellence is a recurrent theme in American history, the severing of thought and action has assumed proportions in the last century that would earlier have been unthinkable.

Together these assumptions have become so deeply ingrained that those who maintain a commitment to, for example, the intellectual intensities and demands associated with a classical education are deemed prima facie elitists because it is presumed that they must be indifferent to access. Those who are ready to compromise or attack such uncompromising commitments are with equal certainty viewed as the true defenders of democracy. It matters not that such an “accommodating” view of education ends by closing doors, however much it may seem to start by opening them.

This strange inversion of democratic values has extended its reach throughout the educational system. When the numbers of students attending college dramatically expanded, we suddenly heard about the virtues of multiple options and the limits of the texts most deeply associated with a classical education. The remarkable role of those texts in the history of this country deterred no one in the wholesale rush to label such an education parochial, anti-democratic, and disconnected from the realities of life.

A particularly glaring example is the declining reputation of Robert M. Hutchins, president of the University of Chicago in the 1930s and 40s, and his limited impact on American education despite the passion and eloquence of his voice. Hutchins believed that there are only two kinds of education—good and bad. The responsibility of educators was clear and unequivocal regardless of the demographics of their students. He also believed that the power of a good education was to exploit the capacity of human reason to create a community of minds, while engaging our diversity of perspective and circumstances, when the focus is on issues of far-ranging human significance (Hutchins, 1936, 1947).

It mattered not what he said about the community to which we potentially belong by virtue of being human any more than it mattered that he believed as much as anyone in an idea of the dignity of every individual that informs both democracy and education at their best. The mere presence of Aristotle, Plato, Hume, and Kant in a curriculum intended for all students was sufficient to brand and dismiss his ideas about education as the very quintessence of the elite. This assault combined with the overwhelming tendencies to pigeonhole students, to disconnect breadth from depth and thought from action, made a shambles of what had been understood for millennia as an education worthy of free men and increasingly of free women, inclined towards and capable of self-governing.

As the purposes of education diminished, the idea of a robust citizenship also disintegrated. It is difficult to imagine, much less measure, the distance between our current notion of citizen as taxpayer and Lincoln’s in the Gettysburg Address: “that we here highly resolve that these dead shall not have died in vain—that this nation, under God, shall have a new birth of freedom—and that government of the people, by the people, for the people, shall not perish from the earth,” and its resounding reaffirmation by Adlai Stevenson: “as citizens of this democracy you are the rulers and the ruled, the law givers and the law abiding, the beginning and the end” (qtd. in Sillars, 1956, p. 327). As Daniel Kemmis, the former mayor of Missoula, Montana, reminds us, “Taxpayers bear a dual relationship to government, neither half of which has anything at all to do with democracy . . . people who call themselves taxpayers have long since stopped even imagining themselves . . . governing” (Kemmis, 1995, p. 9).

Getting people to vote is considered a major accomplishment and more often than not defines the limits of our hopes for civic engagement and serves to define the limits of democracy. In Hannah Arendt's eloquent and succinct words, citizenship is the “lost treasure” of American political life (qtd. in Dietz, 1987, p. 17).

This absence of any vibrant sense of citizenship may seem at odds with the explosion of community service programs, at least within our schools and colleges. But despite the attention paid to service, these efforts remain by and large emphatically extracurricular and have had virtually no impact on the curriculum itself. In effect, civic-mindedness is seen as residing outside the realm of what purports to be serious thinking and adult purposes—more a matter of heart than of mind, a choice, often short-term, rather than a lifelong obligation. We have in fact institutionalized the very divides that poison our public life—between...
the most demanding uses of intelligence and civic virtue, between the ideal and the real, between a good and a successful life. The relentless dumbing down of our political discourse at virtually every level is the most obvious sign of the decline in the quality of our public life. There are others.

It would be hard to overstate the magnitude of the unmet challenges in this arena and our equally spectacular failure to address them: massive threats to our natural environment and the life it supports; spectacular inequities in the distribution of wealth; the absence of a sustainable policy with respect to the uses of energy; the awesome dimensions of our failure to educate our young; the recent and undignified assault on the principles that define us as a people: the rule of law, the separation of powers, the relationship between church and state; our predilection for the uses of force.

And at a time of such high stakes, demanding challenges, when clarity of thought, respect for evidence, and appreciation for complexity is especially critical, the sensationalism of the media—the other major educational institution in our society—continues unabated. The dimensions of that distance over time are best measured by reminding ourselves that the Federalist Papers were published in The Herald Tribune. There is no more damning evidence of the failure of education in this country than the quality of what the public craves or tolerates in its media.

Yet despite the enormity, urgency, and longevity of these challenges we, the people, seem unable to do anything but watch and wait, presumably for the experts and the politicians to do something. They have not, and they probably can not; it is most unlikely that we can have a viable democracy made up of experts, politicians, zealots, and spectators.

All of this might make some sense if the challenges of creating an effective citizenry were indeed light on the intellectual demands and poorly served by the resources of the classroom, and the task of enhancing one's effectiveness in the work place well met by schools. Alas the opposite is closer to the truth: classrooms are not particularly well suited for learning the world of work whereas they are uniquely well designed for learning the arts of citizenry. As in classrooms at their best, civic consciousness and behavior are formed at the intersection of study and engagement—reflection and action—and in public settings where difference and conflict are plentiful and treated as assets, instead of liabilities.

As for the presumed relationship between the classroom and work, the endless stream of reports over the past 50 years about the failures of our educational system to prepare our students for the “realities” of the current economy are eloquent testimony to the limitations of that project, as are the billions of dollars that have already been lavished in meeting that agenda. Students continue to drop out of school in droves, and businesses increasingly are driven to educate their employees. Mastery of basic skills and a bare minimum of cultural literacy continue to elude vast numbers of our students, and that includes large numbers of our college graduates. Despite having a research establishment that is the envy of the world, more than half of the American public demonizes evolution. And don’t press your luck when it comes to estimating how many of those who think they believe in it actually understand it. As a result of the current mismatch of structure and purpose, education is increasingly flat and irrelevant while the deterioration of the quality of our public life continues at its breathtaking pace.

Most startling and sobering for me in this saga is the failure everywhere to draw any connections between what is happening in our public life and what is happening in our educational institutions. We may be at the top of the list in the public’s mind when it comes to influencing access to personal wealth; we aren’t even on the list when it comes to responsibility for the health of this democracy. The failure to connect civic virtue and the disciplined uses of intelligence is omnipresent, even among educators committed to civic engagement. In its place is a marked tendency to emphasize the values of participation, transparency, and the avoidance of top-down as accomplishments in and of themselves absent an equal concern for the “what” of the conversation, for the character and quality of the content.

Democracy is not a romance about the value of folk wisdom; the innate simplicity of problems; or the self-evident nature of the values upon which democracy depends. On the contrary democracy rests on an appreciation of the inherent messiness and complexities of the world and the limitations of absolutes, even more of self-righteousness. Not only are axes of evil misplaced, so are axes of good—there is no issue in public life when decisions about what to do must be confronted for which there are not competing goods, competing rights, competing truths. That means no easy answers, no self-evident virtue.

To sort through such a world requires an ability to access information, a capacity to discriminate between the reliable and the unreliable, the essential and peripheral, and the opportunity and the willingness to engage with others who share your concern but see things differently. The great insight of democracy is the recognition that conflict is inevitable; its great challenge: how to resolve conflict in a non-violent and a principled way. Democracy, in short, requires the same demanding mix of intellect and ethics as does the education that would make it possible. They are two sides of one coin and their fates are deeply intertwined.

The depth of this connection has many implications. One is that civic engagement is anything but an add-on if what we are after is the intellectual
intensity and ethical vitality that make education and civic life worthy of
the name. Recognizing the centrality of civic engagement to education—is
a return to an old idea and ideal of education—what the Greeks
called phronesis—practical wisdom. Moreover building on the multiple
connections between the demands of democracy and those of education
has the intellectual and ethical firepower that would enable us to achieve
the transformations of priorities that are called for. It will take unparalleled
levels of collaboration among faculty across all divides; new models of the
relationship between teacher and student; the return of values to the center
without submitting to ideology, partisanship, or zealotry.

There are assuredly multiple ways of responding to this challenge,
but whatever the differences, it requires finding ways to develop an
ongoing and deepening dynamic between the world inside the classroom
and the world outside. It means collapsing the divide between thought
and action that the modern university has reified with its “pure” and
“applied,” its notion of theory as something distinct from practice, its
decided preference for the neat, the orderly, the answerable, the obscure.

Priorities need to be transformed so that enhancing the public
good becomes an objective that is a match for private aspirations, and
the accomplishment of civic virtue is tied to the uses of intellect and
imagination at their most challenging. Our current ways of approaching
agency and authority need to turn inside out to reflect the reality that no
one has the answers to the challenges facing citizens in this century, and
everyone has the responsibility to participate in finding them.

A particularly straightforward way of going about this is to place
the civic challenges themselves at the center of an education, and to
deal with them as organizers of the curriculum. The curriculum would
be organized around issues of self-evident complexity, urgency, and
importance such as re-orienting our approach to health; recovering an
acceptable balance in the distribution of wealth; re-examining the uses of
force; addressing the threats to the natural environment and sustainable
sources of energy; rethinking and redesigning our democracy. A focus
on these or comparable issues would assume the commanding role
of traditional disciplines. In contrast to the disciplines, such an issue-
oriented curriculum generates structures of mutually dependent circles
instead of isolating triangles—an organization of knowledge that
connects rather than divides, expands horizons rather than limits them.

The point is not to treat these problems as topics of study but as
frameworks of action—the challenge: to figure out what it will take to
actually do something that makes a significant and sustainable difference.

This is a curricular design that is intrinsically open ended,
contentious, dynamic, value laden, self-evidently impermanent and
profoundly permeable—in marked contrast to the virtues sought and
claimed by the disciplines that constitute the current configuration of
curriculum. And the challenge to student and faculty alike is how to put
and hold things together rather than how to eliminate all but one.

In the commonplaces about thought and action we tend to get it
backwards as if one stops thinking so that one can start acting. In my
experience, both inside and outside the classroom, the closer one gets
to the demands of effective action the greater the demands for thinking.
Moreover that thinking is not limited to narrow versions of strategy:
the importance of coming to grips with values like justice, equity, truth
becomes increasingly evident as students discover that interests alone
cannot tell them what they need to know when the issue is rethinking
education, our approach to health, or strategies for achieving an
Economics of equity. In the language of students currently engaged at
Bennington in such a curriculum: “deep thought” matters when you are
contemplating what to do about things that matter.

The value of the past also comes alive. Engaging the past provides
a lot of company—you are not the first to try to figure this out, just as
you are unlikely to be the last. Even more valuable: history provides a
laboratory in which to see played out the actual as well as the intended
consequences of ideas.

One of the more compelling aspects of such a problem-solving,
action-focused curriculum is the wide range of deeply relevant resources
that can be effectively harnessed, in contrast to the more limited and
conventionalized skills required to succeed in traditional academic
settings. The limited range in our current roster of useful academic
capacities, combined with a pedagogy that revolves around the activity of
the lecturer and the passivity of the student, make it virtually certain that
the distance between those who flourish and those who struggle can only
increase over time. Alfred North Whitehead is as vivid as he is eloquent
in articulating the consequences for the academy and for learning when
the connection to the world atrophies. In an article published in Atlantic
Monthly in 1936 on the occasion of Harvard’s tercentenary he observed:

\[\text{p. 265-266}\]
He later adds:

This discussion rejects the doctrine that students should first learn passively, and then, having learned, should apply knowledge. ... In fact, the applications are part of the knowledge. For the very meaning of the things known is wrapped up in their relationships beyond themselves. Thus unapplied knowledge is knowledge shorn of its meaning.

The careful shielding of a university from the activities of the world around is the best way to chill interest and defeat progress. Celibacy does not suit a university. It must mate itself with action ... Business requires for its understanding the whole complexity of human motives, and as yet has only been studied from the narrow ledge of economics. Also Art, Education, and Governmental Activities are gold mines of suggestion. It is mid-summer madness on the part of universities to withdraw themselves from the closest contact with vocational practices. (p. 267-268)

While the intended consequence of such a curriculum is to change the odds that our graduates are committed to—and capable of—effective action in the world about matters of great human concern, this objective in no way precludes the simultaneous pursuit of those areas of study that reflect our individuality and further our more personal objectives. The point of the curriculum envisaged here is to engage the dynamic between what defines us as individuals and as members of a community—the tensions between a public and a private life—not to avoid them.

Whitehead recommends the University of Paris at the height of its powers in the 12th and 13th centuries as a model for Harvard to emulate. Hutchins, in a series of lectures given at Uppsala University in 1951, refers to Whitehead's choice of the University of Paris because he shares Whitehead's enthusiasm for this model. Three things captivated Hutchins and Whitehead: the extent to which the university was a place where conversation and deliberation, across all divides of disciplines, class, and country, were its raison d'être; the selection of a content of sufficient magnitude and significance to warrant and sustain such conversation; and a unity of theory and practice, the speculative and the practical, thought and action as an inseparable continuum. The vitality of its education was achieved, in short, by focusing the formidable intellectual resources of the university upon the greatest challenges facing human society—most conspicuously in their case the monumental effort to reconcile reason and faith.

The mix of explosive energy, high stakes, and the great power of conversation when focused on things that matter is what remains most vivid in accounting for this remarkable choice. Everything is about connecting—those within the university to each other, those within to

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