

AN ABSTRACT OF THE THESIS OF

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Title: EFFECTIVENESS OF TITLE III, ESEA IN SELECTED SCHOOLS
OF THE OREGON SMALL SCHOOLS PROGRAM JULY 1, 1966
TO JUNE 30, 1970.

Abstract approved : Redacted for Privacy
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The purpose of this study was to explore the effectiveness of Title III of the Elementary and Secondary Education Act in selected schools of the Oregon Small Schools Project. Specifically, the objectives were to analyze:

1. To what extent were the objectives of the OSSP accomplished.
2. To what degree did school size affect the accomplishment of the objectives.
3. To what degree did geographic location influence the accomplishment of the objectives.
4. To what degree did opinions of administrators and school board members differ about the effectiveness of the program.

Twenty schools of the OSSP were selected to participate in the study. The respondents included the superintendent and a board member from each of the schools. The data obtained from the board members were used solely for analyzing for comparative purposes with the data provided by the superintendents. To provide for the analysis of the influence of school size and geographic location, schools were classified as to whether they had <100 or >100 student enrollment and whether located East or West of the Cascade Mountains. The analysis of the extent of the accomplishment of the objectives was based on the mean scores of all responses through rating scales.

Statistical analyses were made by utilizing the F-Test to indicate if significant differences were present. Analysis was based on the .05 level of significance.

Findings

From the findings of the study, the following implications were drawn:

1. That there was slightly less than a moderate accomplishment of the objectives of the Oregon Small School Program during the four year project period, as determined by the data.
2. That the location of the school did not significantly influence the degree that the objectives of the program were accomplished, except in two areas:

- A. "staff involvement in decision making" was rated above a considerable accomplishment by the west superintendents, while east superintendents rated the accomplishment moderate.
 - B. "development and implementation of shared guidance services" was rated above a moderate accomplishment by the east superintendents, while west superintendents rated it considerably less than limited.
3. That the size of the school was not a significant factor in the degree of the program's accomplishment, except in the following areas:
- A. "administrative and staff communication"
 - B. "opportunities for staff to serve as instructional leaders"
 - C. "the improvement of career information opportunities to students"
 - D. "providing information on effective programs"
 - E. "implementation of shared guidance services"

All significant differences resulted from larger schools rating the accomplishment higher than did the schools with smaller enrollments.

Recommendations

As a result of the findings of this study, the writer offers the following recommendations:

1. The Oregon Small Schools Program should make a concerted effort to involve organizations within the communities, develop cooperative sharing and provide for improved communication.
2. Develop and implement a program with the teacher preparatory institutions designed to more adequately serve the small schools.
3. Participants in the program should increasingly utilize the resources of the Oregon Board of Education and provide for continuing evaluation and assessment of the program's objectives.
4. The program should make every effort to increase the participation of schools and provide information on on-going activities of the schools.
5. That direction of the program continue to incorporate the objectives and priorities of the Oregon Board of Education to assure consistency with the statewide educational program.
6. An inventory study should be made among personnel and staff of the CSSP to determine the opinions of board members,

administrators and staff members relative to the small schools program and its role.

7. Further study should be made to assist in clarifying the role of the Oregon Board of Education, schools of education, local school districts, and other agencies in stimulating change.
8. The degree of continuation of Title III, ESEA programs after federal funds have terminated and the effect of Title III on school districts not actively participating in the programs should be determined.

Effectiveness of Title III, ESEA
in Selected Schools of the Oregon Small Schools
Program July 1, 1966 to June 30, 1970

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EFFECTIVENESS OF TITLE III, ESEA
IN SELECTED SCHOOLS OF THE OREGON SMALL SCHOOLS
PROGRAM JULY 1, 1966 TO JUNE 30, 1970

CHAPTER I

INTRODUCTION

"The Elementary and Secondary Education Act of 1965 will go into the books as the most significant educational achievement of any Congress in this century, indeed if not in the entire history of education," according to Robert E. McKay, Chairman of the NEA Legislative Committee. President Lyndon Johnson was just as emphatic when he rated it "the greatest breakthrough in the advance of education since the Constitution was written," on the night of March 9, 1965, immediately after the House of Representatives approved the measure.

Most educational authorities agreed and they cited the Elementary and Secondary Education Act of 1965 as the greatest single statute extending federal support to education, not confining its benefits to students in public schools only, but including those in private schools as well. Many of the same authorities have also cited Title III of the Act as the key to its passage. One authority, Dr. James W. Guthrie, in a study published in 1968 stated:

The Elementary and Secondary Education Act of 1965 is recognized as one of the most important developments in the history of federal aid to education. The signing of the Elementary and Secondary Education Act on April 11, 1965, by President Lyndon B. Johnson heralded the first billion-dollar breakthrough for massive federal support for elementary and secondary education. Though Title I, of ESEA, was a 1.01 billion authorization for disadvantaged youth and was the substantive argument for the Act, it was Title III with its 100 million-dollar authorization for supplementary services and centers that helped break the political deadlocks which had so long blocked extensive support for elementary and secondary education (12, p. 305).

Doris Kearns emphasized the extension of help to nonpublic schools saying, "For it was in this concept of 'supplementary' the private-school sector saw its first real hope for substantial federal aid for nonpublic school pupils." (15, p. 16-17).

Also, explicit in the concept of centers and services was the mandate that such programs be "exemplary" to serve as "models," so that benefits of experimentation would be exerted far beyond the individual participating schools. The purpose of Title III as stated in Section 301 of the Act was as follows:

For the purpose of enabling the Commissioner, through grants for supplementary educational centers and services, to stimulate and assist in the provision of vitally needed educational services not available in sufficient quantity or quality in elementary and secondary schools and in the development and establishment of exemplary elementary and secondary educational school programs to serve as models for regular school programs . . . (28, p. 33).

"Frances Keppel [then United States Commissioner of Education] interpreted this to mean that 'innovation' and 'experimentation' would be brought into the educational enterprise. Citing three particular concerns for Title III in testimony to the House of Representatives he said that in addition to providing 'supplementary' services and bringing a higher 'quality education,' Title III is '. . . to insure that flexibility, innovation, and experimentation become an integral part of our educational system.'" (28, p. 94).

Joseph Murphy, one of the special assistants in charge of program coordination at the federal level, paraphrased what Secretary of Health, Education, and Welfare Gardner said was the purpose of Title III, ". . . to rethink the whole process and organization of education to reshape it to fit the times." (22, p. 1).

Mr. Murphy also accepted the popular analogy between Title III and educational foundations. He said that:

The apparent thrust of the Title III concept appears, on the fact of its stated objectives, to be similar to the sort of enterprise in which several major private foundations have engaged. It is conceived by some to be a program which distributes, on the basis of merit and imagination rather than need, resources designed to stimulate new programs and imaginative efforts in the field of education (22, p. 2-3).

According to Charles S. Benson and Guthrie, who did educational research together at the University of California at Berkeley:

The Elementary and Secondary Education Act was a well-rounded Legislative package containing two primary emphasis: 1/EQUALITY: 2/QUALITY. Equality of educational opportunities is a primary goal of Titles I, II, and V of the original Act. Title I containing the bulk of the Act's authorized funds is directed at improving the educational services available to large numbers of children from economically deprived circumstances. Title II authorizes federal funds for the purchase of instructional equipment and materials, and Title V is aimed at buttressing state educational agencies so they might become more equal partners in the federal, state, and local partnership in education.

The ESEAs concern for quality is manifested primarily in Titles III and IV. The chief federal architects of the Act anticipated that long-range gains in educational quality would flow from Title IV's investment in research and widespread operational development of research findings. Title IV's research and development activities, however, could not be expected to work wonders overnight, not perhaps even within the next decade. Consequently, hopes for more immediate improvements in the quality of U. S. education centered on Title III (5, p. 11).

Guthrie pointed out that educational theorists agreed on the need for improvement and innovation, but disagreed only on the means to attain them, saying, "The pursuit of educational excellence as a goal has provoked little or no controversy; however, arguments regarding the means by which this objective can best be achieved have pulled Title III along a number of politically turbulent trails." (13, p. 7).

The original Title III Legislation authorized federal funds to establish "supplementary centers and services". The intent of the Title's designers was that these centers and services would serve as models demonstrating the feasibility of extending research results

and new educational ideas to surrounding local schools. It was hoped educators--both public and nonpublic--would be inspired by the spirit of Title III and the availability of federal resources to bring new solutions to old educational problems. Each state was assured an equitable share of the Title III funds through a state allocation formula. The legislation also provided that overall administration of the program was to remain with the federal government.

This provision for federal administration of the Act became a controversy that prevailed through the first years of Title III. According to Benson and Guthrie, "It was a chapter marked by a degree of political instability and administrative clumsiness, but it also was a chapter that recorded a measure of educational success (5, p. 13).

Federal level administration of Title III remained continually under attack by its opponents. The prevailing argument for state level administration was based on the premise that, constitutionally speaking, education was generally conceded to be a state responsibility.

The argument continued for two years following the 1965 enactment until, in December of 1967, Congress enacted legislation supporting an amendment sponsored by Oregon's Congresswoman, Edith Green, changing the administration of Title III to the states. In short, the amendments of 1967 established the traditional pattern of federal-state-local relationships for Title III.

Statement of the Problem

How effective Title III projects in Oregon had been in accomplishing their objectives was not known from information available in 1970. Information concerning project accomplishments through project activities was essential to future development and proper management of the program.

The purpose of this study was to explore the effectiveness of Title III of the Elementary and Secondary Education Act in selected schools of the Oregon Small Schools Project. Specifically, the objectives were to analyze:

- (1) To what extent were the objectives of the OSSP accomplished.
- (2) To what degree did school size affect the accomplishment of the objectives.
- (3) To what degree did geographic location influence the accomplishment of the objectives.
- (4) To what degree did opinions of administrators and school board members differ about the effectiveness of the program.

Rationale of the Study

As established in the law, Title III contained no single operational objectives. It did not possess a unitary baseline against which

national measures of project effectiveness could be made. Federally funded compensatory education programs, vocational education projects, and other endeavors such as Head Start, Upward Bound, and the Job Corps were aimed at target populations. Consequently, measures of their success (e. g., reading achievement scores, school holding power, employment rates, college acceptance ratios, etc.) were more readily available. Yet other federal programs, such as Title III of the National Defense Education Act, were aimed somewhat categorically at achieving improvements in the instruction of specified subject matter areas. And, even though evaluation was difficult and infrequent, relatively specified program goals did exist against which assessment could be made. ESEA Title III, however, was not aimed at a particular target group or subject matter area; rather its goals were a mosaic constituted of the objectives of a number of individual Title III projects. Project objectives, moreover, were usually related to priorities of the local authorities who received the funds. Differences in priorities reflected the diversity in quality of programs, as well as in values and outlook, one remarkable characteristic of American education.

In addition to the absence of a standardized baseline against which to measure its effectiveness Title III actually constituted a mere one-quarter of one percent of the aggregate national expenditures for elementary and secondary education. Even granted that Title III

funds were to have been spent at the margin, that was, for new and different kinds of programs, not for existing operations, some observers doubted that a less than one percent increment was going to result in a change in educational quality so dramatic as to be immediately visible.

The effects of the Act varied from state to state, and from district to district, according to the enthusiasm, innovative skills and involvement of participating administrators and elected board members. The Oregon Board of Education early assumed leadership in promoting Title III projects, and many of the participating schools were designated "small schools".

Most of the money raised for school support locally through budget levies for elementary and secondary school services each year in Oregon was controlled in advance by education codes or by contractual arrangements with teachers. In effect, the money was committed to the perpetuation of a rigid, self-reinforcing system. Was it reasonable to expect that Title III funds from the federal government expended by local educational agencies and representing less than one percent of the total financial effort would have some effect on the educational program? The writer of this study concluded that it was both necessary and appropriate to attempt to measure the effectiveness of the Title III program, and to measure it through the eyes of those who participated actively in an integral part of the program.

Limitations of the Study

1. The study population was restricted to school administrators and board members of selected schools who participated actively in the Oregon Small Schools project.
2. The study was limited to a determination of how well the objectives of the Oregon Small Schools project had been accomplished based upon responses to rating scales completed by administrators and board members.
3. Rather than involve all local education agencies who had had Title III projects, the study was limited to the Oregon Small Schools project, and having objectives consistent with the intent of the Title III legislation. The project terminated on June 30, 1970 and this theoretically provided to the respondents the advantage of looking back over four years experience in the program.

Definition of Terms

In order to clarify the meaning of certain terms, the following definitions were presented:

Act: The Elementary and Secondary Education Act of 1965, Public Law 89-10, as amended.

Budget Period: The period of time (within the project period) which a specified budget covered. The budget period was generally 12 months, but could be more or less if appropriate to the project or if federal funding was made on the basis of a Congressional resolution providing for continuing funding.

Continuation Grant: The amount awarded for any budget period following the initial period. The continuation grant was determined by anticipated needs, funds remaining from the previous grant, and availability of Congressional appropriations.

Department: United States Department of Health, Education and Welfare.

Department of Education (Oregon): The agency headed by the Superintendent of Public Instruction and known as the Oregon Board of Education. Referred to as "state educational agency" or "state agency" in the wording of the Act.

Educational Center (supplementary service centers): An organization or facility designed to provide for the planning, development or provision of innovative and exemplary programs and services for teachers, children, and adults to serve a large local educational agency, several local educational agencies, several counties, or one or more intermediate educational agencies.

Elementary School: A day or residential school which provided elementary education, as determined under State Law.

Exemplary Educational Programs: Educational programs or activities

designed to serve as models for regular school programs.

Grant: That portion of the sum of federal money provided to support

a project for a specific budget period.

Handicapped Children: Mentally, physically or emotionally impaired

children who by reason of their handicaps requires special

education and related services.

Innovative Educational Programs: The adaption of new or improved

educational ideas, practices, or techniques.

Local Educational Agency (LEA): A public board of education or other

public authority legally constituted within a state to administer,

direct, or service public elementary or secondary schools in

a city, county, township, school district, or other political

subdivisions of a state, or such combination of school dis-

tricts or counties as is recognized in the State as an admin-

istrative agency for its public elementary or secondary schools.

OSSP: Oregon Small School Program (Project). A four year project

approved for funding on May 15, 1966 and terminated on

June 30, 1970. Grant awards were made by the U. S. Office

of Education during the entire project period. The project

included seventy member schools during the last year of

operation.

PACE: Projects to Advance Creativity in Education. An acronym coined by the Division of Supplementary Centers and Services, Title III. PACE was used extensively to identify Title III of the Elementary and Secondary Educational Act.

Project: An identified program of activity which was approved by the United States Commissioner of Education or the Oregon Board of Education, under Title III of the Elementary and Secondary Education Act of 1965, as amended.

Project Director: The person responsible for the immediate administration, supervision, and conduct of an approved project. He was directly responsible to the administrative head of the local educational agency responsible for the overall fiscal management of the project.

Project Period: The total period of time, generally not exceeding three years, for which a project was supported.

Project Proposal: An application for a grant for the planning, establishing, operating, or maintaining of programs or services which was submitted to the state educational agency or to the Commissioner of Education (United States Office of Education) for approval.

Secondary School: A day or residential school which provides secondary education, as determined under State Law, from grades 7 through 12, but not beyond.

State Educational Agency: The Oregon Board of Education responsible for the state supervision of public elementary and secondary schools.

USOE: United States Office of Education.

CHAPTER II

REVIEW OF RELATED LITERATURE

Review of the literature was organized under the following subdivisions:

- (1) History of federal aid to education
- (2) Selected education legislation. Educational programs and curriculum activities providing assistance for general and specific purposes at the elementary and secondary levels.
- (3) The Elementary and Secondary Education Act of 1965-- Title III.
- (4) Title III development. A review of Congressional hearings
- (5) Guidelines for Title III.

History of Federal Aid to Education

No event, no incident, no institution exists in isolation. Each is a part of the total history; each is a part of a continuum with roots in the past. Federal aid to education was no exception. From the inception of United States Government, education was part of the planning by the Nation's founders, and so it continued to the present day, accompanied by the attitudes, biases, opinions and changes in

public reaction as the nation itself expanded and redirected its resources. As the Industrial Revolution changed the face of Europe, so did technology change American educational precepts and aspirations. This change was reflected in the role assigned to federal government and established in Amendments to the Constitution.

Few people denied the significance of the federal government's legislative activities in education. The history of this involvement reached back to the Constitutional Convention of 1787 with the proposal to extend government legislative powers over education. Such historical notables as George Washington, Charles Pinckney, and James Madison called for a national university, national seminaries for learning, and national public institutions (6, p. 47-49). Because of intense rivalries among the Colonies and a prevailing sense of local identity, all proposals for federally legislated and supported public education failed. Consequently, Congress had to find its authority in some clause in the Constitution. The "general welfare clause" in Article I, Section 8, of the Constitution provided the legal route for the necessary legislation (26). The U. S. Congress could cite no article in the Constitution, however, giving it legislative power over education. The implied intent of the Tenth Amendment, ratified in 1797, was interpreted to reserve to the states the function of public education. This amendment declared that "powers not delegated to the United States by the Constitution, nor prohibited by it to the States,

are reserved to the States respectively, or to the people" (3).

Thus, the "general welfare clause," although a subject for much debate over the years since the Constitution was established, provided the basis for the increasingly large amounts of federal spending in education. Congress used its power through this clause in recent years to provide unprecedented aid to education. Some authorities reported that the number of federal educational activities had grown to approximately 300 by the middle of the twentieth century (21, p. 183).

The Survey Ordinance of 1785 established the national policy of making grants of public land for the endowment of education. The ordinance, passed by the Continental Congress, provided for a new system of land survey in the form of townships comprising 36 sections of 640 acres each and containing a provision to reserve one section for schools and another for the church. Two years later, the Congress passed another ordinance affirming its support of education and making no specific mention of region or reservation of land, but prescribing generally that "Religion, morality and knowledge being necessary to good government, and the happiness of mankind, schools and the means of education shall forever be encouraged . . ." In the same year, a land grant was made to the Ohio Company, and Lot 16 of each township was reserved for schools, following the precedent set in the earlier allocations of land grants. This pattern continued until the admission of California in 1850, when two sections were reserved for the common schools.

The trend for states to receive more than one lot for education continued until Arizona, New Mexico, and Utah were admitted to the Union. Each of these three states received upwards of four sections of land out of each township for the support of education.

Between 1862 and 1917, the federal government seemed to be concerned primarily with inadequacies in the programs of institutions of higher learning. The history of federal aid to elementary and secondary education was brief compared with that of higher education and vocational education. In fact, the federal government's concern with vocational education began at the elementary and secondary levels with the enactment of the Smith-Hughes Act of 1917. A continuing appropriation was provided for vocational education in agriculture, trades and industry, and homemaking. Provision was made for teacher training in these fields and the funds were made available to the states on a matching basis. The Smith-Hughes Act thus provided the first special-purpose grants made available to the public schools by Congress. Other laws which supplemented and broadened the Smith-Hughes Act were the George-Reed Act of 1929, the George-Elly Act of 1935, the George-Dean Act of 1937, the George-Barden Act of 1946 and the Vocational Education Act of 1963. Many authorities suggested that the Vocational Education Act of 1963 was the most important bill passed by Congress since the Smith-Hughes Act of 1917. The Act extended existing programs; encouraged research and experimentation;

provided work-study programs to part-time employment of young people supplementing their vocational training; and amended the Smith-Hughes, George-Barden, and NDEA Acts.

The economic depression of the 1930's gave rise to extensive federal activities for the social and economic welfare of the people. Many of the measures passed by Congress during the period affected education, but they were designed primarily for relief. A few of the agencies created under the New Deal which had implications for education were:

1. The Civil Conservation Corps
2. The Public Works Administration
3. The Reconstruction Finance Corporation
4. The Federal Emergency Relief Administration
5. The Work Progress Administration
6. The National Youth Administration

The involvement of the United States in World War II increased the number of governmental activities related to education. Perhaps the most famous legislation was the G. I. Bill of Rights which was passed in 1944 and administered by the Veterans Administration. This law provided World War II veterans with educational training at government expense. As a result of the relief and emergency measures enacted during the 1930's and 1940's, the educational activities of the federal government became increasingly decentralized among various agencies and departments within the federal complex.

Selected Education Legislation

From 1940 to 1965, Congress authorized federal funds through three major acts for school districts affected by both war and peacetime federal activities and federal use of local property. This legislation was usually designated as "aid in lieu of tax payments". The first of these acts lapsed, but the latter two continued to pay for the education of "federally connected students".

The Lanham Act of 1940. This was the first of these acts and provided financial aid to local communities in which war-incurred federal activities created financial difficulty for local school districts. This Act provided assistance for school construction and equipment, school maintenance and operation, and child care. This Act laid the groundwork for Public Laws 815 and 874, "the impact laws", which replaced the Lanham Act in 1950 (1, p. 104-109).

The Federal Assistance Laws of 1950, P. L. 815 and P. L. 874. Because local and state governments could not tax federal lands and enterprises, serious financial problems troubled many communities affected by federal installations and such activities as defense and space research. Deficiencies in the public school tax base in federally affected areas continued even after the Second World War and the expiration of the Lanham Act. In September of 1950, President Truman signed an "emergency" law that authorized federal payments to local educational agencies to compensate for part of the

cost of educating pupils connected with federal property exempt from local taxes. One week later, he signed a school survey and construction law aimed primarily at helping finance new school construction for these federally affected pupils. Although both these laws were only temporary when enacted, both were still in effect in 1970 (4, p. 257-262).

The National Science Foundation Act of 1950. The National Science Foundation was to be primarily concerned with the support of basic research training and education in the sciences, and the interchange and dissemination of scientific information. Programs in support of training and education in the sciences ranged from fellowships and institute programs to special projects such as course content for secondary and undergraduate students, improvement programs, and scientific manpower students. Basic research was perhaps the most important of these purposes. However, the original legislation included reference to the pursuit of a national policy of basic research and education, and Congress later appropriated additional funds on a regular basis for the educational aspect of the program (17, p. 37-41).

The National Defense Education Act of 1958. This law was Congress' response to the Soviet Union's success in space, but there were also other important reasons for the enactment of this legislation. The knowledge explosion; the technological and scientific

revolution; the population explosion coupled with high rates of school enrollment, dropouts, delinquency and shifts from rural to urban living--all were important factors initiating support for NDEA. Under this Act, federal appropriations were made for increasing the supply of competent teachers; strengthening instruction in mathematics, science, and modern foreign languages; improving guidance and testing programs and developing counseling services for identifying and encouraging able students; and providing grants to improve state educational agencies statistical services and to support research and experimentation in more effective use of educational "media", such as television, motion pictures, radio, and the like (27).

Science Clubs Act of 1959. Congress, through Public Law 85-875, entitled Clubs for Boys and Girls Interested in Science, appropriated the necessary funds not to exceed \$50,000 "to enable the Commissioner of Education to encourage, foster, and assist in the establishment in localities throughout the nation of clubs which are composed of boys and girls who have a special interest in science". This program, modeled after the Future Farmers of America, was to be handled exclusively by the Office of Education and was specifically designed to develop an interest in science on the part of the young people in America, provide an opportunity for the exchange of scientific information and ideas among members of the clubs, encourage the promotion of science fairs at which members of the

clubs may display their scientific work and projects, and develop an awareness of the satisfactions to be derived throughout a career devoted to science. These objectives were consistent with those in the aforementioned acts which were designed to improve the quality of education in certain areas of the curriculum of elementary and secondary schools (25).

The National Foundation on the Arts and the Humanities Act of 1965. This legislation expanded the federal government's support of curricular activities to such courses of study as history, law, philosophy, dance, drama, motion pictures, painting, sculpture, and the like. The appropriation for fiscal year 1966 was \$500,000. Hence, in response to the various groups expressing the need for a well balanced effort on the part of the federal government, this Act reached beyond the areas of science, mathematics, and modern foreign language to enable state education agencies to acquire equipment, textbooks, and other materials to advance the humanities and arts as a critical aspect of the curriculum.

The Elementary and Secondary Education Act of 1965

Title III

Most authorities cite the Elementary and Secondary Education Act of 1965 as the most impressive feat ever executed by Congress in the history of educational legislation. Congress appropriated

approximately \$1.3 billion for public education, an unprecedented sum for any single federal measure for education. This largest commitment ever made to improve educational opportunities in elementary and secondary schools provided special programs for educationally deprived children; school library resources, textbooks, and other instructional materials; supplementary educational centers and services, as well as exemplary projects to serve as models for regular school programs; funds for educational research and development; and assistance for strengthening state departments of education.

ESEA, Public Law 89-10, was seen as a major breakthrough in educational legislation. In less than four months after introduction, the House and the Senate had acted on it. This bill, signed into law by President Lyndon Johnson on April 11, 1965, (7, p. 295-299) marked ". . . the most significant expansion of the federal role in financing public education in our nation's history . . ." (41, p. 33).

Initially, the most controversial aspect of ESEA of 1965 was undoubtedly Title III, which made possible direct grants for projects and supplementary educational centers and services to foster innovative and exemplary educational programs for elementary and secondary schools. The major distinction of this Title from other Titles of the Act was that state educational agencies were not

authorized to approve or to reject projects or programs proposed under Title III, that function being reserved for the U. S. Office of Education.

The objective of the Title III program (Public Law 89-10) along with the procedures, responsibilities, and authorities established to implement it, are described in publications of the U. S. Office of Education. The objectives are presented in the Manual of Guidelines for Project Applicants as follows:

The Title III program of the Elementary and Secondary Education Act, called PACE (Program to Advance Creativity in Education), is designed to encourage school districts to develop imaginative solutions to educational problems; to more effectively utilize research findings; and to create, design, and make intelligent use of supplementary centers and services. Primary objectives are to translate the latest knowledge about teaching and learning into widespread educational practice and to create an awareness of new programs and services of high quality that can be incorporated in school programs. Therefore, PACE seeks to (1) encourage the development of innovations, (2) demonstrate worthwhile innovations in educational practice through exemplary programs, (3) supplement existing programs and facilities.

The heart of the PACE Program is in these provisions for bringing a creative force to the improvement of schools and for demonstrating that better practices can be applied (10, p. 1).

To implement the program, project proposals were developed to be ". . . submitted only by a local or intermediate educational agency" (18, p. 7).

ESEA of 1965 underwent major alterations as a result of the Amendments of 1967, particularly in the allocation and administration of federal funds. The most noteworthy shift in federal participation may be found in the administration of Title III. The result was a major shift in federal policy from bypassing state agencies to allowing states to submit annual plans for administering 75 percent of appropriated funds in fiscal year 1969. The provisions bringing about this change were contained under Section 304(a) of the ESEA Amendments of 1967 (Public Law 90-247).

Title III Development

A review of Congressional hearings provides significant information on the development of the Title III concept and its interpretation by those who testified.

House of Representatives Hearings, 1965

The first hearings on the proposed Elementary and Secondary Education Act were held by the House of Representatives of the 89th Congress in January and early February, 1965. They were conducted by the Subcommittee on Education, chaired by Congressman Carl D. Perkins of Kentucky.

Anthony J. Celebrezze, Secretary of Health, Education and Welfare, began the hearings by indicating that Title III, Supplementary Centers and Services, would "enrich the program of local

elementary and secondary schools and . . . encourage collaborative efforts among public and private schools . . ." All segments of the population, in addition to school children, could use the supplementary educational service (29, p. 65-71).

Congressman John Brademas, several times during the hearing, voiced his apprehension that the centers would be controlled by public school agencies who would not be receptive to "new ideas". Superintendents of schools usually gave more testimony on Title I because of the greater money involved, but showed some interest in Title III. Carl Hansen, Superintendent of Schools, District of Columbia, saw the Title as ". . . a means of supplying services now lacking, and particularly to undertake the development of new curriculum approaches to the education of pupils". (29, p. 190). Joseph M. Brooks, Executive Secretary of the Los Angeles Teachers Association said, "No one single aspect of the modern school program holds greater potential for enriching curriculum offerings to students than the concepts of Title III centers" (29, p. 253).

Harrie M. Selznick, President of the Council for Exceptional Children, underscored the need for educational services in rural areas. She was particularly impressed with the concept of mobile services for handicapped children.

Robert S. Swanson, President of the American Industrial Arts Association, saw the supplementary educational centers as helping

the State of Wisconsin get the 17 regional educational units established there "off the ground".

Representatives of Catholic, Jewish, and other religious organizations expressed interest in the "shared-time" provision in the Act.

Many expressed concern about the constitutionality of Title III centers, since the early version of the Act specified grants to local educational agencies and did not specifically exclude non-public schools as applicants.

Edgar Fuller, Executive Secretary, Council of Chief State School Officers, said that a majority of the state superintendents believed that Title III education centers would create a system of education parallel to the existing one, and often privately controlled, and operated in ways that would violate the principle of most if not all state constitutions, laws, and education policies (29, p. 1121).

He recommended making Title III part of Titles I and IV, with the state educational agency included in each project. Brademas challenged his authority to speak for all of the states and his use of "tax money to oppose the will of elected representatives" (29, p. 1140-1151).

A state-by-state summary of Constitutional provisions entitled, "State Law Relating to Transportation and Textbooks for Parochial School Students, and Constitutional Protection of Religious Freedom",

was inserted in the hearing record by Brademas (29, 1449-1496).

James E. Allen, Jr., serving as Commissioner of Education, State of New York, registered "strong dissent" to the provision of federal administration of the projects, arguing that each state knew the needs of its schools best. He also recommended that both state and local educational agencies be required to provide some matching funds, based on financial capability (29, p. 1549).

Leo Pfeffer, Chairman, Department of Political Science, Long Island University, compared the Title III "consortiums" or dual agencies with what Taft found in the Philippines when he took over as Governor General. He said that Taft abolished them as not in the American tradition of separation of church and state. Brademas, always the defender of Title III, asked for a legal and philosophical differentiation between public aid to higher education and secondary and elementary education, but the only reply was one relying on tradition.

The American Civil Liberties Union reviewed Title III and made suggestions for changes which would assure that benefits accrued to individuals and not to institutions.

Commissioner Keppel was called back near the end of the hearings at the request of Representative Charles E. Goodell, New York, to respond to testimony concerning the "parallel system" charge made against Title III by several witnesses. A rather long dialogue developed

between Keppel and Goodell, with Goodell making the point again and again that the state educational agency should control Title III. Keppel compared Title III to research programs and to the National Institutes of Health, avoiding the pitfall of implying that some states were incompetent (29, p. 1715-1751).

U. S. Senate Hearings, 1965

The hearings on ESEA by the Senate Subcommittee on Education, chaired by Senator Wayne Morse, of the Committee on Labor and Public Welfare, took place in January and February, 1965.

Many of the persons who had appeared before the House Subcommittee also testified before the Senate Subcommittee. Many of the same memoranda and publications were inserted in the record of the hearings.

Senator Morse began with the reading of a statement by Senator Jacob K. Javits, New York, expressing the Republican support for education. Senator Peter H. Dominick, Colorado, introduced the question on constitutionality by inserting a brief on the subject into the record of the hearings.

In response to questioning, Secretary Celebrezze introduced a written opinion from the Justice Department which advised that provisions in Title III for nonpublic participation were constitutional. Keppel's testimony was similar to his testimony before the House. However, in ensuing discussions, he tended to place more emphasis

on the new concept of supplementary services, where he held that "not only the schools in our society are forces for education, but the museums, the great public libraries, the art galleries, the symphony orchestras, and, of course, for the primary and secondary schools, the universities and colleges" (30, p. 801).

Senator Yarborough raised the spectre of a "ruined public school system" such as took place in Holland when the government supported private schools. Keppel reassured him that his office would study Section 304 to "see whether the language needs tightening up to be certain that that doesn't happen" (30, p. 900).

In response to questioning by Senator Robert Kennedy about the quality of education, Keppel responded that Titles III and V, which he compared to the successful agricultural experiment stations, would assure the establishment of new approaches in curriculum.

Superintendents of large cities were generally more interested in the way the entire ESEA would supplement their budgets. With a few exceptions, they seemed to have little grasp of the innovative, experimental, and supplementary center concepts of Title III. However, several showed interest in the possibility of instructional and educational television under the title.

The Council of Chief State School Officers introduced the results of a survey of the chief state school officers into the record. They, too, generally approved Title III. The opponents of Title III were

focusing on two main aspects of the title. These were concerned about the state educational agency "bypass" with its spectre of "a federal system of education", and the usual church-state argument about the constitutionality of provisions for the inclusion of nonpublic schools.

Following the Senate and House hearings, the Senate published a report summarizing and analyzing the purposes of each ESEA Title, including the following points relative to Title III:

1. Responsibility for initiating and operating school programs rests with the state and local authorities.
2. Nothing in the Title is designed to enable local public educational agencies to provide services and programs which will inure to the enrichment of any private institution.
3. In all cases, payments will be made only to legally constituted public agencies (31).

After consideration and passage by the House and Senate, the President signed the Act April 11, 1965.

House of Representatives Hearings, 1966

The Subcommittee on Education held hearings in March, 1966, only two months following the Commissioner's announcement of approval of the first 217 projects (33). The Congressmen, aware of this, asked little in the way of substantive evaluation questions throughout the hearings. They did concern themselves with the authorization for the next two years, since the initial law had

authorized \$100,000,000 for the first year only. The amendments, P. L. 89-750, authorized \$175,000,000 for fiscal year 1967, and \$500,000,000 for fiscal year 1968 (32). Indian children in Department of Interior schools were brought under the program. Provisions were also included to give due consideration to excellence of architecture and design and to the inclusion of works of art; and special consideration was to be given to local educational agencies which were financially overburdened. Many witnesses took the opportunity again to emphasize their preference for state administration of the Title.

U. S. Senate Hearings, 1966

The Senate hearings were held in April, 1966. Most of the discussion related to Title I and the special incentive grant provision. Full reports on the first Title III projects approved, including the full test of Pacesetters in Innovation, were inserted into the record (8). The issue of state control repeatedly was raised. A document representing USOE answers to policy and procedure questions submitted by Senator Javits was inserted in the record. The USOE's position was that the present law was working "reasonably well" and that innovations should not duplicate one another as might be the case if states administered the program.

Commissioner Howe said that the major reason the greatest percentage increase in funds asked for in Title III was the ". . . it has caught the interest and fired the imagination of the educational community" (34, p. 600).

Representatives of the Catholic groups were generally pleased with the relationships developing between private and public schools. The Baptist Joint Committee on Public Affairs, however, expressed real concern for USOE's interpretation of the "dual enrollment" provision. They felt that the provisions allowed instruction on private school facilities.

House of Representatives Hearings, 1967

The entire Committee on Education and Labor sat for the hearings on the 1967 ESEA amendments. Though the only urgent business before the Congress that year concerning ESEA was the continuation of the inclusion of Indian children in Title III, (the authorization level for Title III was established in the previous session) the Committee explored fully the several questions bothering certain members since ESEA's passage. Congresswoman Green and Congressman Quie questioned Secretary Gardner and Commissioner Howe extensively on the federal role in Title III. Commissioner Howe stated that, "Many State educational agencies are simply not yet prepared to take over the administration of Title III" (10, p. 5). Likewise, Secretary

Gardner submitted that he had ". . . a serious question concerning the capacity of many of the states to assume responsibility for Title III at this time" (10, p. 5).

Probably one of the more important "pressures" for a change in Title III, allowing for state department administration, came out of a legislative conference of national education organizations, held in January, 1967. Among the recommendations made by the group was this demand for amendments to Title III:

. . . to provide that local project applications and proposals for supplementary centers still be subject to final approval by the state departments of education under provisions of state plans, with the exception that approximately 15 percent of federal funds available shall be "set aside" for projects to be approved by the United States Commissioner of Education" (16).

It became increasingly clear through testimony at the hearings that some amendments would be passed by the 90th Congress affecting the administration of Title III. In offering an amendment to Title III and another to Title V, Congresswoman Green of Oregon said:

Briefly, the amendment simply provides that whereby Title III now bypasses the State departments of education, the funds for Title III for the supplementary centers will go to the State departments of education. It does not make sense to me to say that we will vote funds under Title V to strengthen State departments, and then in another Title of this bill try to bypass them (37).

The purpose of the Green Amendments was clear: to place at the state level the responsibility for making decisions about educational programs within the state. Title III, was to be administered under a state plan.

U. S. Senate Hearings, 1967

The Subcommittee already was concerned with new legislative proposals when it took up the extension of portions of ESEA in May, 1967. Congressman Quie attended the Senate hearings to present his arguments for state administration of Title III (35). Senator Yarborough defended a direct federal role in Title III, using testimony from a Pontiac, Michigan superintendent who said that he preferred federal rather than state administration. The labor unions also testified for Title III's continuation at USOE. Senate support for a direct USOE role in Title III was stronger than House support. However no facts or evidence were presented that had not been presented by the House hearings in one form or another. As the hearings continued it became apparent that the U. S. Office of Education was going to lose its administrative authority of Title III to state departments of education. The ESEA Amendments of 1967 (Public Law 90-247) became law in January, 1968 when President Johnson signed H. R. 7819.

Besides the noteworthy shift in the major administrative responsibilities from the USOE to state departments of education,

several other significant changes occurred. There was a de-emphasis of supplementary centers and an emphasis of innovative and exemplary programs; advisory councils were required on the state level; an assessment of the State's critical educational needs was to be made; and, a state was required to delineate procedures for evaluating programs and disseminating information on project results.

The ESEA Amendments of 1969 (Public Law 91-230), which took effect on July 1, 1970, are outside the scope of this study. However, there are several requirements of the Amendments that will have significance to the role Title III will play in the future. Briefly, they are: NDEA, V-A of 1958 and ESEA, Title III, are combined into a single authorization; the Commissioner of Education is authorized to use 15 percent of the funds appropriated for Title III to fund applications outside the State Plan; the Commissioner must provide for the participation of private school children in programs funded under Title III in any state that substantially fails to or cannot legally provide for such participation; each state shall expend for guidance, counseling, and testing programs an amount each year at least equal to 50 percent of the amount expended by the State from fiscal year 1970 appropriations for Title V-A of the NDEA.

In testifying at the House hearings, related to the 1969 Amendments, Secretary of Health, Education and Welfare, Robert Finch said:

These PACE projects were intended to provide new innovative thrusts into the educational process, with successes to become models for general application. The purpose is critically important; after three years and one major administrative turn (from local to predominately state control), I doubt that we can truly measure Title III's impact. I think the program should definitely be continued, with a special eye; however, to retaining the 'model building' emphasis. (39, p. 2804).

Guidelines for Title III

Since the signing of ESEA, April 11, 1965, four versions of the Guidelines for administering the Title III program have been issued. The first issue, sent as a draft to the chief state school officers, September 6, 1965, was entitled simply Guidelines. Following the meeting of the first advisory committee on Title III, September 23 and 24, the Guidelines were revised to give priority to innovation. The policy on "low priority" for construction projects also was included in the second version.

The Guidelines were revised again in 1966. Differentiation was made between "innovative and exemplary programs" and "educational service centers". Priority was announced for projects contributing to the invention and demonstration stages of the innovative process. Teacher participation was also stressed as important in the development of a project proposal.

Because the larger and wealthier urban centers, with development and research staffs typically produce more and better proposals, the USOE cooperated with the Department of Rural Education to produce a special rural-oriented manual to stimulate rural applications (9). This manual was widely distributed by DRE and may well account for the fact that 25 percent of participants were pupils from rural areas, a reasonably fair level. The manual used the "cookbook" approach, giving step-by-step procedures and providing three examples of completed rural proposals.

A May, 1967, version of the Guidelines, now entitled A Manual for Project Applicants and Grantees, reflected the 1966 Amendments to the Act and emphasized national priorities. These priorities were (1) improving educational opportunities, (2) planning for metropolitan areas, (3) meeting the needs of rural communities, and (4) coordinating all community resources.

Slight changes also were made in the section on "Participation of children and teachers from private, non-profit schools". Regarding facilities, for example, the 1967 Guidelines stated that, "Service may be provided on private school premises only when it is not feasible to provide such services on public premises". The provision for including representatives of private schools in the planning phase was changed from "should" to "must".

Major changes, of course, were required in the Guidelines following enactment of the 1967 Amendments. A new manual was written for administering the State Plan portion of Title III. The final draft was issued February 7, 1969. The State Plan Guidelines still retained the emphasis on change strategies and "innovation process" of previous editions. Since states must assess their own needs there was a strong de-emphasis of priorities attached to the national scene. Strong emphasis was placed on comprehensive "learner-need" centered state assessments. Again, a project period of not more than three years was strongly recommended, accompanied by strategies for innovation, dissemination and evaluation.

After the State Plan for Oregon was approved by the USOE, effective October 1, 1968, guidelines were developed by the Oregon Title III administrative staff. The guidelines were entitled A Manual for Project Applicants and Grantees. Besides outlining the necessary procedures for submission of proposals and project management, the guidelines also set forth the Oregon Board of Education priorities for projects.

CHAPTER III

DESIGN OF THE STUDY

This study provided evidence of the extent of accomplishment of the objectives stated for the Oregon Small Schools Program, a Title III, ESEA project. The objectives of the Oregon Small Schools Program (see Appendix A) included to a large degree the objectives of other Title III projects. Hence, the degree to which the OSSP member schools achieved their stated objectives could be projected to the total State Title III program.

The study as an instrument of accountability could provide clues to aid in the administration of presently operating projects and to develop objectives for future projects to meet the exemplary and innovative purposes of the legislation. Specifically, the analysis explored the following:

- (a) To what extent were the objectives of the Oregon Small Schools Program accomplished.
- (b) To what degree did school size affect the accomplishment of the objectives.
- (c) To what degree did geographic location influence the accomplishment of the objectives.
- (d) To what degree did opinions of administrators and school board members differ about the effectiveness of the program

The objective information collected was studied to gain some insight into the effectiveness of the programs; but since the study also provided for subjective comments by the respondents, these were analyzed to supplement the results of the ratings.

Development of the Instrument

The instrument used to acquire data was a five-page printed questionnaire (see Appendix B) which stated the ten objectives of the Oregon Small School Program, listed the items to be rated and provided space for comments under each objective. The number of items under each objective ranged from one to six. The total number of items included under all ten objectives was thirty. A first page introduced the respondent to the purpose of the instrument, the reason why the Oregon Small Schools Program was selected and the criteria for the evaluation for each item to be rated. Instruction for procedure was included.

The instrument was designed with the cooperation of staff members of Oregon State University, the Oregon Board of Education, the United States Office of Education, Educational Coordinates Northwest, Oregon Title III Advisory Council members, and the Advisory Committee of the Oregon Small Schools Program. A list of those participating appears in Appendix C.

After further revision by the various persons participating, the instrument was given to members of the steering committee of the Oregon Small Schools Program as a panel to check further the clarity of the items. Minor modifications were made as a result of suggestions made by this group.

The Sample

Respondents in this study were school superintendents and board members from member schools in the Oregon Small School Program. The list of schools participating as full-time members in the final year of the project, the school enrollment, and the county in which each one was located, was supplied by the administrative staff of the project. Using this master list, the schools were arranged into four groups by location and by total school enrollment. The location of the school for assessing the geographic influence, was determined by whether it was located east or west of the Cascade Mountains. By size, the schools were separated into those with an enrollment of 100 students or less and those with 101 students or more.

The total number of schools in each classification was as follows:

- (a) Those > than 100 East -- 20 schools
- (b) Those < than 100 East -- 18 schools

(c) Those > than 100 West -- 20 schools

(d) Those < than 100 West -- 12 schools

Consultants agreed that 20 schools would provide an adequate sample of the 70 participating schools, and to assure valid representation, they proposed that the study poll five schools from each classification. Upon assurance by Dr. Hartmann of the Statistical Department of Oregon State University that the number to be used was statistically valid and following his advice, a systematized sampling was conducted in each classification. The lists of the schools by classification are in Appendix E. The location of the schools are shown in Appendix F.

As previously noted above, the respondents in this study were school superintendents and board members. Since these were smaller school districts, with only one high school and a superintendent of schools, who in many cases also served as the principal, it was determined that he would have had direct contact with the school's participation in the project. While the board member might be less informed about some phases of the project, this factor in itself would be important to the study because Title III stresses the involvement of lay persons representing the community. According to the objectives of the OSSP this involvement was necessary and certain activities in each Title III project were planned to bring this about. Also, as stated previously, one of the areas to be analyzed

was the degree to which the school administrators and board members differed in their perceptions of how well the objectives had been accomplished.

Collection of Data

The advisory committee of the Oregon Small Schools Program agreed to provide support and assistance in securing cooperation from the secondary schools included in the sample and the author of the study met with the committee in Salem on April 16, 1971. The group discussed reasons for conducting the study and for selecting the Oregon Small Schools Program as the subject for the study. Since the information obtained from this study would be useful for reports presented to the Director of Federal Programs, the Oregon Board of Education and the U. S. Office of Education, the Deputy Superintendent of Public Instruction granted the required support necessary to conduct research in Oregon's secondary schools.

Superintendents in each school district selected for participation granted their cooperation and time for an interview. A copy of the letter sent to the administrators is shown in Appendix D.

Visits to all schools selected in the sample were part of the study. At a personal interview, the superintendent received a copy of the instrument and another copy for the board member with a stamped self-addressed envelope for the return of both completed

questionnaires. The instrument did not ask respondents to sign their names; however, a coded number indicated the location of the school and identified the respondent as an administrator or a board member. This identification also permitted follow-up of persons who did not return the blank promptly.

The final step in the data collection process was to check the completed returns, prior to the transferring of the data to punch cards for analysis by the Oregon State University Computer Center, utilizing the *ANOVA 12 analysis of variance program.

Tabulation and Analysis of Data

Analysis of variance tests were conducted on the data in order to answer the questions relating to the objectives of the Oregon Small Schools Program, the influence of school size, geographic location differences, and the perceptions of school administrators and board members. Specifically, the following comparisons were made;

1. Influence of school size
 - (a) East superintendents < 100 against east superintendents > 100
 - (b) West superintendents < 100 against west superintendents > 100
 - (c) Total superintendents < 100 against total superintendents > 100

2. Influence of geographic location
 - (a) Total superintendents east against total superintendents west
3. Perceptions of school administrators and board members
 - (a) Total superintendents against total board members

Comparisons were made for each of the thirty items included in the instrument. In each instance the F statistic was used to indicate if significant differences were present among the variables tested. Analysis was based on the .05 level of significance.

Data were processed on the Oregon State Open Shop Operating System (OS3) using the CDC 3300 Computer of the Oregon State University Computer Center. The *ANOVA 12 analysis of variance program was used for all computations. As data were processed, mean scores were generated for several of the individual independent factors including:

- (a) All superintendents
- (b) All school board members
- (c) East superintendents < 100
- (d) East superintendents > 100
- (e) West superintendents < 100
- (f) West superintendents > 100
- (g) All superintendents < 100
- (h) All superintendents > 100

(i) All superintendents east

(j) All superintendents west

The one-way arrangement analysis of variance, in addition to the F values, generated least significant difference tests. These tests were contrasted for differences among the individual mean scores, providing for insight with regard to those items rejected in the analysis of variance tests.

Implications for the study were drawn from the results of the analysis.

CHAPTER IV

ANALYSIS OF AND FINDINGS OF THE STUDY

An analysis of variance was performed on the data from all twenty schools as described in the preceding chapter. The treatment of the data made possible an analysis of the sources of variation and gave the significance of the relationships between the mean scores of the respondents' ratings. Total results of the analysis of variance according to each item response were listed in Appendix H, p. 117. The results included the mean scores for each item response. The statistical F value was listed if it were large enough to generate a significant difference at the .05 level. Statistical analyses were made by utilizing the F-Test to test differences between the subjects' responses relating to the areas of concern. An $F_{(1, 18)}$ value larger than 4.5 in the mean scores of the superintendents' responses indicated a significant difference at the .05 level. An $F_{(1, 38)}$ value larger than 4.1 between board member versus superintendents' responses indicated a significant difference at the .05 level. Table 7a 5% Points of the F-Distribution, Statistical Inference, Volume I, Jerome C. R. Li, was used to establish the F value generating differences at the .05 level.

Additional information was generated through the provision on the questionnaire for "comments" and was analyzed for general purposes.

The responses given by the school board members were treated in total and were only analyzed to make the comparison with the total responses given by the school superintendents.

The findings from the study were presented in this chapter under the objectives of the Oregon Small Schools Program (Appendix A). The major areas of concern in the study were analyzed and presented under the objective as listed on the questionnaire (Appendix B). The areas of concern were:

1. Extent of accomplishment of the project objectives
2. Influence of school size
3. Influence of geographic location
4. Perceptions of school board members compared with school superintendents

Objective #1: To Aid Teachers in Capitalizing on a Low Pupil-Teacher Ratio to More Nearly Attain True Individualized Instruction

There was only one item under this objective to which responses were requested. The mean ratings of the groups were listed in Table 1.

The data in Table 1 show that the program was rated slightly higher than moderately successful. Board members rated it slightly less than "moderate". On the other hand, those schools

**Summary of Mean Scores by School Superintendents and
School Board Members Relating to Objective #1**

Table 1

Response Item	Total Responses N=40	Board Members N=20	School Supts. N=20	East Supts. N=10	West Supts. N=10	Schools <100 Enrollment N=10	Schools > 100 Enrollment N=10	East Schools < 100 N=5	East Schools > 100 N=5	West Schools < 100 N=5	West Schools > 100 N=5
To what extent has the program helped to promote individualized instruction?	3.10	2.90	3.30	3.20	3.40	3.00	3.60	3.00	3.40	3.30	3.80

No significant difference at the .05 level revealed by any of the comparisons.

having an enrollment greater than 100 students rated the use of individualized instruction somewhere between "moderate" and "considerable".

Generally, schools with less than 100 enrollment felt they were offering instruction on an individual basis in most subject areas because of the small number of students. Schools in this category rated the accomplishment "moderate".

Results of the data show that location of the school was not a significant factor in the accomplishment of this objective.

Additional comments on the part of superintendents with enrollments greater than 100 indicated that "through the OSSP teachers have had the opportunity to develop learning packages and have also been introduced to other techniques of individualizing instruction through workshops", and "the program has made teachers aware of the educational benefits through individualization". One superintendent remarked that his teachers had exposure to individualized instruction through the efforts of the OSSP and that benefits accrued to those teachers who participated actively in the implementation.

Objective #2: To Develop a High Teacher Morale Which Will Have Direct Impact on Staff Retention and Status.

There were six items under this objective to which responses were requested. The mean ratings of the groups were listed in Table 2.

With the exception of two comparisons having a level of significance greater than .05, the data in Table 2 show a decided consistency of response. The board members and superintendents were in very close agreement although a little higher rating was given by the superintendents. Again with the two exceptions noted above, size and location of school were not factors in the degree of accomplishment of this objective.

The two comparisons showing a significant difference were found in different response items with one involving a location (east-west) factor and the other a size (<100 - >100) factor. "To what extent has the staff been involved in decision making in developing new curriculum offerings" was the question which revealed contrast in responses related to the location of schools. All west school superintendents rated this item close to mid point between a "considerable" and "extensive" accomplishment of the objective by the OSSP. East school superintendents rated it slightly higher than "moderate".

Summary of Mean Scores by School Superintendents and
School Board Members Relating to Objective #2

Table 2

Response Item	Total Responses	Board Members	School Supts.	East Supts.	West Supts.	Schools <100 Enrollment	Schools >100 Enrollment	East Schools <100	East Schools >100	West Schools <100	West Schools >100
	N=40	N=20	N=20	N=10	N=10	N=10	N=10	N=5	N=5	N=5	N=5
To what degree has retention of staff improved?	2.85	2.95	2.75	2.60	2.90	2.90	2.60	2.80	2.40	3.00	2.80
To what extent has the district provided funds for the professional development of staff?	3.05	3.00	3.10	3.20	3.00	2.90	3.30	3.20	3.20	2.60	3.40
To what extent has the staff been involved in decision making in developing new curriculum offerings?	3.70	3.65	3.75	(3.10 - 4.40) ¹		3.60	3.90	2.80	3.40	4.40	4.40
How effective has the program been in developing "self-image" of the instructional staff?	2.85	2.75	2.95	2.80	3.10	2.80	3.10	2.80	2.80	2.80	3.40
How effective has the program been in developing communication between administration and staff?	3.25	3.15	3.35	3.30	3.40	(2.90 - 3.80) ²		3.00	3.60	2.80	4.00
To what degree has morale been improved?	3.10	3.20	3.00	2.80	3.20	2.90	3.10	2.80	2.80	3.00	3.40

¹ significant difference at the .05 level

² significant difference at the .05 level

Several comments by the respondents provided some insight into the difference. One east superintendent stated that "We've always had staff involvement in this area and the influence of the OSSP was not responsible". Another said, "Poor facilities have not lent themselves to the development of new curriculum offerings, hence teachers are not involved".

Comments of west superintendents include, "We have learned the importance of faculty involvement in total planning from meetings and publications of the OSSP. . . Staff-administration joint development and improvement of curriculum greatly assisted our school and boasted staff morale . . . Staff involvement has always been good, but the OSSP has helped improve it. "

The response item generating the contrast relating to school size was "How effective has the program been in developing communication between administration and staff? " The superintendents of schools with >100 enrollment rated this item slightly less than "considerable" in the degree of effectiveness, while superintendents of schools with <100 enrollment rated it less than "moderate". The difference amounting to almost a total point in the rating scale.

Comments from superintendents of smaller schools indicated that they felt there was good communication already between staff and administration and that any influence the OSSP had was negligible.

One comment from a large school superintendent indicated that his school was involved in a total improvement program and that the staff was "excited and communicating".

Objective #3: To Develop Instructional Leaders to Serve as Consultants and Group Leaders in Local, Regional and Statewide Inservice Sessions

There were two items under this objective to which responses were requested. These items dealt with initiating and sustaining activities instrumental in developing staff leadership and the opportunities for staff to serve as instructional leaders. The mean ratings of the groups were listed in Table 3.

There was only one contrast having a significant difference at the .05 level. This contrast was a size (<100 - >100) factor relating to the item "To what extent has the program afforded opportunities for staff in your school to serve as instructional leaders in inservice sessions?" The schools with the larger enrollment rated the program's accomplishment at 3.60 and the smaller schools rated it 2.30 or slightly above a "limited" accomplishment.

Superintendents from large schools indicated they took advantage of the services and opportunities provided by the OSSP. One superintendent commented, "The program has been most successful in this area. It is well recognized in our district that we have

Summary of Mean Scores by School Superintendents and
School Board Members Relating to Objective #3

Table 3

Response Item	Total Responses N=40	Board Members N=20	School Supts. N=20	East Supts. N=10	West Supts. N=10	Schools <100 Enrollment N=10	Schools >100 Enrollment N=10	East Schools <100 N=5	East Schools >100 N=5	West Schools <100 N=5	West Schools >100 N=5
How effective do you believe program efforts have been in initiating or sustaining activities that were instrumental in developing leaders in your school?	2.80	2.60	3.00	2.50	3.50	2.50	3.50	2.20	2.80	2.80	4.20
To what extent has the program afforded opportunities for staff in your school to serve as instructional leaders in inservice sessions?	2.85	2.75	2.95	2.40	3.50	(2.30 -	3.60) ¹	2.00	2.80	2.60	4.40

¹ significant difference at the .05 level

developed leadership on our staff through active participation in the activities of the program. " On the other hand a superintendent from a smaller school stated, "The opportunity is no doubt available to our staff, but we're too small a school, and we haven't been able to take advantage. "

Total responses showed a rating slightly less than a "moderate" accomplishment of the objective. Most groups showed a rating in the upper level between "limited" and "moderate". Those showing a rating above moderate were from the larger schools. The group of west schools with an enrollment greater than 100 showed a rating of 4.30, or above a "considerable" accomplishment. Their rating was reflected in the significant difference at the .05 level between large and small schools.

Objective #4: To Make School Personnel More Aware of Information on the Use of Media, Programmed Materials, Correspondence Courses, and the Learning Package as a Basis of the Attack on Problems such as Limited Offerings, Cultural Limitations and Career Information.

There were three items under this objective to which responses were requested. The mean ratings were listed in Table 4.

The data in Table 4 showed that the program was rated consistently high on all items relating to the objective. Total responses indicated an accomplishment level higher than "moderate". Board

Summary of Mean Scores by School Superintendents and
School Board Members Relating to Objective #4

Table 4

Response Item	Total Responses	Board Members	Schools Supts.	East Supts.	West Supts.	Schools < 100 Enrollment	Schools >100 Enrollment	East Schools <100	East Schools > 100	West Schools < 100	West Schools >100
	N=40	N=20	N=20	N=10	N=10	N=10	N=10	N=5	N=5	N=5	N=5
To what extent has your district been able to increase the curriculum offerings to students?	3.40	3.30	3.50	3.30	3.70	3.30	3.70	3.20	3.40	3.40	4.00
To what extent has your district been able to provide cultural enrichment?	3.05	3.00	3.10	2.70	3.50	3.20	3.00	2.80	2.60	3.60	3.40
To what extent has your district been able to improve career information opportunities to students?	3.15	3.15	3.15	2.90	3.40	(2.60	3.70) ¹	2.40	3.40	2.80	4.00

¹ significant difference at the .05 level

members and superintendents varied slightly in their ratings with both rating it above "moderate".

None of the results of the ratings showed any significant influence of geographic location.

One comparison showed a significant difference relating to the size of schools. The response item "To what extent has your district been able to improve career information opportunities to students" revealed a significant difference between smaller and larger schools. The superintendents of smaller schools rated the item at the mid point between "limited" and "moderate", while superintendents from larger schools felt the program accomplishment was nearer "considerable".

Several comments by the superintendents of larger schools reinforced the rating difference relating to school size. One superintendent stated, "This objective is a strong point of the program. There have been many changes as a result of the program". Another remarked, "The program has been very helpful in making teachers aware of needed change." Other comments were, "Our curriculum offerings have expanded, " "We are making more educational experiences available to our students, " and "We are instituting cultural enrichment activities and career information field trips. "

On the other hand, several superintendents of small schools indicated that lack of finances generally was responsible for ideas

generated by the program's not being implemented. One had this to say, "The district gets some good ideas from the OSSP and the State Department of Education, but it takes money to carry them out." Another stated, "The people feel we should provide education and not a lot of field trips to some museum, although . . . they are beginning to realize the advantage of a career exploration program."

Objective #5: To Improve Guidance Services by Providing Information On Effective Programs and Encouraging Shared Services.

There were three items under this objective to which responses were requested. The mean ratings of the groups were listed in Table 5.

The data in Table 5 showed the extent of accomplishment of informational and guidance objectives as reflected by the mean scores of the total responses to be less than "moderate". Information made available to the districts by the program was the only item given a moderate rating overall. School board members and superintendents generally agreed in their responses.

Comparisons showed significant differences among three groups. Two of these were a result of the influence of school size and the other from geographic location. The first of the two differences resulting from school size was "To what extent has information [on effective programs] been made available to your district." The superintendents of the larger schools rated this close to a "considerable"

Summary of Mean Scores by School Superintendents and
School Board Members Relating to Objective #5

Table 5

Response Item	Total Responses N=40	Board Members N=20	School Supts. N=20	East Supts. N=10	West Supts. N=10	Schools < 100 Enrollment N=10	Schools > 100 Enrollment N=10	East Schools <100 N=5	East Schools > 100 N=5	West Schools < 100 N=5	West Schools > 100 N=5
To what extent has information been made available to your district?	3.05	3.00	3.10	3.00	3.20	(2.50	3.70) ¹	2.40	3.60	2.60	3.80
To what extent have guidance services improved?	2.95	2.85	3.05	3.10	3.00	(2.60	3.50) ²	2.40	3.80	2.80	3.20
To what extent have shared guidance services been developed and implemented in your region?	2.45	2.40	2.50	(3.30	1.70) ³	2.00	3.00	3.00	3.60	1.00	2.40

¹ significant difference at the .05 level

² significant difference at the .05 level

³ significant difference at the .05 level

accomplishment by the program while the superintendents of smaller schools rated it at the mid point between "limited" and "moderate". Expressions by two superintendents from the smaller schools indicated they were not aware of information available. However, a school superintendent from a large school stated, "We received lots of information on effective programs else where and we followed up on it." Another stated, "Through the Small Schools Program, the program in our district is constantly improving and providing services to our faculty and students."

The second difference involving school size was the response to the item asking, "To what extent have guidance services improved?" The superintendents from the larger schools rated the response item at 3.50, the mid point between "moderate" and "considerable", while the superintendents from the smaller schools rated it at 2.60, slightly above the mid point between "limited" and "moderate". The east superintendents from the larger schools rated this item higher than any other respondent groups. The rating indicated some geographic location influence along with the large school--small school influence as shown by the level of significance.

The third group to show a significant difference was the east versus west comparison and was a result of geographic location. "To what extent have shared guidance services been developed and implemented in your region" was the item generating the difference

in the ratings. The superintendents of the east school showed a mean score rating of 3.30, indicating a higher than "moderate" accomplishment, while the superintendents of the west schools gave a mean score rating of 1.70, indicating less than a "limited" accomplishment. One east superintendent stated, "We just about have to share in our county and through the efforts of the program we've found ways to do it."

Ratings to response items, with the exceptions noted above, revealed a consistency of agreement among all of the groups.

Objective #6: To Improve School and Community Relationships through the Process of Self-Evaluation, Use of Paraprofessionals (aides), Liberal Involvement of Community Resource People, and An Expanded Work-Experience Program for High School Students.

There were four items under this objective to which responses were requested. Data with regard to respondents ratings of these items were listed in Table 6. These items dealt with school-community relationships, the use of aides, community resource people, and work-experience programs.

The data in Table 6 showed the extent of the accomplishment of the objective to be "less than moderate" to "moderate". Board members rated all items lower than the superintendents with but one exception. They rated the "use of community resource people" slightly higher than did the superintendents.

Summary of Mean Scores by School Superintendents and
School Board Members Relating to Objective #6

Table 6

Response Item	Total Responses	Board Members	School Supts.	East Supts.	West Supts.	Schools < 100 Enrollment	Schools > 100 Enrollment	East Schools < 100	East Schools > 100	West Schools < 100	West Schools > 100
	N=40	N=20	N=20	N=10	N=10	N=10	N=10	N=5	N=5	N=5	N=5
To what extent have school-community relationships been improved?	2.95	2.85	3.05	2.90	3.20	3.00	3.10	3.00	2.80	3.00	3.40
To what extent has there been an increase in the use of aides?	3.10	2.90	3.30	3.10	3.50	2.90	3.70	3.00	3.20	2.80	4.20
To what extent have community resources people been used?	2.75	2.80	2.70	2.40	3.00	2.50	2.90	2.20	2.60	2.80	3.20
To what extent has there been an increase in work-experience programs?	2.65	2.40	2.90	2.90	2.90	2.30	3.50	3.00	2.80	1.60	4.20

no significant difference at the .05 level revealed by any of the comparisons

No response item generated a level of significance greater than .05 among the groups compared. However, a noteworthy comparison was found in evaluating the mean scores of the west superintendents. Superintendents from larger schools in the west rated the accomplishment of the item "To what extent has there been an increase in work-experience programs" at 4.20, or slightly above "considerable". Superintendents from the smaller schools rated the accomplishment "less than limited". Several comments provided a plausible reason for the margin in the two groups rating this item. One superintendent from a larger school stated, "Our work-experience program has really improved through the efforts of our community-school program." Another stated, "The community has accepted this idea and we have the necessary 'work stations' in the community to pull it off." A superintendent from a smaller school said, "Our community does not have facilities to implement the work-experience program, besides our students already have chores to do." Another indicated that, "We cannot afford the extra people at this time to carry out a good work-experience program."

Geographic location and size of schools were not factors, with the possible exception noted above, in the respondents' ratings given for the accomplishment of the objective.

Objective #7: To Provide Up-To-Date Information on Building Construction and Remodeling Appropriate to Modern Instructional Processes, Where Such Construction Is Necessary and Contemplated.

There were two items under this objective to which responses were requested. The mean ratings of the groups were listed in Table 7.

The data in Table 7 showed that the accomplishment of the objective was rated slightly less than mid point between "limited" and "moderate". Board members rated it slightly higher than "limited", while the superintendents rated it slightly higher than the mid point between "limited" and "moderate". Indicative of comments from board members was "We have had some information through your program, but we haven't been able to sell the taxpayers on any substantial building program." Another stated that, "I feel the effort given by the program helped us get a shop facility." A third expressed the feeling that financial support would be the only thing that would help.

Superintendents, generally, indicated that the program had helped to provide up-to-date information by arranging visits to schools with newer facilities and equipment. One superintendent remarked that, "Our enrollment is on the decline and it is difficult to 'sell' remodeling, let alone new facilities."

Summary of Mean Scores by School Superintendents and
School Board Members Relating to Objective #7

Table 7

Response Item	Total Responses N=40	Board Members N=20	School Supts N=20	East Supts. N=10	West Supts. N=10	Schools <100 Enrollment N=10	Schools >100 Enrollment N=10	East Schools <100 N=5	East Schools >100 N=5	West Schools <100 N=5	West Schools >100 N=5
To what extent has the program provided up-to-date information on school construction?	2.25	2.10	2.40	2.30	2.50	1.80	3.00	2.20	2.40	1.40	3.60
To what extent have you modified your physical facilities to accommodate new instructional designs?	2.60	2.45	2.75	2.50	3.00	2.70	2.80	2.80	2.20	2.60	3.40

no significant difference at the .05 level revealed by any of the comparisons

A comparison of the groups showed no significant differences that could be attributed to the influence of school size and geographic location. However, superintendents of schools located in the west, with enrollments larger than 100, rated the accomplishment of the objective higher than any of the other groups. The higher rating could have resulted from the success of two schools in building additional facilities. The superintendent of one of these schools stated, "We have a new library and lecture room, and have modified the home-making area and shop, etc."

Objective #8: To Provide Experienced Help For Multi-District Program Design and Ultimate Application for Funds From Federal and Other Sources.

There were four items under this objective to which responses were requested. These items dealt with cooperative curriculum offerings with other districts, multi-district applications, technical assistance in developing project proposals and technical assistance in carrying out various project activities. The mean ratings of the groups were listed in Table 8.

One comparison resulted in a level of significance greater than .05. The comparison showing a significant difference was found in the east-west X small-large (<100 - >100) group. The response item generating the contrast was, "How would you rate the effectiveness of the program in its efforts to provide your district with

Summary of Mean Scores by School Superintendents and
School Board Members Relating to Objective #8

Table 8

Response Item	Total Responses	Board Members	Schools Supts.	East Supts.	West Supts.	Schools <100 Enrollment	Schools >100 Enrollment	East Schools < 100	East Schools >100	West Schools < 100	West Schools >100
	N=40	N=20	N=20	N=10	N=10	N=10	N=10	N=5	N=5	N=5	N=5
To what extent has your district developed cooperative curriculum offerings with other districts?	1.90	1.85	1.95	2.00	1.90	2.10	1.80	2.40	1.60	1.80	2.00
To what extent have federal funds increased through direct application as a result of multi-district design?	1.85	1.60	2.10	2.30	1.90	1.70	2.50	2.40	2.20	1.00	2.80
How would you rate the effectiveness or the program in its efforts to provide your district with technical assistance in developing project proposals for special funding?	2.30	2.25	2.35	2.40	2.30	1.80	2.90	(2.60	2.20	1.00	3.60) ¹
How would you rate the effectiveness of the program in its efforts to provide your district with technical assistance in carrying out various project activities?	2.35	2.20	2.50	2.70	2.30	2.00	3.00	2.80	2.60	1.20	3.40

¹ significant difference at the .05 level

technical assistance in developing project proposals for special funding? " Geographic location was a factor with only west schools providing the impetus to the result. Size of schools was equally a factor as a result of the mean score ratings showing 1.00 (very limited) by schools with <100 enrollment and a mean score rating of 3.60 by schools with >100 enrollment. Comments by the respondents indicated that none of the schools with <100 enrollment in the west were successful in receiving money from project proposals submitted under other program categories. The opposite was essentially true of the majority of the larger schools in the west.

The extent of the accomplishment of the objective was minor with the ratings showing "less than a limited" accomplishment in response to two items. Further study of the data showed that the program had less than limited success in helping districts develop cooperative curriculum offerings (one east superintendent expressed the opinion that distance was certainly a factor in his school's decision not to participate). The same reasoning can be applied to multi-district design in project applications for federal funds. One board member stated, "The only success we've had in applying for funds in cooperation with other districts was for the mentally retarded program and I think those were state funds."

Perceptions of board members in comparison with those of the superintendents showed no marked disagreement.

Size of schools and geographic location were not significant influences on the ratings given by the respondents, except for the cases discussed above.

Objective #9: To Relate to Communities and School Patrons a Knowledge of Modern Needs in Education in Order that They May Better Understand the Factors Pertaining to Salaries and General Budgetary Pressures.

There were two items under this objective to which responses were requested. These items dealt with providing information on the costs of a modern instructional approach and the extent to which school patrons gained more knowledge of the needs of modern education. The mean ratings of the groups were listed in Table 9.

The data in Table 9 showed that the program success was rated "less than moderate" in providing information and "moderate" in its efforts to provide for school patrons' understanding of school needs. The data also showed that the board members rated both response items higher than did the superintendents. However, the difference was not significant. One board member remarked, "The OSSP has made us aware of modern innovative ideas in other schools."

There were no groups showing a comparison resulting in a significant difference; therefore, investigation could logically imply that geographic location and size of schools did not influence the

Summary of Mean Scores by School Superintendents and
School Board Members Relating to Objective #9

Table 9

Response Item	Total Responses N=40	Board Members N=20	School Supts. N=20	East Supts. N=10	West Supts. N=10	Schools < 100 Enrollment N=10	Schools > 100 Enrollment N=10	East Schools < 100 N=5	East Schools > 100 N=5	West Schools < 100 N=5	West Schools > 100 N=5
To what extent has the program provided information on the comparative costs of a modern instructional approach?	2.65	2.85	2.45	2.40	2.50	2.30	2.60	2.40	2.40	2.20	2.80
To what extent have your school patrons become more knowledgeable about the needs of modern education?	3.05	3.10	3.00	2.90	3.10	3.00	3.00	3.00	2.80	3.00	3.20

no significant difference at the .05 level revealed by any of the comparisons

extent to which the groups rated the accomplishment of objective #9.

Objective #10: To Further the Recruitment of Qualified Teachers. It is Proposed that This Be Done By Expanding The Responsible Teaching (Intern) Experience By a Cooperative Effort with Teacher-Training Institutions.

There were three items under this objective to which responses were requested. These items dealt with the preparation of teachers by teacher-training institutions to serve in small schools, "The extent have teacher-training institutions have been used and the extent has preservice training has been used to improve the understanding of the small schools by teachers." The mean ratings of the groups were listed in Table 10.

There were no groups who rated the items above 2.80, or slightly less than a "moderate" accomplishment and this rating was given to the item in which preservice training by the districts was involved.

The extent to which the program influenced a modification of teacher-training curricula was rated "limited". Placement of interns in the schools by teacher-training institutions was rated "less than limited" as an accomplishment of the program objective.

Board members and superintendents agreed in their ratings with only a slight variance in the extent of the use of preservice training. The superintendents rated this above the mid point between

**Summary of Mean Scores by School Superintendents and
School Board Members Relating to Objective #10**

Table 10

Response Item	Total Responses N=40	Board Members N=20	School Supts. N=20	East Supts. N=10	West Supts. N=10	Schools < 100 Enrollment N=10	Schools > 100 Enrollment N=10	East Schools < 100 N=5	East Schools > 100 N=5	West Schools < 100 N=5	West Schools > 100 N=5
To what extent have teacher-training institutions modified their curricula to prepare teachers to serve in small schools?	2.00	2.00	2.00	2.20	2.20	1.90	2.50	2.20	2.20	1.60	2.80
To what extent have interns from teacher-training institutions been used?	1.70	1.75	1.65	1.70	1.60	1.70	1.60	2.20	1.20	1.20	2.00
To what extent has pre-service training been used to improve the understanding of the small school by teachers?	2.45	2.25	2.65	2.70	2.60	2.50	2.80	2.60	2.80	2.40	2.80

no significant difference at the .05 level revealed by any of the comparisons

"limited" and "moderate", while the board members rated it slightly above "limited".

None of the comparisons of the groups revealed any significant differences. The influence of geographic location or size of schools was not a factor in the ratings given by the respondents.

CHAPTER V

SUMMARY, IMPLICATIONS, AND RECOMMENDATIONS

The purpose of this study was to determine the effectiveness of Title III of the Elementary and Secondary Education Act of 1965 in selected schools of the Oregon Small Schools Program. This was to be accomplished through an analysis of the responses to rating scales by board members and superintendents in selected schools involved in the study. Additional information was to be collected through the provision on the questionnaire for comments by the respondents.

Specifically, the task of the study was to seek answers to questions relating to the following areas of concern:

1. To what extent have the objectives of the Oregon Small Schools Program been accomplished.
2. To what degree did school size affect the accomplishment of the objectives.
3. To what degree did geographic location influence the accomplishment of the objectives.
4. To what degree did opinions of administrators and school board members differ about the effectiveness of the program.

The information was secured through a five-page questionnaire with a systemized sampling of respondents. Major findings were reviewed in chapter V of this study and some recommendations were suggested to improve future project objectives, program management and activities to be performed based upon the accomplishment of objectives. Using the data from the findings, recommendations concerning the status and improvement of Title III were made.

The basic areas covered by the questionnaire were the ten stated objectives of the Oregon Small Schools Program. The ten objectives are:

1. To aid teachers in capitalizing on a low pupil-teacher ratio to more nearly attain true individualized instruction.
2. To develop a high teacher morale which will have direct impact on staff retention and status.
3. To develop instructional leaders to serve as consultants and group leaders in local, regional and state-wide inservice sessions.
4. To make school personnel more aware of information on the use of media, programmed materials, correspondence courses, and the learning package as a basis of the attack on problems such as limited offerings, cultural limitations and career information.
5. To improve guidance services by providing information on effective programs and encouraging shared service.
6. To improve school and community relationships through the process of self-evaluation, use of paraprofessionals (aides), liberal involvement of community resource people, and an expanded work-experience program for high school students.

7. To provide up-to-date information on building construction and remodeling appropriate to modern instructional processes, where such construction is necessary and contemplated.
8. To provide experienced help for multi-district program design and ultimate application for funds from federal and other sources.
9. To relate to communities and school patrons a knowledge of modern needs in education in order that they may better understand the factors pertaining to salaries and general budgetary pressures.
10. To further the recruitment of qualified teachers. It is proposed that this be done by expanding the responsible teacher (intern) experience by a cooperative effort with teacher-training institutions.

Response items ranged in numbers from one to six and were formulated to solicit opinions from the respondents as to the degree of accomplishment of each objective.

Summary of Procedures

The data described and reported in this study were collected during the spring of 1971. This study was limited to the Oregon Small Schools Program, a Title III project terminated June 30, 1970. The respondents were full-time members in the program during its final year of operation. The total sample was twenty schools representing a systemized sample of the seventy full-time member schools. The superintendent and a board member were asked to respond to the questionnaire from each of the twenty schools included in the sample.

To provide for the analysis of the influence of school size and geographic location the seventy full-time member schools were classified according to their location, east or west of the Cascade Mountains, and whether the school had <100 or >100 student enrollment. Five schools were drawn from each of the four groups (see Appendix E) to form a total of twenty schools involved in the study.

Each superintendent of the schools selected was notified of the study and his school's selection by letter. An interview was arranged at the superintendent's convenience and copies of the questionnaire were delivered to him at the time of the visit. The superintendent was asked to select one of his board members who knew about the program. The data collected from the board members were used for comparative purposes with data provided by the superintendents.

There was a 100 percent return of the total systemized sample.

In cooperation with the statistics department and computer center at Oregon State University, a complete key punch coding of the questionnaire was developed. The information was coded and punched on IBM cards and was tabulated by board members x superintendents, east x west schools, small (<100) x large (>100), and east/west x small/large.

Summary of the Analysis of Data

In order to generate the significant differences along with the mean scores of the groups, the *ANOVA 12 program at the Oregon State University computer center was utilized. The following comparisons were made:

1. Total superintendents < 100 x total superintendents > 100
2. Total east superintendents x total west superintendents
3. Total superintendents x total board members

Statistical comparisons were made by utilizing the F-Test scores. All differences were tested at the .05 (percent) level of significance.

The following statements summarize findings under each objective and are limited to the four areas of concern in the study.

Major Findings

To Aid Teachers in Captializing on a Low Pupil-Teacher Ratio to More Nearly Attain True Individualized Instruction.

Total response indicates the extent of accomplishment of the objective was slightly more than "moderate". There was no significant difference in the ratings attributed to the influence of school size and school location. The west school superintendents in schools >100 reported the greatest accomplishment of the objective.

Less credit was given to the program's influence by the board members than was given by the superintendents. Board members'

responses rated the accomplishment slightly "less than moderate".

To Develop a High Teacher Morale which Will Have Direct Impact on Staff Retention and Status.

All groups were in agreement on the accomplishment of the objective by rating it moderate or higher. Disagreement on two response items was great enough to reveal significant differences. Location of schools was an influence in the ratings given to "staff involvement in decision making". The west superintendents gave it a 4.40 mean score rating and the east superintendents rated it 3.10.

School size influence contributed to the other significant difference expressed in the item on "administrative and staff communication". The larger schools with an enrollment of >100 rated the effectiveness in this area at 3.80, while schools with an enrollment <100 responded at a 2.90 mean score level. No significant difference was expressed between the perceptions of the board members and the superintendents.

To Develop Instructional Leaders to Serve as Consultants and Group Leaders in Local, Regional and Statewide Inservice Sessions.

The significant difference on one item "the extent of opportunities for staff to serve as instructional leaders" showed that the larger schools were more likely to utilize the opportunities afforded

through the program. The small schools were rated at the 2.30 mean score level and the larger schools at 3.60.

The extent of accomplishment under the objective as reported by all respondents was slightly less than moderate with a total mean score rating of 2.83.

School location did not contribute to any differences in the ratings given by the respondents. Board members perceived the program's effect on the accomplishment of the objective as slightly less than did the superintendents.

To Make School Personnel More Aware of Information on the Use of Media, Programmed Materials, Correspondence Courses, and the Learning Package as a Basis of the Attack on Problems such as Limited Offerings, Cultural Limitations and Career Information.

The degree to which respondents rated the accomplishment of the objective was slightly higher than moderate at the 3.20 mean score level. Board members and superintendents rated the accomplishment at the moderate level or higher. There was no significant degree of difference shown in the comparisons made of the two groups.

One significant difference resulted from the superintendents' responses relating to the influence of school size, namely the item "to what extent has your district been able to improve career

information opportunities to students. " Schools with <100 enrollment showed a mean score rating of 2.60, approximately at mid-point between "limited" and "moderate", while those with >100 enrollment show a mean score rating of 3.70, approaching a rating of considerable accomplishment. The significant difference on the item shows that the larger schools were more likely to have staff available to follow up the information provided by the program.

The data shows that school location did not influence the ratings.

To Improve Guidance Services by Providing Information On
Effective Programs and Encouraging Shared Services.

Three significant differences in item response ratings evolved as a result of the influence of size and location of schools. Two of the significant differences resulted from the school size and one from location of the schools. Schools with >100 enrollment rated the "extent information was made available" at the 3.70 mean score level and schools with <100 enrollment rated it 2.50. The "extent that guidance services improved" was rated 3.50 by the larger schools and 2.60 by the smaller schools.

The degree to which greater emphasis was placed on the "development and implementation of shared guidance services" resulted in a significant difference generated by the location of schools. The west superintendents gave this a 1.70 rating, or

considerably less than a limited accomplishment; the east superintendents rated it 3.30, or considerably above a moderate accomplishment.

The total response rating was less than moderate and no significant difference was shown in a comparison of the opinion of superintendents and board members.

To Improve School and Community Relationships Through the Process of Self-Evaluation, Use of Paraprofessionals (aides), Liberal Involvement of Community Resource People, and An Expanded Work-Experience Program for High School Students.

Total responses showed a mean score rating of 2.85, or an accomplishment slightly less than moderate. The findings showed that no significant difference existed in a comparison of the responses given by the superintendents and the board members.

Neither the size of the schools nor the location of the schools provided any significant differences in the ratings.

To Provide Up-To-Date Information on Building Construction and Remodeling Appropriate to Modern Instructional Processes, Where Such Construction is Necessary and Contemplated.

The findings showed that there were no significant differences generated as a result of the size and location of the schools. The ratings given by all respondents to the accomplishment of the

objective established a mean score of 2.43, or approximately at mid-point between "limited" and "moderate".

School board members and superintendents differed insignificantly in their perceptions of accomplishments.

To Provide Experienced Help for Multi-District Programs Design and Ultimate Application for Funds From Federal and Other Sources.

The degree to which respondents rated the accomplishment of the objective was slightly higher than limited at the 2.10 mean score level.

One item "how would you rate the effectiveness of the program in its efforts to provide technical assistance in developing project proposals for special funding" generated a significant difference involving both the location of the schools and the size of the schools. The influence of school size was shown with the west schools with <100 enrollment having a mean score of 1.00 and west schools with >100 enrollment a mean score of 3.60. The influence of school location was only significant with west schools having >100 enrollment.

No significant difference was observed in the comparison of board members and superintendents perceptions of the extent of accomplishment.

To Relate to Communities and School Patrons a Knowledge of Modern Needs in Education in Order that they May Better Understand the Factors Pertaining to Salaries and General Budgetary Pressures.

The findings showed that location and size of schools provided no significant differences as a result of the ratings given to the items under this objective.

Total responses showed a slightly less than moderate accomplishment with a mean score rating of 2.85. A comparison of the board members and superintendents rating scores showed only a slight variance in their perceptions of the accomplishment of the objective.

To Further the Recruitment of Qualified Teachers. It is Proposed That This Be Done By Expanding the Responsible Teaching (Intern) Experience By a Cooperative Effort With Teacher-Training Institutes.

The extent of accomplishment of the objective as a result of the ratings was 2.05, or only slightly above "limited". The overall response to this objective shows a lower accomplishment than that given to any of the other objectives.

No significant differences were revealed by the data in the comparison of group responses. Perceptions of the board members and superintendents varied insignificantly.

Implications

On the basis of the findings in this study, the following implications were drawn:

1. The greatest impact appeared to be with the schools in the program having an enrollment greater than 100. The least impact from the program was noted in the schools located in the west and with enrollments less than 100 students.
2. The Oregon Small Schools Program was carried out in a manner which was in keeping with the general purposes and philosophy of Oregon education and the intent of Title III legislation.
3. The extent of the accomplishments of the OSSP objectives by the participating schools was somewhat less than moderate for the overall program. However, the findings show moderate to considerable accomplishment in some areas as evidenced by:
 - A. the change or alteration in teaching methods,
 - B. the degree of improved instruction,
 - C. the degree of staff involvement in decision making in developing new curriculum offerings,
 - D. the bolstering of teacher morale,
 - E. increased communication between administration and staff,
 - F. the improvement in career information opportunities to students, and

G. the increase in curriculum offering to students.

Some areas showed less than limited accomplishment as evidenced by:

- A. the districts implementing cooperative curriculum offerings,
- B. the increase of federal funds as a result of multi-district application, and
- C. the use of interns from teacher-training institutions.

4. Smaller schools in the OSSP differed statistically from the larger schools in the accomplishment or implementation of the objectives requiring some financial support from their own districts, this was particularly true of the non-public schools.

5. School location was not a significant influence in the extent to which the schools accomplished the program objectives.

6. The findings showed that board members perceived accomplishments of the program as generally slightly less than did the superintendents, but with no significant statistical difference.

7. While purposes and methods were changed as a result of Title III activity, these changes usually develop from an established need within a local district. The OSSP provided the opportunities by which these needs could be met and more fully realized.

8. Despite the apparently less than fully successful accomplishment of the total objectives, the program made many contributions, such as bringing to the schools opportunities never before available and a collective desire for information and knowledge that could be utilized by educators to help them realize their potentials.

Recommendations

As a result of the findings of this study, as well as the educational values held by the writer, the following recommendations were made:

1. Several aspects of the OSSP which were consistently rated lower than others by respondent groups were: (a) the development and implementation of shared guidance services, (b) information on school construction and modification of facilities to accommodate new instructional designs, (c) to provide technical assistance for multi-district design and application for funds from federal and other sources, (d) information to communities and school patrons, (e) to further the recruitment of qualified teachers, and (f) the relationship with teacher-training institutions.

To overcome these deficiencies, the following recommendations were made:

A. The Oregon Small Schools Program should make a concerted effort to involve organizations within the

communities in the importance of guidance services through utilization of the unique services which they can provide.

- B. Publicity concerning school facilities and the importance they play in the extent to which new instructional programs are implemented should be more positive.
- C. More schools should develop cooperative efforts through a sharing of support necessary for successful application of outside funds.
- D. Administrators and board members should continually strive to present to the patrons of their districts the changes occurring in the field of education.
- E. A concerted, cooperative movement should be organized to represent the "small schools" at the teacher-training institutions. In addition, administrators and staff from the Oregon Small Schools should be selected to serve on the teaching staffs of the teacher-training institutions for varying periods of time through a well developed exchange program.

2. Efforts should be made to increase the participation of a larger number of schools in the program. The results of this study indicated the educational activities of schools could be improved by participation in the program. One place to begin the efforts would

be to broaden and improve participation through the district superintendent, who proved in many cases to be the key stimulating force for active participation in the program.

3. If the program is to effectively assist all participating schools, it must provide information on on-going activities to the schools and provide for feedback from the schools. Regular visitations by the staff and members of the steering committee should provide needed communication.

4. An inventory study should be made among personnel and staff in the Oregon Small Schools Program to determine the opinions of board members, administrators and staff members relative to the program and its role.

5. That direction of the program should incorporate the objectives of the Oregon Board of Education to assure consistency with the statewide educational program.

6. An on-going assessment of the program's objectives should be conducted and components of the stated objectives should be defined and accompanied by appropriate activities.

7. Baseline data should be gathered in order that the accomplishments of the program can be measured in more objective terms.

8. Finally, additional research should be conducted concerning Title III and the impact of this legislation. The following areas of study appear worthy of consideration:

- A. Efforts should be made to determine the effect of Title III on Oregon school districts not actively participating in the various programs.
- B. Studies should be made of the extent of continuation of Title III programs after federal funds have terminated.
- C. Studies should be made to assist in clarifying the role of the Oregon Board of Education, schools of education, local school districts, and other agencies in stimulating change.

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APPENDICES

APPENDIX A

TITLE III, ESEA
OREGON SMALL SCHOOLS PROGRAM
OBJECTIVES
1966-1970

1. To aid teachers in capitalizing on a low pupil-teacher ratio to more nearly attain true individualized instruction.
2. To develop a high teacher morale which will have direct impact on staff retention and status.
3. To develop instructional leaders to serve as consultants and group leaders in local, regional and state-wide inservice sessions.
4. To make school personnel more aware of information on the use of media, programmed materials, correspondence courses, and the learning package as a basis of the attack on problems such as limited offerings, cultural limitations and career information.
5. To improve guidance services by providing information on effective programs and encouraging shared service.
6. To improve school and community relationships through the process of self-evaluation, use of paraprofessionals (aides), liberal involvement of community resource people, and an expanded work-experience program for high school students.
7. To provide up-to-date information on building construction and remodeling appropriate to modern instructional processes, where such construction is necessary and contemplated.
8. To provide experienced help for multi-district program design and ultimate application for funds from federal and other sources.

9. To relate to communities and school patrons a knowledge of modern needs in education in order that they may better understand the factors pertaining to salaries and general budgetary pressures.
10. To further the recruitment of qualified teachers. It is proposed that this be done by expanding the responsible teacher (intern) experience by a cooperative effort with teacher-training institutions.

APPENDIX B

OREGON BOARD OF EDUCATION
 942 Lancaster Drive NE
 Salem, Oregon 97310
 Dale Parnell, Superintendent

Management Services
 Federal Programs
 Title III, ESEA

EVALUATION OF TITLE III

OREGON SMALL SCHOOLS PROGRAM

Elementary and Secondary Education Act of 1965

For Board Members and Superintendents of OSSP

Since August, 1965, local educational agencies in Oregon have had an opportunity to participate in the Title III Program of the Elementary and Secondary Education Act of 1965 (ESEA). Title III has provided funds, through open and competitive application periods, for the strengthening of instruction in all areas of the curriculum. It was intended that this strengthening would take place through innovative and exemplary practices and the development of supplementary services.

One of the earlier Title III projects to be funded was the Oregon Small Schools Program. Because it is state-wide in nature and represents many of the innovative and exemplary requirements in the Act, an evaluation as to its effectiveness in accomplishing its objectives should provide reasonably valid information as to Title III program effectiveness as well as aiding future planning.

The purpose of the questionnaire is to secure from you a rating of each item under the ten (10) objectives of the Small Schools Program. Please evaluate each item, using the ratings defined below, to indicate how well you believe the program accomplished its stated objectives.

The evaluation for each item for rating is to be based upon the following criteria:

- 1 -- when accomplishments have been very limited
- 2 -- when accomplishments have been limited
- 3 -- when accomplishments have been moderate
- 4 -- when accomplishments have been considerable
- 5 -- when accomplishments have been extensive

Please circle one number in the right margin for each item which corresponds to the number of your response.

Objective: To aid teachers in capitalizing on a low pupil-teacher ratio to more nearly attain true individualized instruction.

1. To what extent has the program helped to promote individualized instruction?

1 2 3 4 5

Comments:

Objective: To develop a high teacher morale which will have direct impact on staff retention and status.

2. To what degree has retention of staff improved?

1 2 3 4 5

3. To what extent has the district provided funds for the professional development of staff?

1 2 3 4 5

4. To what extent has the staff been involved in decision making in developing new curriculum offerings?

1 2 3 4 5

5. How effective has the program been in developing "self-image" of the instructional staff?

1 2 3 4 5

6. How effective has the program been in developing communication between administration and staff?

1 2 3 4 5

7. To what degree has morale been improved?

1 2 3 4 5

Comments:

Objective: To develop instructional leaders to serve as consultants and group leaders in local, regional and state-wide inservice sessions.

8. How effective do you believe program efforts have been in initiating or sustaining activities that were instrumental in developing leaders in your school? 1 2 3 4 5

9. To what extent has the program afforded opportunities for staff in your school to serve as instructional leaders in inservice sessions? 1 2 3 4 5

Comments:

Objective: To make school personnel more aware of information on the use of media, programmed materials, correspondence courses, and the learning package as a basis of the attack on problems such as limited offerings, cultural limitations and career information.

10. To what extent has your district been able to increase the curriculum offerings to students? 1 2 3 4 5

11. To what extent has your district been able to provide cultural enrichment? 1 2 3 4 5

12. To what extent has your district been able to improve career information opportunities to students? 1 2 3 4 5

Comments:

Objective: To improve guidance services by providing information on effective programs and encouraging shared service.

- | | | |
|-----|---|-----------|
| 13. | To what extent has information been made available to your district? | 1 2 3 4 5 |
| 14. | To what extent have guidance services improved? | 1 2 3 4 5 |
| 15. | To what extent have shared guidance services been developed and implemented in your region? | 1 2 3 4 5 |

Comments:

Objective: To improve school and community relationships through the process of self-evaluation, use of paraprofessionals (aides), liberal involvement of community resource people, and an expanded work-experience program for high school students.

- | | | |
|-----|--|-----------|
| 16. | To what extent have school-community relationships been improved? | 1 2 3 4 5 |
| 17. | To what extent has there been an increase in the use of aides? | 1 2 3 4 5 |
| 18. | To what extent have community resource people been used? | 1 2 3 4 5 |
| 19. | To what extent has there been an increase in work-experience programs? | 1 2 3 4 5 |

Comments:

Objective: To provide up-to-date information on building construction and remodeling appropriate to modern instructional processes, where such construction is necessary and contemplated.

20. To what extent has the program provided up-to-date information on school construction and remodeling? 1 2 3 4 5

21. To what extent have you modified your physical facilities to accommodate new instructional designs? 1 2 3 4 5

Comments:

Objective: To provide experienced help for multi-district program design and ultimate application for funds from federal and other sources.

22. To what extent has your district developed cooperative curriculum offerings with other districts? 1 2 3 4 5

23. To what extent have federal funds increased through direct application as a result of multi-district design? 1 2 3 4 5

24. How would you rate the effectiveness of the program in its efforts to provide your district with technical assistance in developing project proposals for special funding? 1 2 3 4 5

25. How would you rate the effectiveness of the program in its efforts to provide your district with technical assistance in carrying out various project activities? 1 2 3 4 5

Comments:

Objective: To relate to communities and school patrons a knowledge of modern needs in education in order that they may better understand the factors pertaining to salaries and general budgetary pressures.

26. To what extent has the program provided information on the comparative costs of a modern instructional approach? 1 2 3 4 5
27. To what extent have your school patrons become more knowledgeable about the needs of modern education? 1 2 3 4 5

Comments:

Objective: To further the recruitment of qualified teachers. It is proposed that this be done by expanding the responsible teaching (intern) experience by a cooperative effort with teacher-training institutions.

28. To what extent have teacher-training institutions modified their curricula to prepare teachers to serve in small schools? 1 2 3 4 5
29. To what extent have interns from teacher-training institutions been used? 1 2 3 4 5
30. To what extent has preservice training been used to improve the understanding of the small school by teachers? 1 2 3 4 5

Comments:

APPENDIX C

JURY PANEL

CollegeGraduate Committee, Oregon State University

Dean Franklin R. Zeran, Chairman

Dr. Henry A. TenPas

Dr. Jack V. Hall

Dr. Francis H. Shaw

Dean H. P. Hansen

Dr. Norbert Hartmann, Oregon State University

Dr. Arthur Hearn, University of Oregon

Dr. Bill Sampson, Southern Oregon College

Dr. Wayne Courtney, Oregon State University

U. S. Office of Education

Dr. O. Ray Warner, Chief, Supplementary Centers and Services, Title III

Dr. Thomas Wikstrom, Director, Supplementary Centers and Services, Title III

Dr. Norm Hearn, Chief, Dissemination Branch, Title III

President's National Advisory Committee, Title III, ESEA

Mr. Gerald J. Kluempke, Executive Secretary, Washington, D. C.

State Department of Education

Mr. Jesse Fasold, Deputy Superintendent

Dr. Joy Hills Gubser, Associate Superintendent, General and Special Education

Dr. Robert Foster, Assistant Coordinator, Title III

Dr. Willard Bear, Director, Federal Programs

Dr. Jim Ellingson, Director, Teacher Certification

Educational Coordinates Northwest

Mr. Ray Talbert, Director

Advisory Committee, Oregon Small Schools Program

- Mr. Maurice Burchfield, Director, General Education, State Department of Education
 Mrs. Lucille Dickey, Superintendent, Marcola School District #79
- * Mr. Robert O. Eddy, Superintendent, Baker County IED
 - Mr. Evan Ellis, Superintendent, Helix School District #1
 - Rev. Anselm Galvin, Principal, Mt. Angel Seminary High School
 - Mr. Charles P. Haggerty, Director, Oregon Migrant Education Service Center
 - Dr. Arthur Hearn, School of Education, University of Oregon
 - Dr. James Kearns, Director of Education, Eastern Oregon College
 - * Mr. Otis Murray, Superintendent, Bandon School District #54
 - Mr. Thomas A. Nash, Principal, Cascade Locks Schools
 - Mr. Bob L. Periman, Superintendent, Prairie City School District #4
 - * Mr. Lyle Rilling, Principal, Jefferson High School
 - * Dr. Bill Sampson, Dean of Education Division, Southern Oregon College
 - Mr. Charles Steber, Administrative Assistant, Klamath School District
 - * Mr. Ferman Warnock, Superintendent, Condon School District #25
 - Mr. Donald Miller, Coordinator, Oregon Small Schools Program
 - Mrs. Barbara Miller, Administrative Assistant, Oregon Small Schools Program

* Executive Committee Members

APPENDIX D

Letter to Superintendents Requesting Participation in Study

I am presently engaged in a study of the effectiveness of the Title III, ESEA program in selected schools in Oregon. The Oregon Small Schools Program was selected for the study because it is statewide in nature and its objectives were representative of the intent of the Title III program through June 30, 1970.

This study has been developed under the guidance of Dr. Franklin R. Zeran, School of Education, Oregon State University. It has the approval of Mr. Jesse V. Fasold, Deputy Superintendent, Oregon Board of Education and the Advisory Committee of the OSSP. The Division of Federal Programs, under Dr. Willard Bear, and the U. S. Office of Education have shown interest in this subject and have been most cooperative in its development. The findings of this study should be of value by determining how well the project has met its objectives; thus assisting in the planning and improving of our programs in Title III.

Your school has been selected as one of the schools in the program to be included in the study. A questionnaire has been developed asking for responses to stated objectives of the program. The respondents from your school district will be yourself and a member of your school board whom you will select.

I will be in your office on _____ to discuss the study and leave copies of the questionnaire with you. It will be greatly appreciated if you can keep the appointment I have indicated, as my itinerary calls for me to visit twenty schools around the state.

Having been a school administrator, I can certainly appreciate your busy schedule at this time of year. Considering this, the questionnaire has been constructed to take a minimum of your time.

Let me take this opportunity to express my appreciation for your cooperation and consideration in this endeavor.

Sincerely,

Clarence K. Mellbye
Coordinator
Title III, ESEA

CKM/dle

APPENDIX E

Member Schools Located East of the Cascades
With < 100 Pupil Enrollment

<u>Name of School</u>	<u>Enrollment</u>	<u>County</u>
** 1. Arlington High School	56	Gilliam
** 2. Burnt River High School, Unity	82	Baker
3. Cove High School	74	Union
4. Crane Union High School	61	Harney
** 5. Culver High School	91	Jefferson
6. Dayville High School	42	Grant
7. Echo High School	57	Umatilla
** 8. Griswold High School	56	Umatilla
9. Huntington High School	53	Baker
10. Ione High School	48	Morrow
**11. Long Creek High School	34	Grant
12. Mitchell High School	31	Wheeler
13. Monument High School	50	Grant
14. Mt. Vernon High School	37	Grant
15. Paisley High School	91	Lake
16. Powder Valley High School North Powder	28	Union
17. Spray High School	21	Wheeler
18. Umapipe High School	42	Umatilla

** Schools selected in the sample

Member Schools Located East of the Cascades

With >100 Pupil Enrollment

<u>Name of School</u>	<u>Enrollment</u>	<u>County</u>
1. Adrian High School	136	Malheur
2. Bonanza High School	150	Klamath
3. Chiloquin High School	274	Klamath
** 4. Condon High School	142	Gilliam
5. Elgin High School	174	Union
** 6. Enterprise High School	223	Wallowa
7. Gilchrist High School	187	Klamath
8. Heppner High School	213	Morrow
9. Joseph High School	150	Wallowa
**10. McEwen High School, Athena	127	Umatilla
11. Pine-Eagle High School, Halfway	150	Baker
12. Prairie City High School	132	Grant
**13. Riverside Jr-Sr High School, Boardman	159	Morrow
14. St. Francis Academy, Baker	198	Baker
15. Stanfield High School	120	Umatilla
16. Umatilla High School	155	Umatilla
17. Union High School	139	Union
18. Wallowa High School	195	Wallowa
** 19. Weston High School	129	Umatilla
20. Wheeler High School, Fossil	106	Wheeler

** Schools selected in the sample

Member Schools Located West of the Cascades

With < 100 Pupil Enrollment

<u>Name of School</u>	<u>Enrollment</u>	<u>County</u>
1. Butte Falls High School	76	Jackson
2. Camas Valley High School	47	Douglas
3. Cascade Locks High School	65	Hood River
** 4. Concordia High School Portland	95	Multnomah
** 5. Elkton High School	83	Douglas
** 6. Falls City High School	83	Polk
** 7. Mt. Angel Seminary High School, St. Benedict	72	Marion
8. Perrydale High School	53	Polk
9. Powers High School	96	Coos
10. Prospect High School	73	Jackson
**11. Tillamook Catholic High School	60	Tillamook
12. Valsetz High School	44	Polk

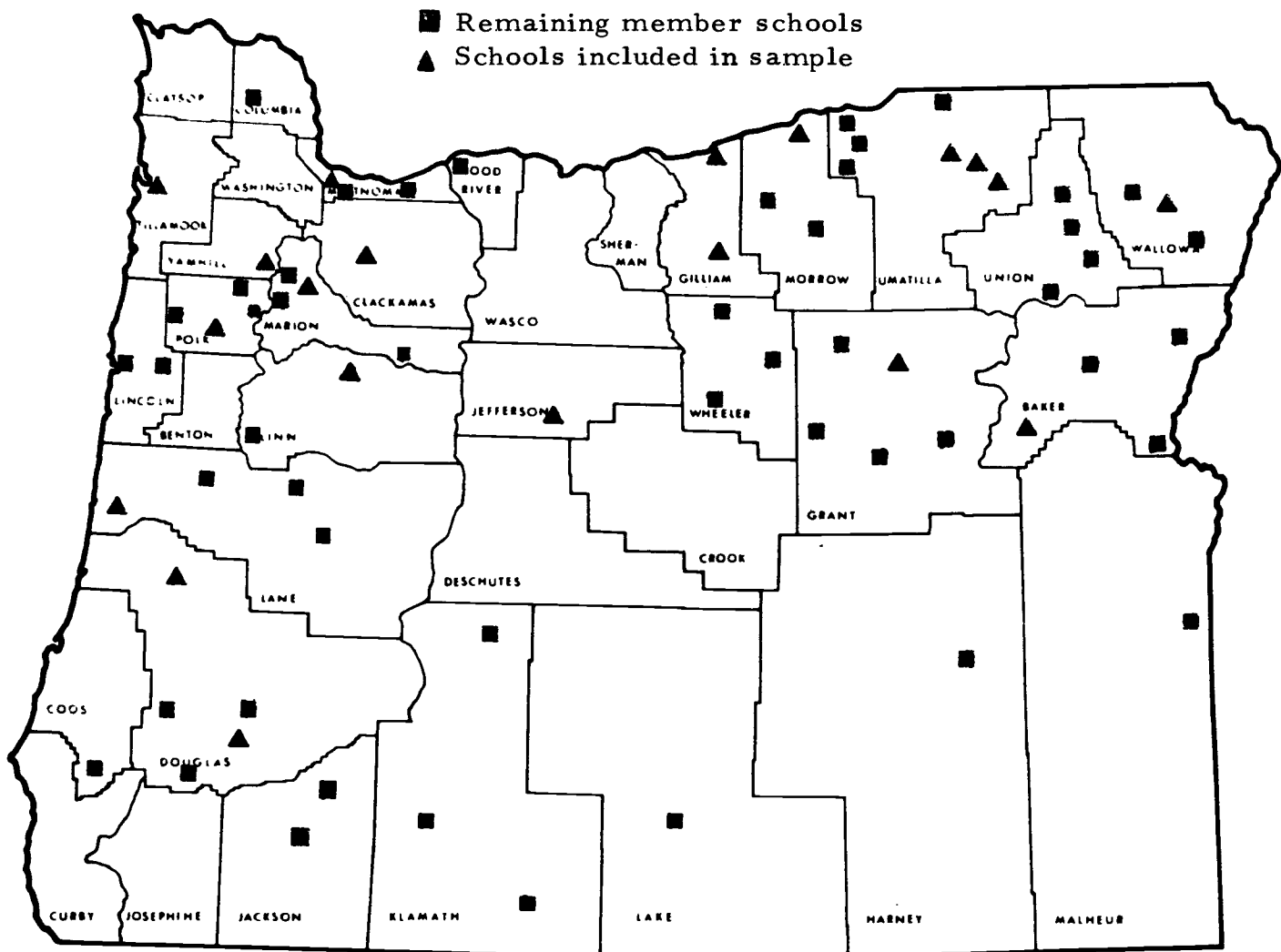
** Schools selected in the sample

Member Schools Located West of the Cascades

With >100 Pupil Enrollment

<u>Name of School</u>	<u>Enrollment</u>	<u>County</u>
1. Academy of the Holy Child, Portland	218	Multnomah
** 2. Colton High School	175	Clackamas
3. Corbett High School	182	Multnomah
4. Days Creek High School	101	Douglas
** 5. Dayton High School	390	Yamhill
6. Detroit High School	113	Marion
7. Eddyville High School	118	Lincoln
8. Glendale High School	253	Douglas
9. Harrisburg High School	194	Linn
10. Lowell High School	149	Lane
**11. Mapleton High School	181	Lane
12. Mohawk High School, Marcola	105	Lane
**13. Riddle High School	320	Douglas
14. Sacred Heart Academy	207	Marion
15. St. Paul High School	118	Marion
**16. Santiam High School, Mill City	185	Linn
17. Siletz High School	167	Lincoln
18. Triangle Lake High School, Blanchly	101	Lane
19. Vernonia High School	243	Columbia
20. Western Mennonite High School, Salem	109	Polk

**Schools selected in the sample.



APPENDIX G

HISTORICAL SUMMARY
THE OREGON SMALL SCHOOLS PROGRAM
TITLE III, ESEA

An Oregon Board of Education study in March of 1963 showed that Oregon had a relatively large number of small high schools. During the 1961-1962 school year, there were 25 high schools with an average daily attendance of fewer than 50 students. An additional 27 had an average daily attendance of between 50 and 100 students. These 52 schools combined were 24 percent or nearly one fourth of the state's 218 high schools. At that time, it was reported that there was considerable evidence that the quality of education in those small high schools was below that of the large schools.

For many years, individuals and organizations in Oregon had been interested in the unique problems of the small high school. The Oregon Association of Secondary School Principals and the Intermediate Education District Superintendents' organization had committees working with Oregon Board of Education personnel and the small schools to improve their programs. The interest and effort of these people were brought into focus in 1964 when the Oregon Board of Education appointed the Small School Advisory Committee to develop a plan for continual improvement of instruction in Oregon's small high schools.

The Committee presented its plan to more than 200 administrators and board members from small high schools throughout the state at a conference sponsored by The Oregon Program (a Ford Foundation grant to encourage innovation). The purpose of the conference was to generate an interest in improving small schools and to provide a time for the Committee to explain their proposed plan.

The Committee invited the 87 public and 28 nonpublic small high schools in Oregon to become members of an improvement program. The first step in membership would be to perform a self-evaluation using the appropriate sections of the Evaluation Criteria to determine the strengths and weaknesses of their programs. Survey teams consisting of school board members and school clerks, as well as representatives from intermediate education districts, school districts, and the State System of Higher Education, and the Oregon Board of Education would visit the schools to make recommendations for improvement and for initiating demonstrative programs. The Committee would seek funds for implementing suggested programs and meeting the expenses of the survey.

School officials were urged to begin improvement with enthusiasm, to look forward to possibilities, and not be discouraged by the problems. They were encouraged to join the small schools

improvement program through which they could get together to seek better methods and to exchange ideas.

The Oregon Small Schools Program was officially initiated in September of 1965 by the Oregon Board of Education with Title 5 ESEA funds for project administration. On May.15, 1966, a Title 3 ESEA grant was received from the U. S. Office of Education to provide operating funds.

The problems of small schools were identified as:

- . Multiple assignments for teachers
- . High staff turnover
- . Low professional status
- . Salary disparity
- . Inexperience of staff
- . Cultural limitations
- . Lack of curriculum quality
- . Lack of student exposure to the world of work.

The program objectives and proposed activities were determined as a result of the problems identified above. The objectives established for the project are the ones with which this study was concerned.

The project officially terminated on June 30, 1970.. However, a new Title III, ESEA project including the elementary schools was approved by the Oregon Board of Education in April, 1970, and became effective July 1, 1970.

This summary is of an article written by Donald F. Miller and published in THE BULLETIN of the National Association of Secondary School Principals, October, 1970.

APPENDIX H Summary of Item Responses to Rating Scales By Total Groups

Item	Group	Total	Board	Supts. 20	All E 10	All W 10	<100 10	>100 10	E<100 5	E>100 5	W<100 5	W>100 5
	Responding N=	Responses 40	Member 20									
To what extent has the program helped to promote individualized instruction?	1	3.10	2.90	3.20	3.40	3.00	3.60	3.60	3.00	3.40	3.00	3.80
To what degree has retention of staff improved?	2	2.85	2.95	2.75	2.60	2.90	2.90	2.60	2.80	2.40	3.00	2.80
To what extent has the district provided funds for the professional development of staff?	3	3.05	3.00	3.10	3.20	3.00	2.90	3.30	3.20	3.20	2.60	3.40
To what extent has the staff been involved in decision making in developing new curriculum offerings?	4	3.70	3.65	3.75	3.10	4.40	3.60	3.90	2.80	3.40	4.40	4.40
How effective has the program been in developing "self-image" of the instructional staff?	5	2.85	2.75	2.95	2.80	3.10	3.80	3.10	2.80	2.80	2.80	3.40
How effective has the program been in developing communication between administration and staff?	6	3.25	3.15	3.35	3.30	3.40	2.90	3.80	3.00	3.60	2.80	4.00
To what degree has morale been improved?	7	3.10	3.20	3.00	2.80	3.20	2.90	3.10	2.80	2.80	3.00	3.40
How effective do you believe program efforts have been in initiating or sustaining activities that were instrumental in developing leaders in your school?	8	2.80	2.60	3.00	2.50	3.50	2.50	3.50	2.20	2.80	2.80	4.20
To what extent has the program afforded opportunities for staff in your school to serve as instructional leaders in inservice sessions?	9	2.85	2.75	2.95	2.40	3.50	2.30	3.60	2.00	2.80	2.60	4.40
To what extent has your district been able to increase the curriculum offerings to students?	10	3.40	3.30	3.50	3.30	3.70	3.30	3.70	3.20	3.40	3.40	4.00

APPENDIX H. (continued)

Item	Group	Total	Board	Supts.		All		<100		E >100		W >100	
	Responding N=	Responses 40	Members 20	20	All 10	E 10	<100 10	>100 10	E <100 5	E >100 5	W <100 5	W >100 5	
To what extent has your district been able to provide cultural enrichment?	11	3.06	3.00	3.10	2.70	3.50	3.20	3.00	2.80	2.60	3.60	3.40	
To what extent has your district been able to improve career information opportunities to students?	12	3.15	3.15	3.15	2.90	3.40	2.60	3.70	2.40	3.40	2.80	4.00	
To what extent has information been made available to your district?	13	3.05	3.00	3.10	3.00	3.20	2.50	3.70	2.40	3.60	2.60	3.80	
To what extent have guidance services improved?	14	2.95	2.85	3.05	3.10	3.00	2.60	3.50	2.40	3.80	2.80	3.20	
To what extent have shared guidance services been developed and implemented in your region?	15	2.45	2.40	2.50	3.30	1.70	2.00	3.00	3.00	3.60	1.00	2.40	
To what extent have school-community relationships been improved?	16	2.95	2.85	3.05	3.90	3.20	3.00	3.10	3.00	2.80	3.00	3.40	
To what extent has there been an increase in the use of aides?	17	3.10	2.90	3.30	3.10	3.50	2.90	3.70	3.00	3.20	2.80	4.20	
To what extent have community resource people been used?	18	2.75	2.80	2.70	2.40	3.00	2.50	2.90	2.20	2.60	2.80	3.20	
To what extent has there been an increase in work-experience programs?	19	2.65	2.40	2.90	2.90	2.90	2.30	3.50	3.00	2.80	1.60	4.20	
To what extent has the program provided up-to-date information on school construction and remodeling?	20	2.25	2.10	2.40	2.30	2.50	1.80	3.00	2.20	2.40	1.40	3.60	

APPENDIX H. (continued)

Item	Group	Total	Board										
	Responding N=	Responses 40	Members 20	Supts. 20	All E 10	All W 10	<100 10	>100 10	E<100 5	E>100 5	W<100 5	W>100 5	
To what extent have you modified your physical facilities to accommodate new instructional designs?	21	2.60	2.45	2.75	2.50	3.00	2.70	2.80	2.80	2.20	2.60	3.40	
To what extent has your district developed cooperative curriculum offerings with other districts?	22	1.90	1.85	1.95	2.00	1.90	2.10	1.80	2.40	1.60	1.80	2.00	
To what extent have federal funds increased through direct application as a result of multi-district design?	23	1.85	1.60	2.10	2.30	1.90	1.70	2.50	2.40	2.20	1.00	2.80	
How would you rate the effectiveness of the program in its efforts to provide your district with technical assistance in developing project proposals for special funding?	24	2.30	2.25	2.35	2.40	2.30	1.80	2.90	2.60	2.20	1.00	3.60	
How would you rate the effectiveness of the program in its efforts to provide your district with technical assistance in carrying out various project activities?	25	2.35	2.20	2.50	2.70	2.30	2.00	3.00	2.80	2.60	1.20	3.40	
To what extent has the program provided information on the comparative costs of a modern instructional approach?	26	2.65	2.85	2.45	2.40	2.50	2.30	2.60	2.40	2.40	2.20	2.80	
To what extent have your school patrons become more knowledgeable about the needs of modern education?	27	3.05	3.10	3.00	2.90	3.10	3.00	3.00	3.00	2.80	3.00	3.20	
To what extent have teacher-training institutions modified their curricula to prepare teachers to serve in small schools?	28	2.00	2.00	2.00	2.20	2.20	1.90	2.50	2.20	2.20	1.60	2.80	
To what extent have interns from teacher-training institutions been used?	29	1.80	1.75	1.65	1.70	1.60	1.70	1.60	2.20	1.20	1.20	2.00	
To what extent has preservice training been used to improve the understanding of the small school by teachers?	30	2.45	2.25	2.65	2.70	2.60	2.50	2.80	2.60	2.80	2.40	2.80	

APPENDIX I

Summary of Item Responses to Rating Scales
by Superintendents of <100 School Enrollment
and Superintendents of >100 School Enrollment

	Supts. of <100	Supts. of >100	F-Test
	School Enrollment N=10	School Enrollment N=10	
1. To what extent has the program helped to promote individualized instruction?	3.00	3.60	
2. To what degree has retention of staff improved?	2.90	2.60	
3. To what extent has the district provided funds for the professional development of staff?	2.90	3.30	
4. To what extent has the staff been involved in decision making in developing new curriculum offerings?	3.60	3.90	
5. How effective has the program been in developing "self-image" of the instructional staff?	2.80	3.10	
6. How effective has the program been in developing communication between administration and staff?	2.90	3.80	4.6286
7. To what degree has morale been improved?	2.90	3.10	
8. How effective do you believe program efforts have been in developing leaders in your school?	2.50	3.50	
9. To what extent has the program afforded opportunities for staff in your school to serve as instructional leaders in inservice sessions?	2.30	3.60	5.8276

	Supts. of <100	Supts. of >100	F-Test
	School Enrollment N=10	School Enrollment N=10	
10. To what extent has your district been able to increase the curriculum offerings to students?	3.30	3.70	
11. To what extent has your district been able to provide cultural enrichment?	3.20	3.00	
12. To what extent has your district been able to improve career information opportunities to students?	2.60	3.70	4.5660
13. To what extent has information been made available to your district?	2.50	3.70	5.1429
14. To what extent have guidance services improved?	2.60	3.50	6.7500
15. To what extent have shared guidance services been developed and implemented in your region?	2.00	3.00	
16. To what extent have school-community relationships been improved?	3.00	3.10	
17. To what extent has there been an increase in the use of aides?	2.90	3.70	
18. To what extent have community resource people been used?	2.50	2.90	
19. To what extent has there been an increase in work-experience programs?	2.30	3.50	
20. To what extent has the program provided up-to-date information on school construction and remodeling?	1.80	3.00	
21. To what extent have you modified your physical facilities to accommodate new instructional designs?	2.70	2.80	

	Supts. of <100 School Enrollment	Supts. of >100 School Enrollment	F-Test
	N=10	N=10	
22. To what extent has your district developed co-operative curriculum offerings with other districts?	2.10	1.80	
23. To what extent have federal funds increased through direct application as a result of multi-district design?	1.70	2.50	
24. How would you rate the effectiveness of the program in its efforts to provide your district with technical assistance in developing project proposals for special funding?	1.80	2.90	
25. How would you rate the effectiveness of the program in its efforts to provide your district with technical assistance in carrying out various project activities?	2.00	3.00	
26. To what extent has the program provided information on the comparative costs of a modern instructional approach?	2.30	2.60	
27. To what extent have your school patrons become more knowledgeable about the needs of modern education?	3.00	3.00	
28. To what extent have teacher-training institutions modified their curricula to prepare teachers to serve in small schools?	1.90	2.50	
29. To what extent have interns from teacher-training institutions been used?	1.70	1.60	
30. To what extent has pre-service training been used to improve the understanding of the small school by teachers?	2.50	2.80	

APPENDIX J

Summary of Item Responses to Rating Scales
by East Superintendents and West Superintendents

	East Supts.	West Supts.	F-Test
	N=10	N=10	
1. To what extent has the program helped to promote individualized instruction?	3.20	3.40	
2. To what degree has retention of staff improved?	2.60	2.90	
3. To what extent has the district provided funds for the professional development of staff?	3.20	3.00	
4. To what extent has the staff been involved in decision making in developing new curriculum offerings?	3.10	4.40	9.3889
5. How effective has the program been in developing "self-image" of the instructional staff?	2.80	3.10	
6. How effective has the program been in developing communication between administration and staff?	3.30	3.40	
7. To what degree has morale been improved?	2.80	3.20	
8. How effective do you believe program efforts have been in developing leaders in your school?	2.50	3.50	
9. To what extent has the program afforded opportunities for staff in your school to serve as instructional leaders in inservice sessions?	2.40	3.50	
10. To what extent has your district been able to increase the curriculum offerings to students?	3.30	3.70	
11. To what extent has your district been able to provide cultural enrichment?	2.70	3.50	

	East Supts. N=10	West Supts. N=10	F-Test
12. To what extent has your district been able to improve career information opportunities to students?	2.90	3.40	
13. To what extent has information been made available to your district?	3.00	3.20	
14. To what extent have guidance services improved?	3.10	3.00	
15. To what extent have shared guidance services been developed and implemented in your region?	3.30	1.70	10.0392
16. To what extent have school-community relationships been improved?	2.90	3.20	
17. To what extent has there been an increase in the use of aides?	3.10	3.50	
18. To what extent has there been an increase in the use of aides?	2.40	3.00	
19. To what extent has there been an increase in work-experience programs?	2.90	2.90	
20. To what extent has the program provided up-to-date information on school construction and remodeling?	2.30	2.50	
21. To what extent have you modified your physical facilities to accommodate new instructional designs?	2.50	3.00	
22. To what extent has your district developed cooperative curriculum offerings with other districts?	2.00	1.90	
23. To what extent have federal funds increased through direct application as a result of multi-district design?	2.30	1.90	

	East Supts. N=10	West Supts. N=10	F-Test
24. How would you rate the effectiveness of the program in its efforts to provide your district with technical assistance in developing project proposals for special funding?	2.40	2.30	
25. How would you rate the effectiveness of the program in its efforts to provide your district with technical assistance in carrying out various project activities?	2.70	2.30	
26. To what extent has the program provided information on the comparative costs of a modern instructional approach?	2.40	2.50	
27. To what extent have your school patrons become more knowledgeable about the needs of modern education?	2.90	3.10	
28. To what extent have teacher-training institutions modified their curricula to prepare teachers to serve in small schools?	2.20	2.20	
29. To what extent have interns from teacher-training institutions been used?	1.70	1.60	
30. To what extent has pre-service training been used to improve the understanding of the small school by teachers?	2.70	2.60	

APPENDIX K

Summary of Item Responses to Rating Scales
by Board Members and Superintendents

	Board	Supts.	F-Test
	Members	N=20	
	N=20	N=20	
1. To what extent has the program helped to promote individualized instruction?	2.90	3.30	
2. To what degree has retention of staff improved?	2.95	2.75	
3. To what extent has the district provided funds for the professional development of staff?	3.05	3.10	
4. To what extent has the staff been involved in decision making in developing new curriculum offerings?	3.70	3.75	
5. How effective has the program been in developing "self-image" of the instructional staff?	2.70	2.95	
6. How effective has the program been in developing communication between administration and staff?	3.15	3.35	
7. To what degree has morale been improved?	3.20	3.00	
8. How effective do you believe program efforts have been in developing leaders in your school?	2.55	3.00	
9. To what extent has the program afforded opportunities for staff in your school to serve as instructional leaders in inservice sessions?	2.75	2.95	
10. To what extent has your district been able to increase the curriculum offerings to students?	3.30	3.50	

	Board		F - Test
	Members	Supts.	
	N=20	N=20	
11. To what extent has your district been able to provide cultural enrichment?	3.05	3.10	
12. To what extent has your district been able to improve career information opportunities to students?	3.15	3.15	
13. To what extent has information been made available to your district?	3.05	3.10	
14. To what extent have guidance services improved?	2.85	3.05	
15. To what extent have shared guidance services been developed and implemented in your region?	2.45	2.50	
16. To what extent have school-community relationships been improved?	2.85	3.05	
17. To what extent has there been an increase in the use of aides?	2.90	3.30	
18. To what extent have community resource people been used?	2.75	2.70	
19. To what extent has there been an increase in work-experience programs?	2.45	2.90	
20. To what extent has the program provided up-to-date information on school construction and remodeling?	2.10	2.40	
21. To what extent have you modified your physical facilities to accommodate new instructional designs?	2.50	2.75	
22. To what extent has your district developed cooperative curriculum offerings with other districts?	1.85	1.95	
23. To what extent have federal funds increased through a direct application as a result of multi-district design?	1.60	2.10	

	Board Members	Supts.	F-Test
	N=20	N=20	
24. How would you rate the effectiveness of the program in its efforts to provide your district with technical assistance in developing project proposals for special funding?	2.25	2.35	
25. How would you rate the effectiveness of the program in its efforts to provide your district with technical assistance in carrying out various project activities?	2.25	2.50	
26. To what extent has the program provided information on the comparative costs of a modern instructional approach?	2.80	2.45	
27. To what extent have your school patrons become more knowledgeable about the needs of modern education?	3.05	3.00	
28. To what extent have teacher-training institutions modified their curricular to prepare teachers to serve in small schools?	2.05	2.00	
29. To what extent have interns from teacher-training institutions been used?	1.70	1.65	
30. To what extent has pre-service training been used to improve the understanding of the small school by teachers?	2.20	2.65	

APPENDIX L

Summary of Item Responses to Rating Scales
by Location and Size of School

	East<100 N=5	East>100 N=5	West<100 N=5	West>100 N=5	F-Test
1. To what extent has the program helped to promote individualized instruction?	3.00	3.40	3.30	3.80	
2. To what degree has retention of staff improved?	2.80	2.40	3.00	2.80	
3. To what extent has the district provided funds for the professional development of staff?	3.20	3.20	2.60	3.40	
4. To what extent has the staff been involved in decision making in developing new curriculum offerings?	2.80	3.40	4.40	4.40	
5. How effective has the program been in developing "self-image" of the instructional staff?	2.80	2.80	2.80	3.40	
6. How effective has the program been in developing communication between administration and staff?	3.00	3.60	2.80	4.00	
7. To what degree has morale been improved?	2.80	2.80	3.00	3.40	
8. How effective do you believe program efforts have been in initiating or sustaining activities that were instrumental in developing leaders school?	2.20	2.80	2.80	4.20	
9. To what extent has the program afforded opportunities for staff in your school to serve as instructional leaders in inservice sessions?	2.00	2.80	2.60	4.40	
10. To what extent has your district been able to increase the curriculum offerings to students?	3.20	3.40	3.40	4.00	
11. To what extent has your district been able to provide cultural enrichment?	2.80	2.60	3.60	3.40	
12. To what extent has your district been able to improve career information opportunities to students?	2.40	3.40	2.80	4.00	
13. To what extent has information been made available to your district?	2.40	3.60	2.60	3.80	
14. To what extent have guidance services improved?	2.40	3.80	2.80	3.20	

	East< 100 N=5	East>100 N=5	West<100 N=5	West>100 N=5	F-Test
15. To what extent have shared guidance services been developed and implemented in your region?	3.00	3.60	1.00	2.40	
16. To what extent have school-community relationships been improved?	3.00	2.80	3.00	3.40	
17. To what extent has there been an increase in the use of aides?	3.00	3.20	2.80	4.20	
18. To what extent have community resource people been used?	2.20	2.60	2.80	3.20	
19. To what extent has there been an increase in work-experience programs?	3.00	2.80	1.60	4.20	
20. To what extent has the program provided up-to-date information on school construction?	2.20	2.40	1.40	3.60	
21. To what extent have you modified your physical facilities to accommodate new instructional designs?	2.80	2.20	2.60	3.40	
22. To what extent has your district developed cooperative curriculum offering with other districts?	2.40	1.60	1.80	2.00	
23. To what extent have federal funds increased through direct application as a result of multi-district design?	2.40	2.20	1.00	2.80	
24. How would you rate the effectiveness of the program in its efforts to provide your district with technical assistance in developing project proposals for special funding?	2.60	2.20	1.00	3.60	6.1644
25. How would you rate the effectiveness of the program in its efforts to provide your district with technical assistance in carrying out various project activities?	2.80	2.60	1.20	3.40	
26. To what extent has the program provided information on the comparative costs of a modern instructional approach?	2.40	2.40	2.20	2.80	
27. To what extent have your school patrons become more knowledgeable about the needs of modern education?	3.00	2.80	3.00	3.20	
28. To what extent have teacher-training institutions modified their curricula to prepare teachers to serve in small schools?	2.20	2.20	1.60	2.80	

	East<100	East>100	West<100	West>100	F-Test
	N=5	N=5	N=5	N=5	
29. To what extent have interns from teacher-training institutions been used?	2.20	1.20	1.20	2.00	
30. To what extent has preservice training been used to improve the understanding of the small school by teachers?	2.60	2.80	2.40	2.80	