

Social Control

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I have said that educational plans and projects, seeing education in terms of life-experience, are thereby committed to framing and adopting an intelligent theory or, if you please, philosophy of experience. Otherwise they are at the mercy of every intellectual breeze that happens to blow. I have tried to illustrate the need for such a theory by calling attention to two principles which are fundamental in the constitution of experience: the principles of interaction and of continuity. If, then, I am asked why I have spent so much time on expounding a rather abstract philosophy, it is because practical attempts to develop schools based upon the idea that education is found in life-experience are bound to exhibit inconsistencies and confusions unless they are guided by some conception of what experience is, and what marks off educative experience from non-educative and mis-educative experience. I now come to a group of actual educational questions the discussion of which will, I hope, provide topics and material that are more concrete than the discussion up to this point.

The two principles of continuity and interaction as criteria of the value of experience are so intimately connected that it is not easy to tell just what

special educational problem to take up first. Even the convenient division into problems of subject-matter or studies and of methods of teaching and learning is likely to fail us in selection and organization of topics to discuss. Consequently, the beginning and sequence of topics is somewhat arbitrary. I shall commence, however, with the old question of individual freedom and social control and pass on to the questions that grow naturally out of it.

It is often well in considering educational problems to get a start by temporarily ignoring the school and thinking of other human situations. I take it that no one would deny that the ordinary good citizen is as a matter of fact subject to a great deal of social control and that a considerable part of this control is not felt to involve restriction of personal freedom. Even the theoretical anarchist, whose philosophy commits him to the idea that state or government control is an unmitigated evil, believes that with abolition of the political state other forms of social control would operate: indeed, his opposition to governmental regulation springs from his belief that other and to him more normal modes of control would operate with abolition of the state.

Without taking up this extreme position, let us note some examples of social control that operate in everyday life, and then look for the principle underlying them. Let us begin with the young people themselves. Children at recess or after school play games, from tag and one-old-cat to baseball and football. The games involve rules, and these rules order their conduct. The games do not go on haphazardly or by a succession of improvisations. Without rules there is no game. If disputes arise there is an umpire to appeal to, or discussion and a kind of arbitration are means to a decision; otherwise the game is broken up and comes to an end.

There are certain fairly obvious controlling features of such situations to which I want to call attention. The first is that the rules are a part of the game. They are not outside of it. No rules, then no game; different rules, then a different game. As long as the game goes on with a reasonable smoothness, the players do not feel that they are submitting to external imposition but that they are playing the game. In the second place an individual may at times feel that a decision isn't fair and he may even get angry. But he is not objecting to a rule but to what he claims is a violation of it, to some one-sided and unfair action. In the third place, the rules, and hence the conduct of the game, are fairly standardized. There are recognized ways of counting out, of selection of sides, as well as for positions to be taken, movements to be made, etc. These rules have the sanction of tradition and precedent. Those playing the game have seen, perhaps, professional matches and they want to emulate their elders. An element that is conventional is pretty strong. Usually, a group of youngsters change the rules by which they play only when the adult group to which they look for models have themselves made a change in the rules, while the change made by the elders is at least supposed to conduce to making the game more skillful or more interesting to spectators.

Now, the general conclusion I would draw is that control of individual actions is effected by the whole situation in which individuals are involved, in which they share and of which they are co-operative or interacting parts. For even in a competitive game there is a certain kind of participation, of sharing in a common experience. Stated the other way around, those who take part do not feel that they are bossed by an individual person or are being subjected to the will of some outside superior person. When violent disputes do arise, it is usually on the alleged ground that the umpire or some person on

the other side is being unfair; in other words, that in such cases some individual is trying to impose his individual will on someone else.

It may seem to be putting too heavy a load upon a single case to argue that this instance illustrates the general principle of social control of individuals without the violation of freedom. But if the matter were followed out through a number of cases, I think the conclusion that this particular instance does illustrate a general principle would be justified. Games are generally competitive. If we took instances of co-operative activities in which all members of a group take part, as for example in well-ordered family life in which there is mutual confidence, the point would be even clearer. In all such cases it is not the will or desire of any one person which establishes order but the moving spirit of the whole group. The control is social, but individuals are parts of a community, not outside of it.

I do not mean by this that there are no occasions upon which the authority of, say, the parent does not have to intervene and exercise fairly direct control. But I do say that, in the first place, the number of these occasions is slight in comparison with the number of those in which the control is exercised by situations in which all take part. And what is even more important, the authority in question when exercised in a well-regulated household or other community group is not a manifestation of merely personal will; the parent or teacher exercises it as the representative and agent of the interests of the group as a whole. With respect to the first point, in a well-ordered school the main reliance for control of this and that individual is upon the activities carried on and upon the situations in which these activities are maintained. The teacher reduces to a minimum the occasions in which he or she has to exercise authority in a personal way. When it is necessary, in the second place, to speak and act firmly, it is done in behalf of the interest of the group, not as an exhibition of personal power. This makes the difference between action which is arbitrary and that which is just and fair.

Moreover, it is not necessary that the difference should be formulated in words, by either teacher or the young, in order to be felt in experience. The number of children who do not feel the difference (even if they cannot articulate it and reduce it to an intellectual principle) between action that is motivated by personal power and desire to dictate and action that is fair, because in the interest of all, is small. I should even be willing to say that upon

the whole children are more sensitive to the signs and symptoms of this difference than are adults. Children learn the difference when playing with one another. They are willing, often too willing if anything, to take suggestions from one child and let him be a leader if his conduct adds to the experienced value of what they are doing, while they resent the attempt at dictation. Then they often withdraw and when asked why, say that it is because so-and-so "is too bossy."

I do not wish to refer to the traditional school in ways which set up a caricature in lieu of a picture. But I think it is fair to say that one reason the personal commands of the teacher so often played an undue role and a reason why the order which existed was so much a matter of sheer obedience to the will of an adult was because the situation almost forced it upon the teacher. The school was not a group or community held together by participation in common activities. Consequently, the normal, proper conditions of control were lacking. Their absence was made up for, and to a considerable extent had to be made up for, by the direct intervention of the teacher, who, as the saying went, "*kept order*." He kept it because order was in the teacher's keeping, instead of residing in the shared work being done.

The conclusion is that in what are called the new schools, the primary source of social control resides in the very nature of the work done as a social enterprise in which all individuals have an opportunity to contribute and to which all feel a responsibility. Most children are naturally "sociable." Isolation is even more irksome to them than to adults. A genuine community life has its ground in this natural sociability. But community life does not organize itself in an enduring way purely spontaneously. It requires thought and planning ahead. The educator is responsible for a knowledge of individuals and for a knowledge of subject-matter that will enable activities to be selected which lend themselves to social organization, an organization in which all individuals have an opportunity to contribute something, and in which the activities in which all participate are the chief carrier of control.

I am not romantic enough about the young to suppose that every pupil will respond or that any child of normally strong impulses will respond on every occasion. There are likely to be some who, when they come to school, are already victims of injurious conditions outside of the school and who have become so passive and unduly docile that

they fail to contribute. There will be others who, because of previous experience, are bumptious and unruly and perhaps downright rebellious. But it is certain that the general principle of social control cannot be predicated upon such cases. It is also true that no general rule can be laid down for dealing with such cases. The teacher has to deal with them individually. They fall into general classes, but no two are exactly alike. The educator has to discover as best he or she can the causes for the recalcitrant attitudes. He or she cannot, if the educational process is to go on, make it a question of pitting one will against another in order to see which is strongest, nor yet allow the unruly and non-participating pupils to stand permanently in the way of the educative activities of others. Exclusion perhaps is the only available measure at a given juncture, but it is no solution. For it may strengthen the very causes which have brought about the undesirable anti-social attitude, such as desire for attention or to show off.

Exceptions rarely prove a rule or give a clue to what the rule should be. I would not, therefore, attach too much importance to these exceptional cases, although it is true at present that progressive schools are likely often to have more than their fair share of these cases, since parents may send children to such schools as a last resort. I do not think weakness in control when it is found in progressive schools arises in any event from these exceptional cases. It is much more likely to arise from failure to arrange in advance for the kind of work (by which I mean all kinds of activities engaged in) which will create situations that of themselves tend to exercise control over what this, that, and the other pupil does and how he does it. This failure most often goes back to lack of sufficiently thoughtful planning in advance. The causes for such lack are varied. The one which is peculiarly important to mention in this connection is the idea that such advance planning is unnecessary and even that it is inherently hostile to the legitimate freedom of those being instructed.

Now, of course, it is quite possible to have preparatory planning by the teacher done in such a rigid and intellectually inflexible fashion that it does result in adult imposition, which is none the less external because executed with tact and the semblance of respect for individual freedom. But this kind of planning does not follow inherently from the principle involved. I do not know what the greater maturity of the teacher and the teacher's greater knowledge

of the world, of subject-matters and of individuals, is for unless the teacher can arrange conditions that are conducive to community activity and to organization which exercises control over individual impulses by the mere fact that all are engaged in communal projects. Because the kind of advance planning heretofore engaged in has been so routine as to leave little room for the free play of individual thinking or for contributions due to distinctive individual experience, it does not follow that all planning must be rejected. On the contrary, there is incumbent upon the educator the duty of instituting a much more intelligent, and consequently more difficult, kind of planning. He must survey the capacities and needs of the particular set of individuals with whom he is dealing and must at the same time arrange the conditions which provide the subject-matter or content for experiences that satisfy these needs and develop these capacities. The planning must be flexible enough to permit free play for individuality of experience and yet firm enough to give direction towards continuous development of power.

The present occasion is a suitable one to say something about the province and office of the teacher. The principle that development of experience comes about through interaction means that education is essentially a social process. This quality is realized in the degree in which individuals form a community group. It is absurd to exclude the teacher from membership in the group. As the most mature member of the group he has a peculiar responsibility for the conduct of the interactions and intercommunications which are the very life of the group as a community. That children are individuals whose freedom should be respected while the more mature person should have no freedom as an individual is an idea too absurd to require refutation. The tendency to exclude the teacher from a positive and leading share in the direction of the activities of the community of which he is a member is another instance of reaction from one extreme to another. When pupils were a class rather than a social group, the teacher necessarily acted largely from the outside, not as a director of processes of exchange in which all had a share. When education is based upon experience and educative experience is seen to be a social process, the situation changes radically. The

teacher loses the position of external boss or dictator but takes on that of leader of group activities.

In discussing the conduct of games as an example of normal social control, reference was made to the presence of a standardized conventional factor. The counterpart of this factor in school life is found in the question of manners, especially of good manners in the manifestations of politeness and courtesy. The more we know about customs in different parts of the world at different times in the history of mankind, the more we learn how much manners differ from place to place and time to time. This fact proves that there is a large conventional factor involved. But there is no group at any time or place which does not have some code of manners as, for example, with respect to proper ways of greeting other persons. The particular form a convention takes has nothing fixed and absolute about it. But the existence of some form of convention is not itself a convention. It is a uniform attendant of all social relationships. At the very least, it is the oil which prevents or reduces friction.

It is possible, of course, for these social forms to become, as we say, "mere formalities." They may become merely outward show with no meaning behind them. But the avoidance of empty ritualistic forms of social intercourse does not mean the rejection of every formal element. It rather indicates the need for development of forms of intercourse that are inherently appropriate to social situations. Visitors to some progressive schools are shocked by the lack of manners they come across. One who knows the situation better is aware that to some extent their absence is due to the eager interest of children to go on with what they are doing. In their eagerness they may, for example, bump into each other and into visitors with no word of apology. One might say that this condition is better than a display of merely external punctilio accompanying intellectual and emotional lack of interest in school work. But it also represents a failure in education, a failure to learn one of the most important lessons of life, that of mutual accommodation and adaptation. Education is going on in a one-sided way, for attitudes and habits are in process of formation that stand in the way of the future learning that springs from easy and ready contact and communication with others.