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ABSTRACT

The goals of a rural and small schools conference held in December, 1980 in Austin, Texas are to link the region's educators who are concerned with rural and small schools at both state and local levels with current research and resources and to identify needs of rural and small schools in the region (Arkansas, Louisiana, Mississippi, New Mexico, Oklahoma, and Texas). Included are the following: "Rural Education: A Description and Challenge" (D. Carmichael): "The History of Rural & Small Schools" (E. Edington): "A Profound Transformation" (AASA slide/tape): "Developing a Rural Policy" (A. Cosby): "Achievement, Curriculum, Staffing, and Barriers to Innovation & Change" (E. Edington): "Small School Districts: Barriers to Equal Opportunities for Students?" (J. Veselka): "A State Service Center Delivery Model: Regional Education Service Centers in Texas" (T. Lawrence): "Texas' Project CITE: An Information Resource for the Region" (J. Anderson): "Special Education Training for Rural Areas" (J. Evans). Also included are comments on common misconceptions of the word "rural" and four specific recommendations for rural education: don't design rural schools using urban models: train teachers to teach in rural areas: encourage the development of rural curricula: and explore varied service delivery models for equalizing opportunity. Appendices are included. (AN)

SEDL/REGIONAL EXCHANGE

R&D SPEAKS:
RURAL & SMALL SCHOOLS

SOUTHWEST EDUCATIONAL DEVELOPMENT LABORATORY

AUSTIN, TEXAS

R&D SPEAKS:
RURAL & SMALL SCHOOLS

SOUTHWEST EDUCATIONAL DEVELOPMENT LABORATORY
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FOREWORD

R&D SPEAKS: RURAL & SMALL SCHOOLS is one in a series of regional research-based conferences developed and sponsored by the Regional Exchange at Southwest Educational Development Laboratory (SEDL/RX). The R&D SPEAKS conferences are designed to fulfill two of the four goals of the Research & Development Exchange (RDx)--a nationwide network composed of seven regional exchanges and four central support services. The two goals are:

1. To provide information, technical assistance, and/or training which support dissemination and school improvement efforts.

2. To promote the use of R&D outcomes that support dissemination and school improvement efforts.

In addition, certain of the SEDL/RX's R&D SPEAKS conferences, including this one on rural and small schools, have also been designed to fulfill a third RDx goal: To increase shared understanding and use of information about client needs in order to influence planning of R&D efforts.

The SEDL/RX chooses its topics according to national priorities and to the needs of the six-state region it serves: Arkansas, Louisiana, Mississippi, New Mexico, Oklahoma, and Texas. Early in 1980, the SEDL/RX asked its seven member advisory board, which is composed of representatives from the departments of education in its six states and the ROEP VI, to identify topics of interest or needs of their states. Rural and Small Schools was one of the topics identified. This choice seems especially appropriate today, considering the increased attention the topic is receiving at the national level.

The Southwest Educational Development Laboratory is pleased to be able to continue to serve its six-state region through such services as the SEDL/RX's R&D SPEAKS: RURAL & SMALL SCHOOLS.

James H. Perry
Executive Director
Southwest Educational Development Laboratory

ACKNOWLEDGEMENTS

Conference planning for R&D SPEAKS: RURAL & SMALL SCHOOLS was the primary responsibility of Anna Hundley, Dissemination Specialist for the SEDL/RX. Special thanks is extended to the following: to Dr. Preston C. Kronkosky, Director of the SEDL/RX, for his particular interest in the topic and the direction he provided during conference planning; to Dr. James H. Perry, Executive Director of SEDL, for his special assistance; to Nancy Baker Jones, Dissemination Specialist, for her support and insight. Dr. Dale Carmichael, Director of the Community Schools Project at Texas Education Agency, gave freely of his time during the early weeks of conference planning, and Martha Hartzog, Technical Writer for the SEDL/RX, worked closely with Anna Hundley prior to and during the conference.

Documentation of the conference and preparation of the conference proceedings, including the Conclusions and Recommendations section, was the primary responsibility of Martha Hartzog. Special thanks is extended to each of the presenters for reviewing their particular sections. Finally, the essential contribution of SEDL/RX Senior Secretary, Barbara Baylor, must be mentioned. It is she who patiently put up with all of the details of preparation for the conference and maintained her good cheer in the face of often demanding document formatting and production deadlines.

INTRODUCTION

IN PREPARATION FOR R&D SPEAKS: RURAL & SMALL SCHOOLS the SEDL/RX developed a survey in August 1980 which asked regional educators to rank the top five issues out of a total of twenty-three within the general topic of rural and small schools. In identifying the issues to include in the survey the SEDL/RX asked for ideas from its seven Advisory Board members, conducted a literature review, and examined the results of the regional rural round tables held during 1980. A copy of the survey is included in Appendix A, pp. 109-112. A bibliography, including references consulted, appears in Appendix C, p. 121.

THE COMPLETED survey was distributed to the SEDL/RX Advisory Board members who were asked to identify which persons in their state departments of education should be asked to complete the survey. Some of those recipients in turn sent the survey to other educators.

THE FIVE TOP ISSUES identified by the survey were: (1) curriculum, (2) student achievement, (3) staffing problems (finding qualified personnel trained to work in rural/small schools), (4) barriers to innovation and change for school improvement, and (5) locating and using educational resources. R&D SPEAKS: RURAL & SMALL SCHOOLS was designed to address these five issues.

THE TWO GOALS of the conference were: (1) to link the region's educators who are concerned with rural and small schools at both SEA and LEA levels with current research and resources, and (2) to identify needs of rural and small schools in the region. The latter was a special concern of Southwest Educational Development Laboratory since it is seeking to find ways it can meet the needs of the rural educators in its region.

SINCE RURAL and small schools have been and continue to be defined in different ways, by the federal government, state agencies, researchers, organizations, and educators, it was thought important to begin the conference with an explanation of the definitions and characteristics of rural and small schools and with a brief history of federal interest in the subject. The SEDL/RX discovered that rural areas are experiencing demographic changes which are affecting their school districts, so it was decided to present information on the changes that are occuring and the implications of these changes. After the stage was set, then, research on the five issues identified by the survey and information on available resources to rural educators were presented. Finally, to set a rural agenda for the SEDL/RX region, the participants were asked to identify needs they felt are still unmet. A copy of the conference agenda, together with its goals and objectives, appears in Appendix A, pp. 103-105.

THE SEDL/RX thought it was important that participants invited to the conference represent superintendents of rural schools as well as each of the six state departments of education and ROEP VI. Accordingly, the SEDL/RX Advisory Board members were asked to identify one or two persons in their state departments who worked with rural and small schools and one or two rural superintendents who represented schools with either a declining population, an increasing population, a changing population and/or an increased minority population. A total of eighteen participants attended the conference: nine superintendents and nine state department personnel. A list of conference participants appears in Appendix A pp. 106-107.

DURING THE COURSE of the conference, it became clear that there is a set of misconceptions about what rural education is and about the nature of the rural experience. Both the presenters and the participants felt it important that these misconceptions be corrected. In addition, the conference produced a set of specific and general recommendations about ways to address the problems of rural education and about future actions on the part of rural

educators. These misconceptions and recommendations are briefly presented below. The Conclusions and Recommendations section, p. 85 presents the findings in greater detail.

RURAL & SMALL SCHOOL EDUCATION

FALLACY	FACT
. Rural is a synonym for agriculture.	. The majority of students from rural areas do not enter the field of agriculture.
. Rural is inferior to urban.	. Rural schools have strengths many urban schools do not have.
. Rural problems are pretty much alike all over the country.	. Rural is characterized by diversity and requires area-specific solutions.
. The rural experience has stayed the same since our country was founded.	. Many rural areas are experiencing rapid demographic changes which significantly affect education.

SPECIFIC RECOMMENDATIONS FOR RURAL EDUCATION

- Teachers need to be trained specifically for rural areas.
- Curricula need to be developed specifically for rural schools and existing urban curricula must be adapted for rural schools.
- Several service delivery models can be used to provide specialized staff and services to rural schools.

GENERAL RECOMMENDATIONS FOR RURAL EDUCATORS

- Rural educators, especially in the south and west, need to influence federal policy.
- Rural educators need to assist in the creation and development of interest groups and spokespersons at the local, state, and federal levels.

A RURAL & SMALL SCHOOL OVERVIEW

"Rural Education: A Description & Challenge"
by Dr. Dale Carmichael

"The History of Rural & Small Schools"
by Dr. Everett D. Edington

"A Profound Transformation"
AASA Slide/Tape

"Developing a Rural Policy"
by Dr. Arthur G. Cosby

RURAL EDUCATION: A DESCRIPTION AND CHALLENGE

BY DR. DALE CARMICHAEL

Dale Carmichael is Director of the Community Schools Project for the Texas Education Agency, located in Austin, Texas. Texas uses the term "community school" instead of rural or small school because it feels that community school better expresses the diversity of such schools. Carmichael coordinates the inservice education program for schools participating in the Community Schools Project in Texas and also supervises research projects relating to small/rural schools. In 1979 he received the Rural/Regional Education Association Research Award. He is a member of Phi Delta Kappa and the Rural/Regional Education Association. Carmichael received his Ed.D. from Baylor University, Waco, Texas, in School Administration.

THE ERRONEOUS position is held by some that rural education no longer exists. This position is supported by the near elimination of the one-room school and the consolidation of American school districts from approximately 118,000 in 1940 to 16,000 in 1978. During this same period, the number of Texas school districts decreased from approximately 6,400 to 1,100.

THE PURPOSE of my presentation is twofold: (1) to provide some definitions, facts, and characteristics concerning rural education, and (2) to offer a challenge to those of us who work in rural education.

Definitions

THERE ARE five terms currently used to describe and define rural and small schools. You will note that small and/or rural schools are often defined by what they are not, rather than by what they are. In fact, they are often defined in terms of urban schools.

RURAL

The definition of rural varies from user to user. The U. S. Census Bureau has one definition of rural, the Department of Labor a second, and the Rural Development Act adds two more.

1. Census Bureau Definition. The Census Bureau carefully defines the urban population as consisting of all persons living in places having 2,500 or more inhabitants (U. S. Department of Commerce Census Bureau, 1971). The Bureau then defines all that remain as rural.

2. Department of Labor Definition. The Department of Labor defines a rural county as a county having less than 2,500 population (Marshall, 1974).

3. Rural Development Act (1972) Definition. For most purposes in the Act, rural means everything outside a city of more than 10,000 population. For loans and grants, the definition is expanded to include everything outside cities of 50,000 or more.

RURAL EDUCATION

From the definitions of rural, it follows that rural education is the education provided school age children who live in rural areas. This of course depends on how one defines rural.

SMALL SCHOOL

For years, we in Texas informally defined a small school as a school district having fewer than 500 ADA in grades K-12. This is no longer the case. The 66th Texas Legislature, in SB 350--the state's school finance law--made some special provisions for school districts having fewer than 1,000 ADA. Certain sections of the law have become known as the small schools formula. Thus, it has become more creditable to call schools having fewer than 1,000 ADA small schools. This definition is also convenient to use for research purposes. The Oregon Small Schools Project first defined small schools as high schools with fewer than 250 students in the top four grades. Oregon now uses the fewer than 1,000 ADA figure.

COMMUNITY SCHOOL

This term has a meaning which is apparently unique to Texas. It is defined to be a school district having not more than one high school. Slightly over 1,000 school districts in Texas fit this definition. The term community school should not be confused with community education which originated in Flint, Michigan. It should be noted that there is a very active organization in Texas known as the Texas Association of Community Schools. This organization is the successor to the Texas Small Schools Association, which changed its name in 1975.

NON-METROPOLITAN AREA

The Census Bureau defines a metropolitan area as a county or contiguous counties having at least 50,000 or more inhabitants. Obviously, a non-metropolitan area would be all the remaining area. Sometimes non-metropolitan is sub-divided into farm and non-farm.

Characteristics of Rural Schools

THE MOST STRIKING characteristic of rural and small schools is their diversity. Some are experiencing growth, others decline, while still others remain stable. Some have large amounts of monies for their ADA, some small amounts. Some are situated in sparse areas, like in West Texas, while others are close together, as in East Texas.

CERTAIN CHARACTERISTICS appear to be common among virtually all rural communities:

- Residents' belief in free public education
- Primacy of local control
- Sparse population
- Smallness of the school
- Inadequate school finances
- Poor economic status of the residents

AS A RESULT of these characteristics; rural schools tend to offer a more limited curriculum than metropolitan schools, offer fewer libraries and fewer programs for special populations, and employ fewer support personnel--counselors, curriculum specialists, etc. The last session of the Texas Legislature made special provisions for schools with fewer than 1,000 ADA: these schools now qualify for .6 personnel units which they use cooperatively. The twenty Regional Education Service Centers in Texas were named as management agents for these support personnel.

COMMON CHARACTERISTICS OF RURAL SCHOOLS

- A more limited curriculum
- Fewer libraries
- Fewer programs for special populations
- Fewer support personnel

RURAL SCHOOLS, however, do have their merits. Rural teachers can generally interact more frequently with students and get to know their special needs. The sense of identity a student experiences in a smaller school may help explain why there are fewer discipline problems. These characteristics have had and will continue to have their impact upon the formulation of educational policy.

Facts About Rural Education

THERE ARE approximately 16,000 school districts in the United States. Slightly over 11,000 of these--almost three-fourths of the total--are in rural areas. Texas has 685 districts with fewer than 1,000 ADA out of a total of 1,100 districts.

OVER ONE-THIRD of the nation's 49,000,000 public school children and over one-half of the nation's poor families live in rural areas. In 1977, 53% of the school districts in the United States were in rural areas.

WHILE APPROXIMATELY one-third of the nation's school children attend rural schools, some rural advocates claim that disproportionately low levels of federal dollars go to rural schools. For example, in his Phi Delta Kappan article, "A Proposal to End Federal Neglect of Rural Schools" (December, 1978), Jonathan Sher reports that rural schools receive only 5% of the research dollars, 13% of basic vocational aid, and 13% of dropout prevention funds. In an unpublished speech by Dr. Tom Minter, Deputy Commissioner, USOE, at the National Conference on Rural/Regional Educational Programs (1979), it was reported that rural schools receive only 8% of migrant education aid, 14% of guaranteed student loan money, and 20% of the bilingual education funds.

A SOMEWHAT different picture is reported by Bass and Berman in Federal Aid to Rural Schools: Current Patterns and Unmet Needs (Rand, 1979). This study examined the distribution of the 1977 ESEA Title IV-B and IV-C funds for six states: Vermont, North Carolina, Georgia, Kansas, Maryland, and California. The study found that:

1. Title IV-B formulas were operating to provide rural districts with at least a proportional share of program funds and, in most cases, somewhat more.

2. In regard to Title IV-C, Bass and Berman found that states which award a greater number of small-sized grants tend to enhance participation by small/rural districts.

AT LEAST 15,000 handicapped children live in rural areas as reported by the U. S. Census Bureau (1970). Probably less than 10% of these are enrolled

in a public school special education program. At least 5% of the rural school children are not enrolled in any school. This is nearly twice the number found in urban areas. Finally, 53% of the nation's educationally deprived children live in rural areas as defined by the Census Bureau.

THESE STATISTICS are best summed up by the Department of Agriculture report Rural Education and the Rural Labor Force in the Seventies (1978):

> Rural students not only attend school with fewer support staff and services, less revenue, and less funding per pupil, but they are also more likely to enroll in school later, progress through school more slowly, complete fewer years, and score lower on national tests than students attending metro school areas.

The Challenge of Rural Education

THE ULTIMATE challenge in rural education is to improve the quality of educational offerings in rural schools. Regardless of the test used, researchers have consistently found that rural children score below the U. S. average. For example, the National Assessment of Educational Progress (NAEP) indicates that rural children scored significantly lower than the U. S. average in every subject matter area tested. The Texas Assessment Project (TAP) reports that students from urban and rural school districts performed less well than students from suburban districts in the areas of reading, mathematics, writing (composition), and citizenship.

THE LOWER test scores of students in rural schools may be related to the high rate of teacher turnover. A 1971 study by the Texas Education Agency's School Project, revealed that almost one-half (47.7%) of the teachers in project schools had only one to two years tenure in the district. Statistics from that same study seemed to indicate there is a nucleus of teachers who remain year after year, while many others come to the school district, teach one or two years and then leave. This affects the continuity of the instructional program.

HOW CAN the quality of educational offerings in rural schools be improved? The regional educational service agencies represent recent attempts to solve the problems of rural education. They are a partial, but not a complete, answer. These agencies usually provide services in the areas of instructional media, planning, staff development, and special education.

ANOTHER PARTIAL answer lies in the solution of rural education's most persistent problem: the inability of rural schools to attract and retain well qualified personnel. The solution to this problem is three-fold: (1) teachers' salaries, especially those in rural schools, must become more competitive in the market place; (2) teacher education institutions should consider special training programs which will prepare personnel explicitly for service in rural areas; and (3) incentive programs should be developed to attract personnel to be trained for rural schools and to live in rural areas.

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THE HISTORY OF RURAL & SMALL SCHOOLS

BY DR. EVERETT D. EDINGTON

Everett Edington is Director of ERIC/CRESS--the ERIC Clearinghouse on Rural Education and Small Schools, located in Las Cruces, New Mexico. In addition, he is Professor of Educational Management & Development at New Mexico State University. Edington has an Ed.D. from Pennsylvania State University in Agricultural Education. He is a charter member of the American Vocational Education Research Association and Past President of the Rural Education Association.

THE CURRENT RENAISSANCE in rural education is not a new phenomenon. It has reoccured in a cyclical fashion throughout our nation's history, and doubtless will reoccur again after the current renaissance has faded. The challenge that we now face is to learn from the past, rather than acting as if the current renaissance had never happened before.

THE HISTORY of federal aid to education began with the Land Grant Act of 1862, which was concerned with providing federal aid to rural areas. The 1917 Smith-Hughes Act was concerned with vocational education in the field of agriculture. Historically, rural education has been primarily linked to agriculture education. Today, however, only 4% of the nation's population is involved in agriculture.

IN 1944, Franklin Delano Roosevelt spoke at the White House Conference on Rural Education, saying:

> I believe that the Federal Government should render financial aid where it is needed, but only where it is needed. Such Federal Government financial aid should, of course, never involve government interference with state and local administration and control. It must purely and simply provide the

> guarantee that this country is big enough, and on the whole rich enough, great enough, to give all of its children the right to a free education. (Unpublished Minutes, September 1944)

But, as we all know, it is impossible to provide money without exerting some kind of control.

ONE WAY to view the history of rural education in this country is to look at what the National Education Association (NEA) accomplished for rural education for many years. When it was established, NEA was very different from what it is today. It formed the Department of Rural and Agricultural Education in 1907. In 1919 this was changed to the Department of Rural Education, probably because of the Smith-Hughes Act. The NEA realized that rural education had to be broader than agricultural education.

IN 1936, NEA added the Department of Rural Services, which has a Division of County and Rural Superintendents and a Division of Pupil Transportation. At that time, the county school superintendent was seen as the savior of rural education--now that has changed.

IN 1940 AND AGAIN IN 1954, the NEA supported conferences on Rural Life and Education. In 1945 it held the first National Conference on County Superintendents of Schools. At the 1954 National Conference on Rural Educatio the then NEA President, said:

> You know, as I listened to the band concert this morning, particularly in the middle of the songs, there was one refrain that I was wondering if they were playing as the past theme song of Rural Education, "Nobody Knows the Trouble I've Seen." It seems to me that it was appropriate for rural educators. I wanted the band to break out in our new theme, "There's a Great Day Coming," because I believe that there is a great day coming. (Unpublished Minutes, September 1954)

IN 1961, NEA changed the name of the Division of County and Rural Area Superintendents to the Division of County and Intermediate Unit Superintendents. No longer were there simply county districts. The concept was beginning to change.

IN 1968, NEA abolished the Department of Rural Education and the Rural Education Association became an affiliate of NEA. The NEA is now more concerned with teacher rights and needs. Then in 1975, the Rural Education Association changed its name, and its identity somewhat, to the Rural/ Regional Education Association. It recognized that regional education service centers were the most effective way to deliver services to rural areas. The service center movement has levelled off since then. Studies seem to suggest that the service center concept is effective in the case of twenty or so service centers, but less so in others. In 1980, the Rural/ Regional Education Association broke off its ties with NEA and is again called the Rural Education Association.

THE HISTORY of rural education in this country can also be viewed in terms of the decrease in the number of school districts, especially since 1945. Table 1 illustrates the number of public schools and school districts in the nation from 1930 to 1972. School district loss occured mostly in the rural areas, due to the high rate of consolidation. Consolidation is virtually a dead issue now. What we discovered is that when the school disappears, the community is likely to disappear as well.

TABLE 1

NUMBER OF PUBLIC SCHOOLS AND SCHOOL DISTRICTS, 1930-1972

Year	Districts	Elementary Schools (Total)	Elementary Schools (1-Teacher)	High Schools (4-Year)
1930	128,000	238,000	149,000	16,500
1940	117,000	185,000	114,000	15,000
1950	84,000	128,000	60,000	10,400
1960	40,000	92,000	20,000	6,000
1970	18,000	66,000	2,000	6,500
1972	16,960	64,945	1,475	--

SOURCE: Digest of Educational Statistics (Washington, D.C.: U.S. Office of Education, National Center for Educational Statistics, 1974). Figures prior to 1972 have been rounded.

ONE OBSERVATION important to make is that we need to be flexible in our definition of what is rural: rural and small, for instance, aren't always the same. There are small schools with similar problems which are located in urban areas.

THE RURAL DEVELOPMENT ACT of 1972 was heralded as a new recognition of rural problems and a new attempt to coordinate services to rural areas. But the agent in each state which administered the act was the president of the land grant college or insititution, who in turn usually chose the Dean of the College of Agriculture. In other words, the role of the educators in rural areas was not recognized. The state departments of agriculture and education should work together to solve rural problems but they usually do not.

THE YEARS 1976-77 were heralded as a new renaissance in rural education. The only ongoing federal agency in existence since 1966 for rural educators has been the ERIC Clearinghouse on Rural Education and Small Schools

(ERIC/CRESS). In 1977, the book Jonathan Sher edited, Education in Rural America: A Reassessment of Conventional Wisdom (Westview Press, 1977), appeared. It might have been the best thing to happen to rural education, since it brought the subject into prominence again, this time under the aegis of a group of Harvard graduates.

IN 1979, Rural Education became a priority area for the National Institute of Education (NIE), but local and state commitments have to exist for real changes to take place. During December 1978 and January 1979, a group of people concerned with rural education met in Washington, D.C. OCRE, the Organization Concerned with Rural Education, was born and so was the National Forum on Rural Education with its resulting Regional Rural Round Tables which reacted to the recommendations of the National Forum. Two documents report the results of these meetings: The National Seminar on Rural Education (NIE, 1979) and Rural Education Initiative: A Report on the Regional Rural Roundtables (USOE, n.d.).

WHEN the Department of Education bill was passed through Congress last year, it created a rural education desk, but placed it in the vocational education section. The desk hasn't yet been filled.

FINALLY, in viewing the history of rural education, it might be useful to examine the rural to urban migration, especially pronounced in the 1950s and 1960s, and the most recent reverse migration back to the rural areas which began in the 1970s.

ONE OF THE most frequent information requests which ERIC/CRESS receives is this question: What can we do with the influx of outsiders? These "outsiders" can change a community in many ways: they get elected to the school board and change the governance patterns, they vote favorably or unfavorably for bond issues, depending upon whether or not they have children of school age, and so forth. Impacts of the Rural Turnaround on Rural Educati

by Peggy J. Ross and Bernal L. Green (ERIC/CRESS, 1979) provides a good account of some of the results of these so-called reverse migrations.

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A PROFOUND TRANSFORMATION
A SLIDE/TAPE

BY THE AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS (AASA)

Designed to assist in developing awareness and understanding of the demographic trends affecting society in general and school enrollments and curriculum in particular, this AASA slide/tape was shown at R&D Speaks: Rural and Small Schools. Below is a recap of salient points, taken from the script. The slide/tape is available from AASA, 1801 N. Moore Street, Arlington, VA 22209.

A PROFOUND transformation of our society is in full swing--a transformation that could affect nearly every facet of American life. At its heart is a basic shift in the age mix of our population--fewer youngsters, more adults, and increased numbers of senior citizens.

A DRAMATICALLY declining fertility rate since 1957 has been laying the foundation for this movement in our population toward a larger proportion of elderly people and a smaller proportion of the young. Our median age today has reached 30. By the middle of this decade, one out of every five Americans--20 percent--will be at least 55 years old. For the first time in our history, the number of people 55 and over will be larger than the school-aged group.

THERE ARE three major contributors to this profound change--a declining fertility rate, a decreasing number of births, and an increasing longevity. The "baby boom" years following World War II held until 1960, when the "baby bust" set in. At its highest the "baby boom" average was 3.8 lifetime births per woman. By 1976, the total fertility rate plummeted to its lowest point ever for this county — 1.8 lifetime births per woman--and it remains at that level today.

DURING the peak years of the late 1950s and early 1960s, our elementary schools were full. In contrast, fewer births during the 1970s resulted in the declining elementary and secondary enrollments we are now experiencing.

THERE HAS BEEN a reverse trend in life expectancy rates. Improved medical and health care has swelled the numbers of people surviving to old age. The life expectancy is currently 73.1, as compared to 47.3 in 1900.

CHANGING ATTITUDES toward employment, marriage, contraception, abortion, divorce, and family size have all combined to produce the steadily downward trend for the fertility rate and the decrease in live births. Changes in employment of women are clearly related to fertility: over 44 million women, representing 51 percent of all women in the nation, now work or are actively seeking jobs. By 1990 the proportion of women working is projected to be 57 percent. Another interesting phenomenon for educators is the rapidly increasing proportion of children whose mothers work. In 1970, slightly more than one-third of all children 17 years old and younger had mothers who worked. By 1977, that figure had climbed to almost one-half. The proportion of children under six whose mothers work has grown more rapidly than for children six and older, by about one-third. And one study indicates that the number of working mothers with children under six will jump 64 percent by 1990.

THE DIVORCE RATE in America has more than doubled since 1965. Annually, divorces now equal more than half the total of marriages performed.

FURTHERMORE, it's estimated that 45 percent of all children born in 1978 will live in a single parent situation for at least part of their childhood, and this figure will undoubtedly climb past the 50 percent mark for children born during the 1980s.

DURING THE YEARS to come, it is predicted that there will be a national trend until the late 1980s, toward reduced elementary enrollments, though enrollments may rise in the primary grades during the mid- to late-80s. The secondary school enrollment topped out about 1975 and will show a steady decline to 1990. The college age and young adult group is now in a decline which will continue into 1990 and beyond. College enrollment, already generally declining, will fall even more sharply in the years to come. As has been stated, the proportion of older adults will continue to grow. Already geriatrics, jobs, nursing care, health care, mass transportation, and other concerns of older persons are now effectively competing for attention with education for public resources.

REGIONAL POPULATION trends complicate the picture. Between 1970 and 1978 our population grew nationally by 7.3 percent. Some regions, the sunbelt areas in particular--enjoyed substantial growth; while others, especially the Northeast, are experiencing less-than-average growth, and even population decline.

FOR YEARS, local migration patterns have shown a movement from city to suburb and this is still occuring. But several layers of suburban rings have grown up around our cities and some interesting population shifts are taking place. Older, developed suburbs, representing the first ring around a city, have housing prices beyond the reach of most middle-income, young couples. Migration of middle-income families with school-aged children is to the second and third-ring suburban areas--or even father out. There's a growing movement to semi-rural areas adjacent to small cities of 50,000 or less. Interestingly it is childless couples and singles who are moving back to the cities.

ALL THESE CHANGES will have a profound effect on the kind of education required by the public. Far reaching curriculum changes will be required to prepare our children to function in this world of change. Educators need to

recognize the new roles of men and women and must address themselves to the needs of growing numbers of children who are living in a single parent family. And finally, a broader spectrum of age groups will be seeking more education.

DEVELOPING A RURAL POLICY

BY DR. ARTHUR G. COSBY

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AT ALL LEVELS of government, the formulation of a coherent and effective rural policy remains an elusive and problematic venture. I have in mind a general rural policy which affects and influences rural education. A substantial part of the difficulties in developing a meaningful rural policy can be attributed to several factors. Among these are the nation's preoccupation with urban problems, the extreme diversity of the rural areas throughout the nation, and finally, the misconceptions and fallacies about rural people that pervade our largely urban society.

Rural Demographics

THIS NATION began as a rural nation but has grown more urban each passing year. Rural areas in the United States experienced lower rates of population growth for almost 200 years--from the American Revolution until the 1970s. During the 1970s, however, demographers were excited to find that a turnabout had occurred. Rural areas were now growing in population. Subsequent studies during the decade tended to verify this finding. Some demographers are now wondering if a fundamental change in our population dynamics has occurred that points to a new and increased role for rural society.

RURAL GROWTH, however, is not consistent for all rural areas. It seems to depend on the characteristics of the particular locale. Rural areas near medium-sized towns are growing the fastest. Retirement and recreation areas show substantial growth as well. Small towns with colleges or universities are also experiencing growth. A new trend is now emerging: rural growth associated with energy development. On the other hand, rural areas that are declining in population include those communities with strong and highly productive agricultural enterprises. Agriculture simply isn't a growth factor in rural population changes anymore. This is a fact that many people find hard to accept.

The Invisibility of Rural Problems

THE PROBLEMS of day-to-day life in rural society are emotionally invisible in contrast to the highly dramatic problems of the city. The rural population by its very nature must be dispersed with relatively few people in any geographic locale. Consequently, it is often impossible to fully experience the impact of rural poverty, unemployment, or illiteracy as strikingly as that produced by a single visit to an urban slum. For a moment, mentally contrast the pastoral quality that often "seems" to be associated with rural life and the sensory overload that characterizes the inner city.

THE SALIENT point should not be overlooked that although rural problems may be collectively equivalent or may even exceed those of the urban sector of society, the dispersed character of rural settlements and the associated hinderance to objective perceptions tend to dilute the emotional impact on the observer. An understanding of this principle is an essential first step in approaching rural policy. Impressions and contrasts with urban problems can easily be misleading and often result in an underestimation of rural concerns. This relative invisibility is often the most difficult obstacle to overcome since it involves not only the function of objective education but also the alteration of emotional orientations.

Rural Stereotypes

WHEN RURAL FOLKS do surface in the consciousness of our predominently urban society, it too often is in a stereotypical manner. While our Jeffersonian ideals have not allowed us to envision an American peasantry, we do have "hicks," "red-necks," "plow boys," "hillbillies," "crackers," "clod-hoppers," and a number of other equally "endearing" labels. It is worth noting that a comparable list for urban folks does not exist.

RURAL STEREOTYPES are embedded in our culture and extend into every supposed "quaint" aspect of rural life. When "hicks" are not driving tractors or picking hayseeds out of their hair, they are voting for conservative candidates, chewing tobacco, quilting, square dancing, swatting flies or coon hunting. Similar "humorous" images can be extracted to represent activities for almost all rural institutions, including schools, law enforcement, religion health care and government.

LINGUISTICALLY, the evaluative characteristics of rural images can be easily distilled into a dichotomy between "urban equals superior" and "rural equals inferior." Thus, just as stereotyping of Blacks, Mexican Americans, or women can be seen as a form of cultural oppression, similarly widely held and derogatory notions about rural folks, even if milder, can represent real obstacles to rural people. Please consider that ridicule can be a more effective strategy than open opposition.

MY READING of mass rural images as inferior leads to an underlying cognitive thread that rural people and rural society are simply not taken seriously. One has only to look at mass media treatments to capture a broad reflection of this tendency. Such fare as "The Beverly Hillbillies," "Carter Country," "Green Acres," "Andy Griffith," "Gomer Pyle," "Petticoat Junction," and "The Dukes of Hazzard" both convey and perpetuate the stereotyped, comical image

of rural life. It would not be too different from Blacks having to endure a steady diet of rehashed versions of "Amos and Andy." Of course, there are some examples of more serious rural models in the media but the preponderance is for the humorous. One should also be cautioned not to put much stock in apparent urban endorsements of "rural lifestyles." I feel confident that the long run cultural impact on rural America of Travolta's "Western Chic" will be as transitory and shallow as the movie which spawned it.

SOME MAY dismiss rural stereotyping and its consequences as an historical inevitability of a society in transition from rural to urban dominance. A number of arguments can be marshalled to counter the claim that rural cultural oppression is "the natural state of affairs" in industrial societies. For the sake of concision, it will merely be stated that a very similar charge of historical inevitability has been made in opposition to the Women's Movement.

The Fallacy of Local Generalizing

FROM A NATIONAL perspective there is also the fallacy of local generalizing which seems to occur among even those who are most sympathetic and sensitive to rural concern. By local generalizing, I mean the tendency to assume that all or most of rural America is essentially similar to the area with which one is familiar. For example, the New Englander tends to view rural America with a New England Model, the Mid-Westerner with a Mid-Western Model and the Southerner with a Southern Model.

WHILE THE inductive malaise inflicts us all on occasion, it can be disastrous for a national rural policy because the facts, of course, are in total contradiction to such "logic." Data from numerous sources point to tremendous regional variation in the composition of rural America. William Kuvlesky (Texas A&M 1977) focuses on the diversity of background, cultural heritage, values, and

aspirations, and Jonathan Sher (Westview Press, 1977) on "pluralism in the countryside" as the essential characteristic of rural America.

ONE CONSEQUENCE of the local generalizing fallacy can be a lack of communication. As William Falk (Cosby and Charner, 1978) maintains, the word "rural" may simply mean remarkably different things to different people, which in turn can easily lead to a lack of convergency in agreement on the "real" problems facing rural America. This issue is of substantially greater weight than the usual, and admittedly important, debate on the proper demographic definition of rural (e.g., should it refer to places of fewer than 2,500, or 10,000 or even 50,000). Instead, a lack of agreement as to what the word "rural" means results in differential perceptions of problems, needs and solutions.

UNLESS THE fallacy of local generalizing can be overcome, it should not be surprising that even among our rural experts there will be a lack of coalescence about policy priorities. The question is, how can the concerns of the middle class farmers of the Mid-Western rural areas and the minority, poverty and small farm concerns of the rural South come together in a single initiative?

Developing a National Rural Policy

IN THE PRECEEDING paragraphs, several aspects of American culture have been discussed that when taken collectively can produce a highly distorted image of rural America. A context of emotional invisibility, derogatory stereotyping and local generalizing can create a formidable obstacle to a widely supported, coherent rural policy. Again, it constitutes an informational background of misconceptions, half-truths and myths.

THE OBVIOUS SOLUTION calls for a change in attitudes as well as for more accurate information. I suppose that discussions such as this do serve a

function of consciousness raising. They are, however, of minor impact in contrast to the problem. The most promising solution lies with the development of a strong rural constituency (and rural advocates) that can bring greater influence to bear in its interest. Such discussions as this are apt to be useful to the degree that they facilitate that process.

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RESEARCH ON THE ISSUES

"Achievement, Curriculum, Staffing, & Barriers to Innovation & Change"
by Dr. Everett D. Edington

"Small School Districts: Barriers to Equal Opportunities for Students?"
by Johnny L. Veselka

ACHIEVEMENT, CURRICULUM, STAFFING, & BARRIERS TO INNOVATION & CHANGE

BY DR. EVERETT D. EDINGTON

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Achievement

HISTORICALLY, rural youth have not achieved as well in school as have urban youth. Robert E. Herriott's report on the Rural Experimental School Program (Federal Initiative and Rural School Improvement, 1980) says that rural individuals, in comparison to their urban counterparts, are more likely to be classified as functional illiterates, score lower on national assessment tests, attend public schools that expend less for instruction, first enroll in school at an older age, progress through school more slowly, and complete fewer years of school. In addition, rural youth are less likely to complete four years of high school or more, receive vocational training, attend public schools with support services and personnel, plan to attend college, attend college, and enroll in adult education programs.

SUCH GENERALIZATIONS are misleading, however, and some changes are taking place in the picture we have of rural education, especially in the area of achievement. In reporting the results of the 1979 National Assessment Data, Wayne Martin observed that there are more similarities in the achievement between urban and rural minorities than there are differences. In addition, most rural groups score higher in achievement than inner city youth. Black,

Hispanic and Indian rural youth show much lower levels of achievement than white rural youth, probably due to socio-economic factors and language difficulties. Martin also notes that the data as a whole show improved rural performance in social studies, reading and functional literacy. Rural nine-year-olds evidenced the most change, and rural youths narrowed the gap between themselves and other students. Interestingly, in the area of science, rural students performed above other students on practical, "common sense" exercises and below other students on more academic exercises.

A RECENT Canadian study by Clarke and others (1978) reveals that third grade students in Alberta scored higher on reading vocabulary and comprehension than did their counterparts in urban schools. These higher scores, however, must be carefully interpreted. The most significant changes in scoring are showing up in white students. The minorities still need remedial training.

IT APPEARS that urban schools have been more successful than rural ones in using federal funds for programs to raise achievement. Rural areas receive only 11% of library and materials funds, 13% of basic vocational aid, 14% of guaranteed student loan monies, 8% of migrant education aid, 13% of dropout prevention funds, and 20% of bilingual education monies.

IN 1979 NIE funded the Rural Experimental Schools Program in ten school districts located throughout the United States. Two recent publications describe the Experimental Schools Program and the change process in rural schools: Federal Initiative and Rural School Improvement by Robert E. Herriot (1980) and Promoting, Guiding and Surviving Change in School Districts by Terrence E. Deal and Samuel C. Nutt (1979). Figure 1 illustrates the geographical locations of the rural schools participating, using fictitious names for the districts.

A MAJOR FINDING of the project was that if desired change is to take place, it is important that local people in both the school and the community be involved from planning through implementation. While we do not know as much about intervention in rural schools as we do in urban schools, it is important to remember that rural and urban school environments are very different.

FIGURE 1

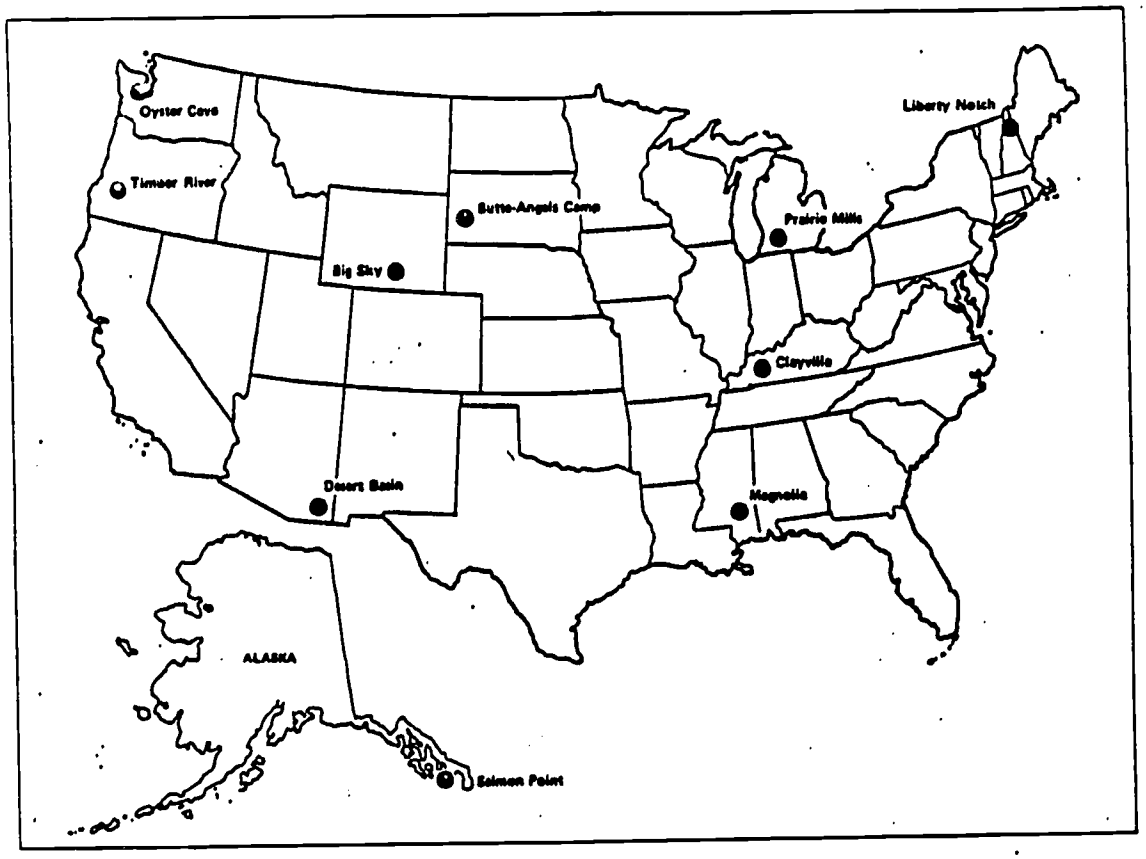

Figure 1. GEOGRAPHICAL LOCATIONS OF THE TEN SCHOOL DISTRICTS PARTICIPATING IN THE RURAL ES PROGRAM
Source: Heriot, Robert E. Federal Initiative and Rural School Improvement: Findings from the Rural Experimental Schools Program. Washington, D.C.: NIE, September 1980.

Curriculum

THE QUESTION "Is there a rural curriculum?" has two aspects: Do rural graduates do different things than urban graduates — professional/ occupational/lifestyles? and Does the rural environment necessitate a rural curriculum?

IN RESPONSE to the first, we are finding rural graduates doing different things than urban graduates. There are different types of occupations. For example, more urban students than rural ones enroll in agriculture programs. There is a myth in rural education that graduates leave town to go to work. But what happens in many cases is that graduates stay home to work and leave to go to college.

IN RESPONSE to the second, curriculum developers have undertaken countless projects aimed at urban children, for example, Sesame Street and the various urban oriented social studies programs. One reason for this is the fact that there are fewer numbers of children in rural areas and more diversity. Publishing companies thus see little profit in developing curricula specifically for rural children.

HERE ARE some observations about curricula as pertains to rural education. The smaller rural schools seldom have curriculum specialists, as do the urban schools. Rural values are often challenged by the urban-oriented curricula. The two used by the Rural Experimental Schools Program come to mind: Man: A Course of Study and People and Technology. Those curricula which add components incorporating the values and environment of the community were found to be the successful ones.

HERE IS a question: Should the rural curriculum prepare students to leave the community or to stay? Remember that those graduates who go to work stay in the community. Those who are leaving, do so to go to school.

THREE NEW ERIC/CRESS documents are in preparation which pertain to some of these issues: How to Utilize Rural Communities in Social Studies, being prepared in cooperation with the Rural Education Committee of the National Council on Social Studies; How to Utilize Rural Communities in Teaching Science, being developed in cooperation with McREL; and, for rural librarians, Handbook for Rural School Librarians, being prepared in cooperation with the American Library Association.

THERE ARE more varied curriculum opportunities in urban areas than in rural ones. An example of this is shown by the fact that there are fewer preschool facilities in non-metropolitan regions of the United States than there are in metropolitan regions, as Table 1 illustrates.

TABLE 1

PRE-SCHOOL FACILITIES IN METROPOLITAN AND NON-METROPOLITAN REGIONS OF THE UNITED STATES, 1976

CHILDREN IN SCHOOL	METROPOLITAN	NON-METROPOLITAN
3-YEAR-OLD	15.2%	8.9%
4-YEAR-OLD	33.1%	18.5%
5-YEAR-OLD	73.1%	61.2%
3-5-YEAR-OLD	41.5%	30.2%

SOURCE: Jonathan Sher and Stuart Rosenfeld. Public Education in Sparsely Populated Areas of the United States. Washington, D.C.: National Institute of Education, April 1977.

THE GREATEST need for variety in rural curriculum areas is for vocational education. At present, agriculture, home economics, and limited business programs make up most of the vocational education studies. Rural area jobs may be less specialized than those in urban areas, so the students need broader skills. Voc/ag teachers in rural schools could become the best generalists in the vocational area. Sex equity in rural vocational programs also varies widely: in Mississippi only 2% of the females take part in agriculture programs; while it is 21% in Arizona and 42% in Utah.

THE NATIONAL SEMINAR ON RURAL EDUCATION (ERIC/CRESS and NIE 1979) stated that the federal government should provide for formal coordination of federal programs for rural youth, adults, and communities concerned with career/vocational education, adult education, employment training (CETA), and economic development. It also recommended that the federal government sponsor the identification and development of guidance and counseling programs and materials that focus on the unique needs of rural learners.

SPECIALIZED SERVICES can be delivered to rural schools in a variety of ways: setting up intermediate units, training teachers in more than one or two areas, using people in the community with specialized skills, sharing teachers, and sharing students.

Staffing

ONE OF THE MOST serious problems facing rural schools is staffing. Rural school districts have trouble attracting and keeping staff because of the low salaries offered, the limited social contacts, and the inadequate housing. In addition, rural schools cannot afford to hire specialized personnel.

1972 DATA on salaries suggest that salaries drop as the size of the school drops. The median salary received by teachers in metropolitan areas is

$12,276, as compared to $9,429 for nonmetropolitan areas. In counties over 250,000, teachers received, on the average, $12,972 per year; while in counties with a population below 10,000, teachers receive $8,436 per year on the average. Table 2 shows these 1972 figures, with a percentage indication of how much higher the urban salaries are than the rural ones.

TABLE 2

1972 URBAN VS RURAL SALARIES

DESCRIPTION	MEDIAN YEARLY SALARY	% URBAN IS HIGHER
Metropolitan	$12,276	24%
Non-Metropolitan	9,420	
Counties over 250,000	12,972	35%
Counties below 10,000	8,436	
Enrolling 3,000 or more	11,844	47%
Enrolling less than 50	6,252	

SOURCE: Robert E. Herriott. Federal Initiative and Rural School Improvement: Findings from the Experimental Schools Program. Washington, D.C.: NIE, September 1980.

THE SMALL STAFFS at rural schools lack the versatility and flexibility that larger school staffs have. In 1971, only 27% of the rural school systems in the nation had supervisors of instruction, as compared with 97% of the central city systems. Similar comparisons for psychologists indicate that only 7% of the rural schools had psychologists, as compared to 76% for the centeral city systems. Librarians ran at 58% for rural, versus 98%

for urban. Audio visual specialists were 7.2% versus 42%; teacher aides 51% versus 93%, and guidance counselors 50% versus 94%. Table 3 illustrates these figures.

TABLE 3

RURAL VERSUS URBAN PERSONNEL AS OF 1971

PERSONNEL CATEGORY	% IN RURAL SCHOOL SYSTEMS	% IN CENTRAL CITY SYSTEMS
Supervisors of Instruction	27%	97%
Psychologists	7%	76%
Librarians	58%	98%
AV Specialists	7.2%	42%
Teacher Aides	51%	93%
Guidance Counselors	50%	94%

SOURCE: Herriott, Robert E. Federal Initiative and Rural School Improvement. Washington, D.C.: NIE, 1980.

ON THE PLUS side of staffing, administrators who manage small rural schools are likely to have fewer resources and smaller staffs and therefore have the organizational slack to deal with demands for school improvement.

AS STATED PREVIOUSLY, specialized service delivery models can augment staffing. One way is to use intermediate units, but this is not possible in some states. We should be using people in the community to teach the skills they know, for example mechanics. We also need to share teachers with other schools. One alternate delivery model can be found in the state of Arkansas, where seven schools take part in a federal cooperative sharing special education teachers.

RURAL SCHOOL TEACHERS are accountable to the communities where they teach in ways urban teachers are not. For example, rural teachers are expected to live in the community and make most of their purchases there. They are also expected to take on many extra duties within the community. The most dissatisfied rural teachers come from urban backgrounds, while the most successful rural teachers tend to come from communities like the ones in which they teach.

RURAL EDUCATORS need to work with their state departments of education regarding state certification requirements for teachers so that graduating teachers have received training pertinent to the special needs of rural schools. Brigham Young University and Colorado State are two universities with teacher training programs for rural teachers. The New Mexico State University Indian Administrator Rockefeller Training Program is developing special programs for inservice as well as preservice training for rural administrators on Indian reservations.

Barriers to Innovation and Change

RESEARCHERS have probably found out more about the process of change in rural schools than any other issue, but we all need to be more aware of the consequences of change. It should be noted that the amount of change which has taken place is unimpressive when compared to the financial and human resources devoted to the change effort.

ROGERS AND SCHUMAKER (1971) have described five characteristics of a change or an innovation that determine the acceptance of the innovation or its diffusion.

CHARACTERISTICS OF INNOVATION
THAT DETERMINE THE DIFFUSION RATE

1. Relative Advantage - the degree to which an innovation is perceived as better than the ideal it supercedes.

2. Compatibility - the degree to which an innovation is perceived as consistent with the existing values and past experiences of the receivers.

3. Complexity - the degree to which an innovation is perceived as difficult to understand and use.

4. Trialability - the degree to which an innovation may be experimented with on a limited basis.

5. Communicability - the degree to which the results of an innovation are visible to others, also called observability.

ANOTHER IMPORTANT aspect of the change process is that the adopters of the innovation are often barriers to the change taking place. Five adopter categories have been identified by Rogers and Schumaker.

ADOPTER CATEGORIES

- Innovators
- Early Adopters
- Early Majority
- Late Majority
- Laggards

WE USED TO THINK that rural communities were resistant to change. This may no longer be the case. The simpler organizational structure in rural schools may make change easier. There is also some indication that rural communities are far more interested in educational innovation than is commonly assumed.

CERTAIN PROBLEMS in introducing change into rural schools were discovered during the Rural Experimental Schools Program described earlier (Harriot, 1980). The introduction of change may create or intensify conflict among students, teachers, and administrators. The morale of many administrators or teachers may drop, and some may leave--voluntarily or otherwise. Projects often start too fast, with new people being quickly hired. Conflict may intensify between the local community--parents or residents--and the district or school. Community members will become more vocal, and attendance at school board meetings may increase. The willingness of the local community to support schools may wane, and tax and bond levies will likely be defeated. Finally, the change may not be implemented as planned, and is likely to fall considerably short of the intended mark, even though some unintended consequences may result.

Herriott, (1980) identified nine characteristics of rural schools which affect their willingness to accept change:

- the multiple functions of rural schools
- the tension between stability and change in rural communities
- the recency and circumstances of school district consolidation
- the size, geographical dispersion, and population density of rural school districts
- the heterogeneous nature of rural populations
- the limited and precarious economic base
- rural fears of federal colonialism
- the shifting balance of power and authority among rural teachers, administrators, and school boards
- citizens' reservations about the professional license of educators

WHAT IS CLEAR is that the local community must be involved in the change process and the staff of the school must be involved in the planning. The addition of money to a situation alone is not the answer. It may be that we will discover that change needs to be incorporated within the existing financial resources.

Two little sayings need to be kept in mind when thinking about change:

"THE MOST POWERFUL FORCE FOR CHANGE IS SELF INTEREST"

and

"IF CHANGE IS TO BE PERMANENT, THERE HAS TO BE A CHANGE IN ATTITUDE"

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SMALL SCHOOL DISTRICTS: BARRIERS TO EQUAL OPPORTUNITIES FOR STUDENTS?

BY JOHNNY L. VESELKA

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"SMALL SCHOOL DISTRICTS: Barriers to Equal Opportunities for Students?" is the question posed by the doctoral dissertation investigation which I am currently conducting at The University of Texas at Austin. The study focuses on three central issues in the delivery of educational services: (1) curriculum offerings, (2) classroom teacher staffing, and (3) instructional support.

THE STUDY will contribute, hopefully, de facto information and perceptions by superintendents regarding the 1979-80 performances and problems of "small" districts in providing curriculum and instruction for students and will project possible implications and recommendations for a state's future policies toward such districts. The study will attempt to answer the charge that small districts constitute a barrier to the provision of adequate educational opportunity, at reasonable cost for students enrolled. The investigation should have practical consequences for producing evidence on which to base state government policy, ranging from the state-mandated curriculum to the system of state school finance. One of the significant features of the study is that it draws upon the expectations and judgments of those who are responsible for defining the obligations and programs for such districts--the superintendents of schools.

THE DISTRICTS chosen for analysis are those with 1,000 or fewer students in average daily attendance during 1978-79 in the state of Texas. Texas was chosen not because it is so typical in its provisions for small districts, but rather because it has sufficient proportions and ranges of such districts, and of special provisions. In 1978-79, 685 school districts in Texas made up this "small district" category. They comprised nearly 65 percent of all districts in the state, although their combined ADA accounted for only 15 percent of the state's total ADA. Two sources for data are being used: (1) reports from small districts, on file in the Texas Education Agency (most of these provide descriptive data for the 1979-80 school year, but for some statistical information, the reports for 1978-79 are being used); and (2) superintendents of small districts.

SUPERINTENDENTS will furnish two types of evidence: (1) particular practices or status for their respective districts, and (2) individual perceptions of adequacy/inadequacy in their district's present arrangements and/or resources for conveying curriculum/instruction, and perceptions of barriers or problems encountered in seeking adequancy for the district's services to students.

THE INVESTIGATION and report is expected to be completed in early 1981. A copy of the questionnaire distributed to a random sample of school districts with fewer than 1,000 ADA in Texas appears on pp. 53-56. Perceptions obtained from this instrument will be supported by factual data obtained from reports filed with the Texas Education Agency.

CURRICULUM DELIVERY CAPACITY
OF SMALL SCHOOL DISTRICTS IN TEXAS, 1979-80

---PERCEPTIONS OF SUPERINTENDENTS---

Please check the appropriate response or enter the information requested based on your observations/perceptions as superintendent.

1. Your district's ADA for 1979-80?_____
2. At end of 1979-80, total number of years you have served as superintendent of this district?_____ Of other district(s) combined?_____ Total number of years as an educator?_____
3. Please enter the following information on your district for 1979-80:
   Local fund assignment_____; Local maintenance tax revenue_____;
   Total 1979-80 current operating budget_____

Part I. ADMINISTRATIVE STAFFING, 1979-80

4. How many persons (head count) served as school principal(s)?_____ How many of these taught two periods or more, in addition to being a principal?_____
5. In addition to the superintendent and principal(s), how many other persons (head count) served as administrators or supervisors, at least part-time?_____
   Your estimate of the Full-Time-Equivalent of these positions: _____FTE(s)
6. Did you have other helpers in administering or assisting with curriculum and instruction (e.g., Co-op personnel, ESC consultants, consultants retained from outside the district)? Yes_____ No_____ If "yes," in what volume? Check one:
   Minor_____ Medium_____ Much_____

Part II. CLASSROOM TEACHER STAFFING

7. For the number of pupils in Grades K-6,
   the number of teachers employed was: Adequate___ Borderline___ Inadequate___
   If "borderline" or "inadequate," in what respect? Check each that applies:
   (a) One or more classes too large_____; (b) Had to impinge upon duty-free periods_____; (c) Could not provide supplementary specialist teachers (e.g., music, special ed., resource, P.E., etc.)_____; (d) Other_____
   _____
8. For the number of pupils in Grades 7-8,
   the number of teachers employed was: Adequate___ Borderline___ Inadequate___
9. For the number of pupils in Grades 9-12,
   the number of teachers employed was: Adequate___ Borderline___ Inadequate___

10. In Grades 7-12, because of the limit upon the number of teachers you were able to employ, were some students deprived of courses really necessary?

Yes____ Uncertain____ No____

11. On average, what percent of teacher vacancies do you have yearly? Please check:

(a) In Grades K-6, approximately: 15% or less____ 16-25%____ above 25%____

(b) In Grades 7-12, approximately: 15% or less____ 16-25%____ above 25%____

12. Superintendents in some districts report "great difficulty" in locating and/or attracting fully certified teachers to fill certain vacancies. Solely with respect to vacancies you have had in recent years, please list those positions, if any, giving you great difficulty:

(a) In Grades K-6_____

(b) In Grades 7-12_____

_____

13. Superintendents I have interviewed were asked, "What proportion of your K-6 teachers get outstanding results in conveying the curriculum to the students they teach?" Estimates ranged from 10% to 60%. Your estimate?_____%

Estimates for Grades 7-12 ranged from 20% to 50%. Your estimate?_____%

14. One veteran small school superintendent has observed that, "Under present Texas arrangements, only wealthy small districts can provide an adequate high school teaching staff." Your reaction: Strongly agree_____ Strongly disagree_____

Some truth, but too sweeping_____

15. In order to staff the district's curriculum in 1979-80, to what degree did you find it necessary to use: (Please check)

	Not at All	(1 or 2)	(3 or more)
(a) emergency teaching permits (TEA)	_____	_____	_____
(b) special assignment permits (TEA)	_____	_____	_____
(c) temporary classroom assignment permits (local)	_____	_____	_____

Part III. CURRICULUM OFFERINGS

A. Your Elementary (K-6) Offerings.

16. These (elementary offerings) meet accreditation requirements, in your opinion:

Excellently ____; Satisfactorily or better____; With some insufficiencies____.

17. From interviewee reports, I list "insufficiencies" cited by some superintendents. Please check each one which, in your opinion, is true for your present elementary curriculum offerings: (a) lack of adequate instruction for pupils who have difficulty learning to read_____; (b) not enough instruction in oral communication_____; (c) need more instruction in written composition for average and above-average pupils_____; (d) art, music and drama are too scanty_____; (e) inadequate instructional materials and equipment to teach science, social studies, and/or language arts_____; (f) above-average and gifted students are shortchanged by our course offerings_____; (g) jot down any others:_____

_____

B. Your Grades 7-8 Offerings.

18. Accreditation standards require that, in Grades 7-8, supplementary offerings amounting to 450 clock hours be offered to students, in addition to the minimum requirements, from the following courses. Check the ones your district provides:

Second Languages_____; Art_____; Music_____; General Homemaking_____;

Health_____; Occupational Training_____; Speech_____; Theatre Arts_____;

Business Education_____; Industrial Arts_____; Extra Science_____; Extra P.E._____;

Add others you offer:_____

C. Your High School Curriculum.

19. For high school graduation, how many units must a student earn?_____

In total (counting all optional and half-units), how many unit credits are made available by your course offerings? 18_____; 19-23_____; 24-28_____; 30 or more_____.

20. Please react to the following opinion voiced by one superintendent interviewee: "Small school districts are doing as well for high school students as city and suburban districts are." For your district, what is your judgment?

Strongly endorse_____; More true than untrue_____; Presently, cannot agree_____

21. Here is an "Unmet Needs List" emerging from interviews with superintendents. Please check each item which appreciably characterizes your district and its high school curriculum offerings:

(a) insufficient variety of occupational education offerings_____; (b) too few advanced academic offerings for college-bound students_____; (c) too many courses dominantly college-preparatory in content and grading_____; (d) lack of courses, either credit or non-credit, to remedy student shortfalls in basic skills_____; (e) too many preparation for teachers assigned to key subject areas_____; (f) aspirations by families and students are too low_____; (g) actual instructional day is too short_____; (h) cannot get enough teachers really knowledgeable in their subject area_____; (i) standards enforced by teachers for student achievement are too low_____; (j) please jot down any others you consider to be of pressing importance:_____

_____

Part IV. CURRICULUM/INSTRUCTION SUPPORT

22. How do you value the assistance in curriculum and instruction development which your district receives from your Education Service Center? Check one:

Top flight/very effective_____; Decidedly useful/effective_____; Scanty but useful_____; Not worth the energy expended_____.

23. Of the following services, for which ones do you wish you could get more assistance from the Education Service Center? Please check: (a) leadership and staff assistance in the accreditation planning process____; (b) direct curriculum and instruction consultative services to teachers____; (c) instructional media (audio-visual materials, visual duplication, etc.)____; (d) inservice education/staff development programs____; (e) support services(co-op units)____.

24. The adequacy of resources to help teachers with the instructional program in districts your size is an important consideration. Please comment upon the accuracy of each statement by checking the appropriate response:
Choices: (1) Decidedly true here (2) Somewhat true here (3) Not true here

	1	2	3
(a) The superintendent cannot give much attention to the instructional program because he is too swamped by other duties.			
(b) School principals are able to provide adequate consultantship and supervision in curriculum and instruction.			
(c) Principals and teachers take little part in the inservice education activities offered by the ESC.			
(d) Although ESCs and TEA are supposed to furnish consultants to work inside districts on instructional programming, individual teachers seldom get much help.			
(e) When ESC inservice education does get patronized, the patrons get a lot of practical assistance that helps them on the job.			
(f) The district itself (apart from ESC and/or TEA) provides good inservice education for its professional personnel.			
(g) The curriculum frameworks issued by TEA get little attention/use by teachers.			
(h) Most teachers give satisfactory patronage to the audiovisual and other learning resources available from the ESCs.			
(i) The district's own libraries and other learning resource centers are minimal in their holdings.			
(j) The district's own libraries and other learning resource centers are not operated by an adequately prepared specialist.			

INFORMATION & SERVICE RESOURCES

"A State Service Center Delivery Model: Regional Education Service Centers in Texas" by Dr. Thomas Lawrence

"Texas, Project CITE: An Information Resource for the Region" by Jan Anderson

"Special Education Training for Rural Areas" by Dr. Joyce Evans

A STATE SERVICE CENTER DELIVERY MODEL: REGIONAL EDUCATION SERVICE CENTERS IN TEXAS

BY DR. THOMAS LAWRENCE

Thomas Lawrence has been Executive Director of Region 14 Education Service Center, located in Abilene, Texas, since 1969. Prior to that he was Program Director for Title I and Migrant Education at the Texas Education Agency (TEA) and a consultant in guidance. He has taught at the elementary, secondary, and college levels and has been a principal. Lawrence is past president of the Rural/Regional Education Association. He received his Ph.D. from The University of Texas at Austin in the Social and Philosophical Foundations of Education.

General Information

IN 1965, the Texas legislature authorized the State Board of Education to develop plans and operating procedures for a statewide system of regional education media centers to be supported with equal amounts of state and local funds. Under Senate Bill 408, the state of Texas established Regional Education Media Centers. Their purpose was to provide educational media materials, equipment, and maintenance thereof, and to be sources to participating free public school districts.

IN 1967, prior to the activation of the media centers, and at the request of the State Board of Education, the legislature broadened the scope of the 1965 legislation to include provisions for establishing Regional Education Service Centers.

THE PHILOSOPHY of the education service centers is that they are part of the local school system: they exist to provide the school systems with services. This is essentially a partnership approach. Service centers

have no regulatory authority, no taxing authority, and participation by local school districts is strictly voluntary. In essence, the centers are to make services that are available anywhere, available everywhere.

PRESENTLY there are twenty such centers in the state. Their locations and the areas they serve are indicated on Figure 1. The geographic size of the regions is determined to a large degree by the ADA of school districts in the area. The original intent was that each center should serve a minimum ADA of 50,000 students. Three of the regions in central west Texas do not quite reach this figure at the present time.

TABLE 1 provides information about the location, number of counties in the region, number of LEAs, area in square miles, distance to farthest LEA, defined ADA, wealth per student, and size of professional staff for each of the serivce centers.

Governance

ALTHOUGH the centers are political subdivisions of the State of Texas and under the policies of the State Board of Education, governance is vested in a seven-person board of directors elected by the trustees of the participating school districts. Center board members are lay citizens and cannot be employees or board members of any of the participating districts. Members are elected for three-year terms and cannot serve more than two consecutive terms. Most of the centers have divided the regions into broad areas in an attempt to equalize representation from all parts of the region.

THE CENTER BOARD serves essentially the same functions as a local school district board. One of the chief functions is that of employing an executive director. Executive directors, selected by the regional boards, must be approved by the Commissioner of Education. A list of the 20 executive directors appears on p. 63.

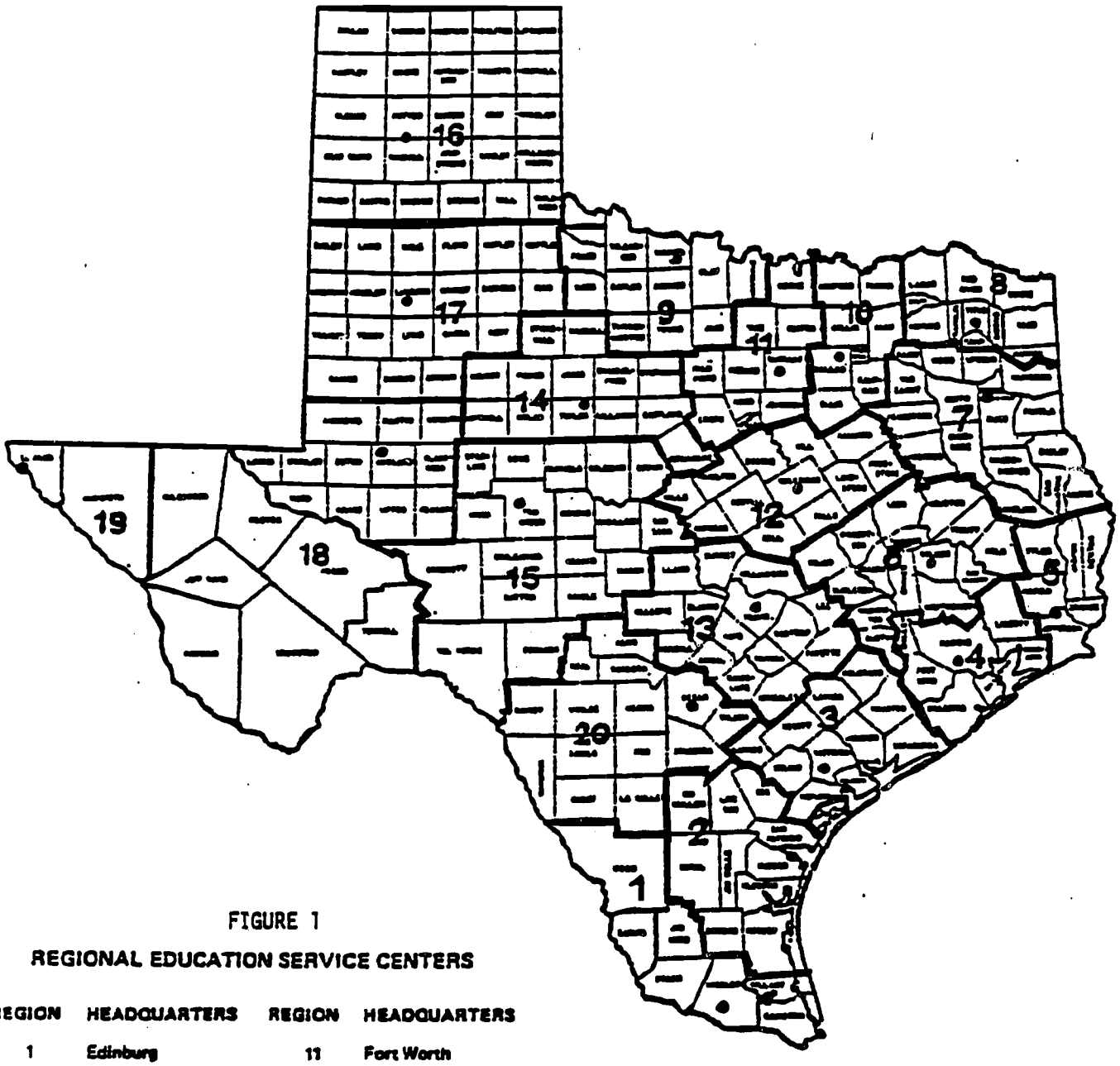

FIGURE 1

REGIONAL EDUCATION SERVICE CENTERS

REGION	HEADQUARTERS	REGION	HEADQUARTERS
1	Edinburg	11	Fort Worth
2	Corpus Christi	12	Waco
3	Victoria	13	Austin
4	Houston	14	Abilene
5	Beaumont	15	San Angelo
6	Huntsville	16	Amarillo
7	Kilgore	17	Lubbock
8	Mount Pleasant	18	Midland
9	Wichita Falls	19	El Paso
10	Richardson	20	San Antonio

TABLE 1

SELECTED 1977-78 DESCRIPTIVE DATA FOR TEXAS REGIONAL EDUCATION SERVICE CENTERS (RESCs)

Region	Headquarters Location	Number of Counties	Number of LEAs	Area in Square Miles	Distance to Farthest LEA	Refined ADA	Wealth Per Student	Size of Professional Staff
I	Edinburg	7	39	10,514	145	147,984	$ 39,029	70
II	Corpus Christi	11	45	11,414	101	94,523	88,009	15
III	Victoria	11	41	10,833	85	50,442	140,291	21
IV	Houston	7	56	6,856	85	513,722	93,821	98
V	Beaumont	6	30	5,152	70	83,362	81,205	23
VI	Huntsville	15	60	12,110	125	78,157	90,370	79
VII	Kilgore	17	100	13,305	111	122,170	88,706	41
VIII	Mount Pleasant	11	49	6,419	70	48,534	71,313	25
IX	Wichita Falls	12	40	10,513	70	37,427	85,345	32
X	Richardson	8	81	6,548	73	347,930	76,447	103
XI	Fort Worth	10	82	7,745	87	206,071	67,939	37
XII	Waco	12	82	11,316	100	89,619	62,230	45
XIII	Austin	15	60	12,957	90	126,995	79,748	93
XIV	Abilene	13	51	12,155	100	43,123	148,365	29
XV	San Angelo	18	49	25,224	165	42,314	85,522	26
XVI	Amarillo	26	74	25,805	150	68,647	125,115	44
XVII	Lubbock	20	65	18,966	112	79,757	142,231	33
XVIII	Midland	19	33	37,145	250	65,030	166,146	25
XIX	El Paso	2	13	5,095	120	102,439	44,762	53
XX	San Antonio	14	50	15,945	150	226,957	48,135	94
TOTAL/AVERAGE		254	1100	266,018	113	2,576,002	$ 82,809	992

Sources: Stephens' multi-state ESA study, TEA data tapes for 1977-78 and Cis Myers (Office of the Lieutenant Governor), Regional Education Service Centers in Texas.

From:

Factors Influencing Local Education Agency Participation in the Programs and Services of Education Service Agencies in the State of Texas, Stephens Associates, October 1979

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A JOINT COMMITTEE composed of one representative from each district and teacher preparation institution serves as an advisory panel to the executive directors and board of directors and conducts an annual evaluation of services. Other advisory committees are appointed as needs arise.

Finances

THE EDUCATION service centers do not have taxing authority and therefore are dependent upon state appropriations, special projects and programs, and service fees for operational funds. The availability of dependable and flexible operating funds continue to plague most of the centers.

CURRENT legislation authorizes .045 per cent of the state's foundation school program, excluding some operational funds, for the operation of the centers. However, in the 1979 session of the Texas legislature, only $3,500,000 was appropriated. Each of the centers receives a base of $200,000 from these "base" funds and the remainder of the appropriation is allotted on the basis of ADA. The state provides up to $1.00 per ADA in matching funds for media serivces, and about $1.00 per ADA for data processing services.

SOME STATE support is also provided for special education, bilingual education, gifted and talented education, and school bus driver training. Federal support is also received, some centers receiving monies directly from the U. S. Office of Education and all receiving state administered federal monies. Sources of funds and totals are shown for each center in Table 2.

Facilities

ANOTHER PROBLEM for the centers has been in securing adequate facilities. Without bonding authority and limited by State Board of Education policy

TABLE 2

Regional Education Service Centers
Revenue Source/Approximate Amount
1978-79

(Source: Independent Audit Reports)

Headquarters	ADA (1978-79)	Local	State	Federal Sources: Direct from USOE	Federal Sources: State Administered	Total Federal	GRAND TOTAL
Edinburg	152,137	$ 1,769,234	$ 1,695,402	$ 325,191	$ 1,883,498	$ 2,208,689	$ 5,673,325
Corpus Christi	94,177	459,228	1,129,910	--	1,217,171	1,217,171	2,806,309
Victoria	49,943	868,208	698,730	--	912,166	912,166	2,479,104
Houston	523,099	6,543,252	5,129,041	321,126	2,100,724	2,421,850	14,094,143
Beaumont	82,412	354,306	751,390	--	350,369	350,369	1,456,065
Huntsville	81,150	455,001	1,444,611	3,860	1,511,937	1,515,797	3,415,409
Kilgore	123,424	526,879	1,658,392	--	749,220	749,220	2,934,491
Mt. Pleasant	48,333	339,869	940,731	5,310	156,721	162,031	1,442,631
Wichita Falls	36,872	518,326	783,607	96,892	652,031	748,923	2,050,856
Richardson	348,303	3,984,278	2,746,688	77,129	1,654,168	1,731,297	8,462,263
Fort Worth	208,687	1,281,648	1,744,988	43,642	1,238,688	1,282,330	4,308,966
Waco	88,513	394,570	1,369,464	101,264	1,602,552	1,703,816	3,467,850
Austin	128,929	1,467,299	1,307,869	142,702	4,076,862	4,219,564	6,994,732
Abilene	42,563	282,761	688,596	--	1,951,872	1,951,872	2,923,229
San Angelo	42,155	387,279	950,088	--	1,355,473	1,355,473	2,692,840
Amarillo	68,294	789,053	1,165,444	515,853	1,104,425	1,620,278	3,574,775
Lubbock	77,815	1,041,528	1,009,805	--	706,468	706,468	2,757,801
Midland	64,080	348,183	769,301	--	686,719	868,719	1,804,203
El Paso	103,043	1,450,269	1,304,736	66,276	1,080,933	1,147,209	3,902,214
San Antonio	226,647	3,825,290	3,012,152	089,620	2,389,691	3,279,311	10,116,753
TOTAL	2,590,576	$27,086,461	$30,300,945	$2,588,865	$27,381,688	$29,970,553	$87,357,959

to fiscal year borrowing, the centers have had to improvise to find housing. By now, through various lease agreements and saved operations money, most have either completed or started construction on permanent locations.

Relationship With the Texas Education Agency

AS HAS PREVIOUSLY been mentioned, center operations are governed by State Board of Education policy. These policies have not been overly restrictive. The twenty executive directors form the Commissioner's Planning Council for elementary and secondary education meet monthly with the Commissioner, the Deputy Commissioner, the Associate Commissioner and key Texas Education Agency personnel to discuss plans and programs.

Accountability

SOME CONCERN has been raised about the lines of accountability for the service centers. The first line is to the districts served and to the board of directors. Legislation requires that within each five year period each center must conduct a self-study and an evaluation by an outside panel of experts. Additionally, during the same period the Texas Education Agency conducts an exhaustive management and services audit.

Programs and Services

PARTICIPATION by school districts in the programs and services provided is strictly voluntary. The most valid evaluation of a center is the degree to which districts participate. The centers have absolutely no regulatory functions.

THE OFFERINGS vary from center to center depending to a large extent upon local needs. Media, data processing, planning and evaluation, accreditation assistance, special education assistance, bus driver training, assistance with the gifted and talented, and basic skills improvement leadership are

common to all twenty. The lack of commonality has caused researchers and legislators problems in trying to neatly describe the centers.

INTERESTED persons can find complete program profiles from all twenty centers in the Office of Associate Commissioner, Dr. James Hill, located at the Texas Education Agency, Austin, Texas.

Region 14 Education Service Center

FIGURE 2 shows the thirteen counties and the school districts served from the Abilene headquarters. A study of the list of districts and the ADA of each, found in Table 3, clearly illustrates that Region 14 serves mostly small and rural school districts. Only six districts have over 1,000 pupils. Only three districts have instructional support personnel or vocational education supervision. Most small schools do not have supervisory curriculum personnel. In Region 14, approximately 20% of the students are Mexican American, 5 to 6% Black, and the remainder Anglo. District size, absence of instructional support, and other factors associated with sparsity determine the parameters for most of the services provided.

TABLE 4 provides information about the 1980-81 budget. It shows the anticipated revenue and spending plan for 1980-81. Of the total amount, all but about $282,000 is for specific programs, contracts, or other categorical projects; 50% represents federal monies, 37% state, and the rest is from school districts served.

THE GOALS of the Region 14 Education Service Center have been developed and reviewed in terms of: (1) relationship to the goals of the State Board of Education, (2) alignment with major education service center functions, and (3) future projected priorities. The intent of such an approach has been to establish goals which are compatible with state-wide priorities, yet which reflect the priority missions of the center.

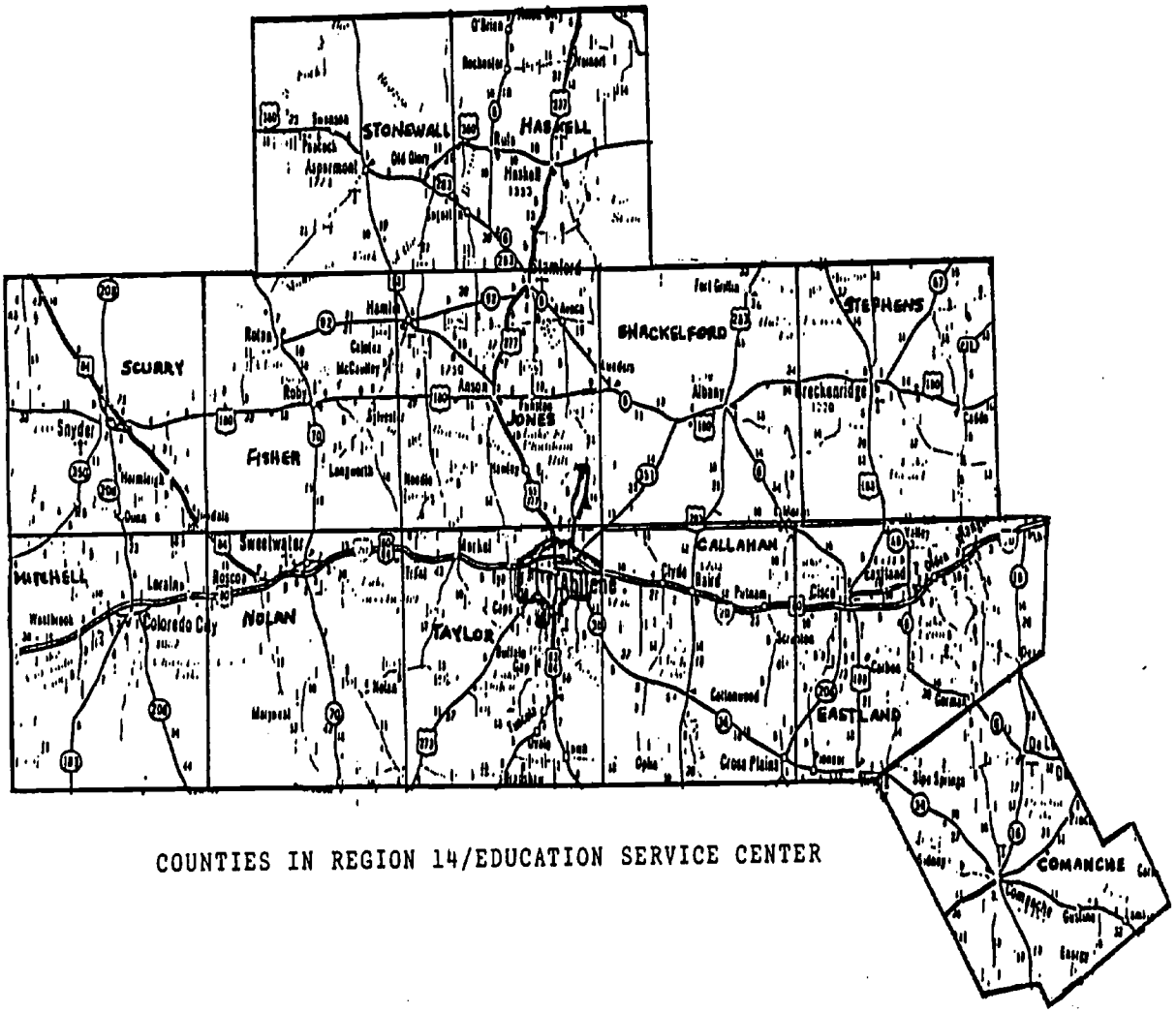

FIGURE 2

COUNTIES IN REGION 14/EDUCATION SERVICE CENTER

TABLE 3

REGION14/EDUCATION SERVICE CENTER
SCHOOL DISTRICTS AND AVERAGE DAILY ATTENDANCE 1979-80

DISTRICT NAME	ADA
CROSS PLAINS ISD	399.970
CLYDE ISD	965.650
BAIRD ISD	410.310
EULA ISD	350.040
COMANCHE ISD	1,119.780
DE LEON ISD	693.300
GUSTINE ISD	155.290
SIDNEY ISD	135.250
CARBON ISD	116.640
CISCO ISD	816.110
EASTLAND ISD	757.460
GORMAN ISD	297.890
RANGER ISD	562.790
RISING STAR ISD	266.800
HOBBS ISD	90.030
MCCAULLEY ISD	82.880
ROBY ISD	321.670
ROTAN ISD	504.550
HASKELL ISD	715.920
ROCHESTER ISD	184.030
RULE ISD	232.020
WEINERT ISD	82.980
PAINT CREEK ISD	56.820
ANSON ISD	792.560
HAMLIN ISD	724.430
HAWLEY ISD	539.660
LUEDERS-AVOCA ISD	192.220
STAMFORD ISD	885.870
COLORADO ISD	1,311.060
LORAINE ISD	303.650
WESTBROOK ISD	147.550
ROSCOE ISD	450.020
SWEETWATER ISD	2,640.080
BLACKWELL ISD	93.940
DIVIDE ISD	74.270
HIGHLAND ISD	110.230
HERMLEIGH ISD	170.320
SNYDER ISD	3,056.990
IRA ISD	149.610
ALBANY ISD	485.490
MORAN ISD	99.540
BRECKENRIDGE ISD	1,700.830
ASPERMONT ISD	301.720
OLD GLORY ISD	40.060
ABILENE ISD	15,717.530
MERKEL ISD	961.160
TRENT ISD	151.150
JIM NED ISD	482.990
HYLIE ISD	794.980
Hamby ISD	80.630
	41,776.920

TABLE 4

REGION 14/EDUCATION SERVICE CENTER
1980-81 BUDGET

REVENUE	1980-81
Local	447,368
State	1,534,344
ESEA(Federal Funds)	2,078,587
DIRECT FEDERAL	
INTERMEDIATE SOURCES	75,483
Total	4,135,782

EXPENDITURES	1980-81
By Major Categories:	
6100-Payroll Costs	3,032,595
6200-Purchased & Contracted	459,883
6300-Supplies & Materials	304,237
6400-Other Operating Exp. (Travel, etc.)	225,362
6600-Capital Outlay	80,870
Total	4,102,947

By Functions		1980-81
10	INSTRUCTIONAL SERVICE	
	11 Instruction	$1,756,033
20	INSTRUCTIONAL RELATED SERVICES	
	21 Instructional Administration	329,469
	22 Instructional Resources & Media	219,885
	25 Curriculum & Personnel Development	2,611
	26 Communication & Dissemination	16,370
30	PUPIL SERVICES	
	31 Guidance & Counseling Services	774,307
	33 Health Services	105,945
	34 Pupil Transportation	1,900
	37 Food Services	2,650
40	ADMINISTRATION	
	41 General Administration	602,849
50	PLANT SERVICES	
	51 Plant Maintenance & Operation	59,170
	52 Facilities Acquisition & Construction	
70	DATA PROCESSING SERVICES	
	72 Computer Processing	186,270
80	ANCILLARY SERVICES	
	81 Community Services	45,488
	Total	4,102,947

THE CENTER'S GOALS are arranged under eight broad categories called Functional Areas:

100	Instructional Materials
200	Staff Development
300	Planning and Development
400	Institutional Support
500	General Center Operations
600	Student Services
700	Community Services
800	School Board Development

THIRTY-SEVEN specific goals of the center appear under the various Functional Areas. These 37 goals are undergirded by 100 indicators which further define and specify the meaning of the goals.

EACH YEAR, the staff of Region 14 Education Service Center prepares a Master Plan which is related to the goals and functional areas. Progress toward meeting these goals is tracked through computerized management information. The functional areas and goals have been included in Appendix D, p. 125.

PROGRAMS AND SERVICES for Region 14 Education Service Center are developed through need assessment data, funding possibilities, and in conjunction with the center goals. The need for special services seems to grow annually. The low incidence of some learners with special needs make some services rather expensive — but they are still available.

DURING the 1979-80 school year, the staff of Region 14 drove over 300,000 miles providing services to the 50 districts. They conducted 399 workshops for over 15,000 participants, spent over $150,000 for new materials, and circulated almost 35,000 films and kits.

SOME additional explanation could be made about all of the center programs, but special note should be given to the following four services that are provided the small districts.

MIGRANT EDUCATION COOPERATIVE

Since the districts are so small the number of migrant students in each is also small, making it difficult, if not impossible, for each district to have its own program. Region 14 has developed a plan to include over 20 districts in one giant flexible project. Personnel, materials, staff development, and program assistance are provided to all districts.

TITLE I COOPERATIVE

This effort is very similar to the migrant program with the notable exception that the center does not receive support funds from Title I. Participating districts pay a small fee for participation.

SUPPORT SERVICES COOPERATIVE

The State Legislature, in its last session, provided .6 of one personnel unit to each district with an ADA of fewer than 1,000 students to be used cooperatively with other districts to provide support services needed to meet accreditation standards. The education service centers were given planning and management responsibilities for these programs. Currently, 28.5 personnel units are being used to provide counselors, nurses, librarians, instructional specialists, and planning specialists to the districts of the region.

TAYLOR/CALLAHAN SPECIAL EDUCATION COOPERATIVE

In Texas, districts with fewer than 3,000 students in attendance are asked to enter into cooperation with other districts to reach a minimum base of 3,000 for the provision of special education services. This insures a cost effective way of providing diagnosticians, counselors, and other special services. The districts of Taylor and Callahan counties have formed such a cooperative and Region 14 Education Service Center serves as fiscal manager.

Where Do We Go From Here?

ONLY time will tell about future finances for the education service centers in Texas. It is hoped that base funding will be restored to the .045 level. Planners do see some new services on the horizon. Cooperatives for teaching

advanced math and science, the arts, vocational subjects, and foreign language may follow the lead set by the Region 14 migrant and Title I efforts. There seems to be a need for additional specialists for profoundly handicapped children.

WHAT are the constraints? Reluctance of local educators to enter cooperatives, distances to remote schools, lack of "hard" finances, and problems of attracting and keeping good staff members, to name a few.

MUCH WORK remains in order to make the education service center system as effective as it should be in providing for the needs of our small and rural districts.

TEXAS' PROJECT CITE: AN INFORMATION RESOURCE FOR THE REGION

BY JAN ANDERSON

Jan Anderson is Manager of Project CITE (Coordinating Information for Texas Educators), established in 1975 by the Texas Education Agency, supported with funds from the National Institute of Education. Anderson has been with Project CITE since the beginning and has made numerous presentations throughout the region regarding CITE services. During the presentation she demonstrated an online computer search.

PROJECT CITE was established by the Texas Education Agency in 1975 with funds from the National Institute of Education's state dissemination capacity building grants. It is now supported by state administered funds and supplemented by the education service centers. CITE was built upon a smaller search service, Texas Information Service (TIS), available for three years before CITE. CITE serves the staff of the Texas Education Agency, educators throughout Texas via a linking system of twenty regional service centers, and, with the support of the Regional Exchange at Southwest Educational Development Laboratory (SEDL/RX), the state departments of education in Arkansas, Louisiana, Mississippi, New Mexico and Oklahoma.

CITE DELIVERS information in the form of individual packets, resource bibliographies on selected topics, and curriculum guides. A major part of Project CITE's service is based on computerized retrieval of information from ERIC and other data banks. In addition to the computer-based information, the search service houses an impressive collection of print resources, as well as a complete collection of the ERIC files. These materials are a major source of information for the resource bibliographies and are used to provide follow up to search requests.

TEXAS' STATEWIDE regional service center network provides an ideal link of CITE services to educators around the state. Each center employs a CITE contact person who is responsible for promoting CITE services, recording clients requests, and forwarding them to the CITE office in Austin. It is the contact person who receives the completed search and delivers it to the client. Each regional service center subscribes to CITE, using a graduated scale that allows from 20 to 145 searches per three-month period. Each contact person is CITE's critical link in that part of the state, and a continuing program of contact meetings, training sessions, and day-to-day communication is maintained to assure a strong network across Texas. By its fifth year of service CITE was responding to approximately 775 information requests per quarter during the yearly peak period.

CITE PROVIDES similar information search services to the other states in the SEDL/RX region, the amount and kind of service depending upon whether a state has its own search service and the particular services offered. The search request is channeled through the dissemination division of the particular state education agency and is responded to directly by CITE. Below is a summary of CITE services to the SEDL/RX states, which is also a good description of the services CITE offers Texas educators. Following the description of services is a list of CITE contacts in each of the six states.

SUMMARY OF CITE SERVICES TO SEDL/RX STATES

1. Computer searches of ERIC (approximately 50 citations with abstracts).

2. As a followup to the ERIC search, each client receives, at no charge, 10 ERIC documents on microfiche and 5 journal articles.

3. In addition to the 10 ERIC documents, a client may purchase additional titles for $.20/sheet of microfiche. (Each title averages 2 sheets.)

4. In addition to the 5 articles with each computer search, a client may purchase additional articles for $.15/page. (This is our charge from the journal clearinghouse from which we order.)

5. Manual searches of the CITE Resource Center collection.

6. Full searches: Includes both computer and manual information.

7. "Resource Bibliographies" on selected topics. These are bibliographies prepared inhouse of resources available on the subject. They include an ERIC bibliography, journal articles, chapters from books, TEA publications, and microfiche of curriculum guides or ERIC documents. We can provide multiple copies of the Resource Bibliographies.

8. From the CITE Resource Bibliography, a client may order 5 of the items on the bibliography. This will be ordered on an Item Order Form.

9. If one of the items on the Item Order Form is the ERIC bibliography or abstracts of curriculum guides, the client may followup again with an order of 10 microfiche and/or 5 journal articles.

10. A client may order abstracts of curriculum guides on a particular subject.

11. As a followup to the curriculum guide abstracts, the client may select 10 guides to receive on microfiche.

12. Paper copy of any microfiche document may be ordered for $.15/page.

SEDL/RX STATE CONTACTS

Texas	
Linda Kemp (state department personnel)	512/475-3567
CITE staff (public school personnel)	512/476-6861
Oklahoma: Project SEEK	405/521-3331
Jack Craddock	
Janell Lee	
Wilda Copeland	
Arkansas: Project AID	501/370-5036
Sara Murphy	
Capi Flynn	
Donna Page	
Diane Williams	
Mississippi: Dissemination Awareness Program	601/354-7329
Jimmy Jones	
John Barlow	
Yvonne Dyson	
New Mexico: Project FOCUS	505/827-5441
Dolores Dietz	
Karen James	
Louisiana: State Department	504/342-1155
Barbara Abshire	
Sharon Ebarb	
Lani Urbatsch	

SPECIAL EDUCATION TRAINING FOR RURAL AREAS

BY DR. JOYCE EVANS

Joyce Evans is Director of the Division of Special Projects at Southwest Educational Development Laboratory. The Division provides field-based training for professionals and paraprofessionals in day care and home care settings as well as public school settings, in both urban and rural areas. She is the author of numerous publications, including the School/Home Observation and Referral System (SHORS), Working with Parents of Handicapped Children, and When You Care for Handicapped Children. The latter, a 500-page guide, was provided each of the participants. Evans has a Ph.D. from The University of Texas at Austin in Special Education.

THE SPECIAL PROJECTS Division at Southwest Educational Development Laboratory is concerned with development of materials for teachers and paraprofessionals and with the training of trainers, teachers and paraprofessionals. General training which the Division provides takes place in public school settings (4-year-olds through 3rd grade) and in child care settings (ages 0 to 8). Training to teach handicapped children takes place in public school settings and involves special education classes (ages 3 to 8) and mainstreamed classes (K through 3rd), and in child care settings (ages 0 to 8). Finally, the Division is currently developing materials and workshops designed to teach general training skills to trainers.

THROUGH EXPERIENCE we have found that the most effective training is applicable, practical, active, and creative. Our training is site-specific, geared to the needs of each site; it is concrete, hands-on training which makes abstract concepts understandable. We include teachers and paraprofessionals in planning as a way to ensure active involvement. Our training applies to any curricula already in effect and covers a wide range of topic areas from child development to serving the handicapped.

WORKSHOPS can last from one-half day to three days to one week, depending on site requirements. They can consist of a combination of several three-hour worksessions focusing on specific topics. Each worksession includes a sequence of short, action-oriented activities which alternate quiet with active learning, role-play with simulation, discussion, demonstration and games. Each worksession covers one main topic in depth.

HERE IS AN EXAMPLE of an opening activity which we have designed for teaching children language development. We stress a simple-sounding yet profound principle: experience plus words equals language. This is written on a poster and is continually referred to and reinforced throughout the work-session.

TO DEMONSTRATE what this means and to simulate how children learn, we hand out a variety of objects and substances, most of which are unfamiliar to participants--such as marzipan, seaweed, a screening tool, a corn cobber. We ask the participants to identify these items suggesting that they use their senses to do so. Much tasting, touching, smelling and discussion results. After the items are identified (and several are usually not identified correctly), we ask participants what they did to identify them. The answer usually is, "We tasted it. We touched it." We remind them that they discussed among themselves what the items were, comparing the unfamiliar things with things they knew. In other words, they used their prior experiences in addition to their senses. We point out that unless a child has experience with something, the child will not have the words to describe it. In other words, will not have the language. We then remind the participants about the principle on the poster.

THIS ACTIVITY is a good example of the experiential-based approach which we incorporate into most of our training sessions. Unless training is based on the participants' experiences, it will not have meaning to them.

THE FOLLOWING is a list of the topics and titles of the training sessions we have developed.

WORKSESSION TOPICS AND TITLES

Materials

- Introducing Classroom Materials: The Very Beginning
- Selecting, Using and Adapting Materials
- Materials for Handicapped Children

Classroom Management

- The Art of Mainstreaming
- Behavior Problems
- The Teaching Team

Motor Development

- Moving to Learn
- Games for the Mainstreamed Classroom
- Playground and Outdoor Activities
- Flexing, Stretching, and Relaxing

Language Development

- Communicating with Children
- Talking to Learn and Learning to Talk
- Listening to Learn
- Storytelling
- Teaching Children with Language Problems
- The Bilingual/Bicultural Child

Art/Music/Drama/Science

- Art for the Handicapped
- Drama and Puppets
- Music for the Handicapped Child
- Easy Science Activities
- Science in the Mainstreamed Classroom

Health & Safety

. Emergency Child Aid
. Safety Precautions
. Children and Health

Infants and Toddlers

. Infant Care
. Understanding Infants
. Teaching Toddlers
. Activities for Infants and Toddlers

Parents

. Parents Are Our Best Resources
. Understanding Parents of Handicapped Children

Handicapped

(Note: other worksessions could be placed in this category.)

. What is a Handicap?
. Identifying Children in Need of Referral
. Auditory Problems
. Visual Problems
. Individual Planning (EP/IEP)
. Teaching Children with Language Problems

THROUGH EXPERIENCE the Special Projects Division has developed several recommendations for delivering special education training to rural schools. A key to the problem of rural staffing for special education is to identify local teachers who are going to remain in the school and then to train these teachers. They in turn will be able to train other teachers. We also believe that training should leave participants capable of being their own resources and not continually dependent upon consultants.

RURAL TEACHERS often do not have access to information about commercial materials and there are no convenient places to purchase them. Our training stresses non-commercial materials which teachers can make without spending a

lot of money. Materials especially adapted for handicapped children are often quite expensive, and rural schools sometimes have small budgets. We have found as well that when teachers invest their own time and energy into making something, they will use it.

SINCE RURAL SCHOOLS often have a limited amount of resources, we believe they need to be careful in choosing consultants. It is important for a school to decide first what the consultant is to do--since consultants deliver very different kinds of services ranging from lectures to demonstrations to actual training. What the consultant is to do will of course depend upon what the teachers' and school's needs are. Then a school should check the work references a consultant provides before making a final decision. These recommendations are summarized below.

SPECIAL EDUCATION TRAINING
FOR RURAL SCHOOLS

- Identify and train key teachers who in turn will train the other teachers.
- Provide training which will help participants become their own resources.
- Teach participants to make their own materials.
- Choose consultants based on the needs of the school or the teachers and check out the consultants' references.

CONCLUSIONS & RECOMMENDATIONS

ONE OVERRIDING conclusion that surfaced during the conference is that rural does not mean the same thing across all areas of the United States. The rural experience is a diverse one and it is difficult if not impossible to come up with a single definition for the term rural. Although there are problems which are common across and within rural areas, the areas are characterized by diversity not homogeneity.

THIS FACT seems to have been overlooked at the federal level and by the general populace. Two major misconceptions have been to equate rural with agricultural and to think of rural as inferior to urban. For many Americans, rural connotes a static picture, but there are many changes taking place in rural areas. The most obvious is the population shift to rural areas which began in 1970, reversing a one-hundred-year-old trend. A change not generally known yet, is that rural achievement scores are rising in comparison to inner city achievement scores. In addition, rural schools can offer students a low student-teacher ratio and the opportunity to take active roles in many kinds of school activities. These are characteristics which make private schools seem desirable to some parents.

WITH THE OBSERVATION that rural is diverse, came a natural question which is not easily answered: With the heterogeneity of the rural experience, is there a common core of interests sufficient in scope for rural to be a useful category? If so, how can this be articulated? If not, what would be possible as reorganizing concepts to re-channel our energies for rural education?

PARTICIPANT CONCERNS voiced during the conference corroborated the issues most highly ranked by the SEDL/RX survey: curriculum, achievement, staffing, resources, and change. In addition, the issue of finances, closely related

to resources, was also a reoccuring theme. Regarding curriculum, no truly rural curriculum exists. It is necessary to encourage the development of a rural curricula or rural adaptations of existing curricula. Questions from participants on this subject ranged from one about the basic definition of education--Are we talking about basic skills and attitudes or college preparation, or vocational training, etc.?--to an administrative concern about the supervision of instructional programs. The kind and extent of vocational education was an issue raised as well. Participant concerns pertaining to curriculum appear in Appendix B, pp. 115-116.

PARTICIPANTS continued to broach the endemic rural problem of finding and keeping qualified personnel. Too often teachers leave rural areas because they simply are not happy or because they have used their rural experiences as a training ground for urban teaching. Of particular concern to participants was specialists. Rural schools often need multi-certified instructors and/or access to specialists, due to their small enrollments, but cannot afford to hire them or cannot locate any willing to live in rural areas. State concerns pertaining to staffing appear in Appendix B, p. 117.

UNDERLYING the problem of getting and keeping teachers is teacher preparation for rural areas. One recommendation is to specifically train teachers to teach in rural areas, as is being done for example at Brigham Young University and Colorado State.

ANOTHER possibility is to look at the various service delivery models. One state in the SEDL/RX region--Texas--has had an intermediate delivery system, which consists of twenty Regional Service Centers, since 1966. Intermediate service centers have been seen as the best way to equalize educational opportunities for small schools. Other states in the SEDL/RX region are interested in the concept. Participants asked such questions as: How well

accepted are the service centers in Texas? How long does it take to establish local eduation agency confidence in this system? How do you successfully implement the service center concept when districts feel their local autonomy is being usurped? How much money does it take to set up the system and run it?

FINANCIAL CONCERNS of participants ranged from general questions on how to obtain more money to wanting to know research results showing what kinds of dollars are required to bring about parity in course offerings and to achieve less staff turnover, the last related of course to both curriculum and staffing. Financial concerns of participants appear in Appendix B, p. 119.

AN ISSUE of special concern for some parts of the SEDL/RX region appeared to be the rise of private schools. Improving Rural Schools by Paul Nachital (NIE 1980) corroborated this phenomenon, noting about a particular county in a southern state that "the abandonment of the public schools by whites has eroded local financial support to the point where 40 percent of the operating budget comes from the Federal Government" (p. 22). Other issues which surfaced at the conference included federal regulations versus local control, the role of energy and rural policy formation, transportation problems in rural areas, and involving parents and general public to a greater degree.

VOICED THROUGHOUT the conference was the concern that the current federal emphasis on rural education will result in a single idea of what is best for rural being applied across the board, just as has been done with the rural-equals-agriculture fallacy. Two recent works were cited with the potential to have a tremendous influence on policy at the federal level. Although Improving Rural Schools (NIE, 1980) makes the fact of rural diversity clear, there is a danger that the matrix which appears on p. 24 of the work, showing three categories of rural communities and characteristics of each, will tend to establish a typology which will not accurately represent

the wide variety of the rural experience. Specifically mentioned during the conference as omitted from the matrix is the ethnic groups in each community, a variable with great bearing both on the problems and the solution strategies of a particular community.

THE COLLECTION of articles edited by Jonathan Sher, Education in Rural America: A Reassessment of Convenitonal Wisdom (Westview Press, 1977), though credited with spurring the rural renaissance, may also unwittingly contribute to an oversimplification in the perceptions of federal policy-makers. On the whole, the views expressed in the book represent the rural areas in upper New England and the farming Midwest. They do not give sufficient emphasis to the concerns of the rural South, Southwestern, or Western areas of the United States.

IN THE FACE of a sometimes massive federal policy, many groups--including rural ones--wonder how to have effective input. The same concern holds at the state level. One participant at the conference asked "How can rural schools have greater political clout in the Legislature?" Only one state department of education in SEDL/RX's region has a rural staff position, and that is Texas. In addition, there appears to be no regional advocacy group.

SOLUTIONS to rural problems are not the same as for urban ones--they need to be unique and specific to the particular rural area. It seems imperative that existing rural advocacy groups all over the country make their views known at the federal level and that those areas without such representatives form them and articulate their own concerns. The following is a summary of the conclusions and recommendations which have followed as a result of the SEDL/RX-sponsored conference, R&D SPEAKS: RURAL & SMALL SCHOOLS.

Misconceptions

- Rural and agriculture have too long been thought to be the same.

  The fact is, more urban students than rural ones are enrolled in agriculture courses. And the recent growth in rural population does not seem to be connected at all to agriculture.

- Rural has been thought to be pretty much the sam throughout the United States.

  But rural areas are characterized by their diversity rather than homogeneity. The New England rural model is in serious danger of being applied throughout the nation by federal policy makers.

- Rural has been stereotyped as inferior to urban.

  We are now seeing strengths and advantages in rural schools that need to be built upon. Rural achievement is looking better in comparison to inner city urban achievement.

Specific Recommendations for Rural Education

- Don't design rural schools using urban models.
- Train teachers to teach in rural areas.
- Encourage the development of rural curriculums or rural adaptations of existing curriculums.
- Explore the varied service delivery models that can be used for equalizing opportunity in rural areas.

General Recommendations for Rural Educators

- Seek input from rural groups all over the nation who represent the varied rural constituency.
- Assist in the creation and development of rural interest groups at the local, state, and national levels.
- Develop leadership at the local, state, and national levels.

CONFERENCE EVALUATION

Two forms were used to evaluate the conference: a participant questionnaire and a presenter questionnaire. Sixteen participant questionnaires were returned. Cut of the nine LEA respondents, four checked that they were both losing population and had a large minority population; while three indicated that they represented an area gaining in population. The three most valuable aspects of the conference were ranked by participants as (1) general information related to rural and small schools, (2) meeting other participants, and (3) receiving research information on the issues. Helpful suggestions were offered for improving future, similar conferences and these, together with a summary of the responses for each question, appear on pp. 96-97.

Of note in the responses to the presenter questionnaire is the almost unanimous observation that more input from participants be solicited. Summary of participant responses for each question, along with comments, appear on p. 100.

R&D SPEAKS: RURAL & SMALL SCHOOLS
PARTICIPANT EVALUATION QUESTIONNAIRE

1. I represent:

6 ☐ SEA

- 4 monitor rural & small schools
- 4 provide training/resources for rural & small schools personnel
- 5 other responsibility related to rural & small schools *work with ESEA-IV Part B&C in all school districts; accreditation*

1 ☐ IEA

- 1 provide training/resources for rural & small schools personnel
- 0 other responsibility related to rural & small schools _____

9 ☐ LEA

- 3 represent an area gaining population
- 5 represent an area losing population
- 5 represent an area with a large minority population
- 1 represent an area with static but changing population

0 ☐ OTHER

- ___ my responsibilities regarding rural & small schools are _____

2. The program objectives were:

well defined	5	4	3	2	1	vague
	10	*5*	*1*			

3. The program objectives were achieved.

fully	5	4	3	2	1	not at all
	7	*5*	*4*			

4. The structure of the agenda promoted freedom of expression.

agree	5	4	3	2	1	disagree
	8	*6*	*2*			

(over)

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5. The time allowed to ask questions was:

☐ sufficient (12) ☐ too much (0) ☐ insufficient (4)

6. The program format facilitated learning.

agree 5 (7) 4 (7) 3 (2) 2 1 disagree

7. The information provided at this conference is applicable to my work.

just what I need 5 (5) 4 (4) 3 (6) 2 (1) 1 useless

8. The amount of information provided at the conference was:

☐ sufficient (15) ☐ too much ☐ insufficient (1)

9. The information provided at the conference was:

☐ appropriate (16) ☐ too complex ☐ too simple

10. The time allowed to cover the issues at this conference was:

☐ sufficient (12) ☐ too much ☐ insufficient (4)

11. The presenters were knowledgeable and well prepared.

agree 5 (8) 4 (7) 3 (1) 2 1 disagree

12. The most valuable aspects of the conference were (please rank your first three choices): *(1 = 3 pts.; 2 = 2 pts.; 3 = 1 pt.)*

12 pts Research information on the issues

9 pts Identification of national, regional, and state resources

20 pts Meeting other participants and exchanging ideas/solutions/concerns

21 pts General information related to rural & small schools

3 pts Wrap-up-sessions — identification of unmet needs

9 pts Display and handouts

13. Given what you learned from this conference, how can the SEDL/RX be of further help to your state in the area of rural and small schools?

(See Next Page)

Please give the name, agency/office, and telphone number of the person with whom the SEDL/RX should be in touch for further discussion. (No commitment on your agency's part will be implied.)

(3 SEA names were provided; 8 LEA names were provided)

14. I plan to share information gained in this conference with:

SEA participants mentioned other SEA personnel, plus "all I come in contact with who are connected with rural education." LEA participants mentioned superintendents, principals, teachers, parents board members and SEA personnel.

15. Comments: *(See Next Page)*

The Regional Exchange is one of seven projects nationwide, funded by the National Institute of Education to disseminate the results of educational research to practitioners. Contact the Regional Exchange at: Southwest Educational Development Laboratory, 211 E. 7th Street, Austin, Texas 78701.

13. Given what you learned from this conference, how can the SEDL/RX be of further help to your state in the area of rural and small schools?

SEA *Promote organization of rural/small school association.*

Help in coordination of efforts; keep everyone in state aware of other efforts toward mutual efforts; discuss/prepare and disseminate ways of small/rural school to accomodate changes expected in 80s and 90s (demographic and attitudinal changes).

IEA *Provide a workshop featuring practitioners who are addressing and working on the problems where addressed and documented through research.*

LEA *Awareness of current research and interest in rural education.*

Resources for available information.

Resource Center - new and additional information would be helpful.

Continue to serve as leader in information distribution.

Knowledge of available resources.

I feel that the SEDL can be a great asset to the state of Mississippi by providing requested information as well as conducting a conference in Mississippi to make LEA heads aware of this valuable service.

1. *Continue providing research results;*
2. *Inservice training;*
3. *Continue assuming leadership in this area of education*

15. Comments

SEA *I would like to hear more of Art Cosby's ideas on rural education. He has a good mix of research and the real world.*

IEA *I know finances are important/critical, but these meetings often get caught up in these discussions.*

LEA *Thoroughly enjoyed it.*

I feel that we would have gotton more out of the conference if more time had been allotted for participants to discuss specific

problems that we are facing. We got a good understanding of what is going on in Texas but very little of what is going on in the other states in the region.

Good conference. SEDL/RX staff is to be commended for the organization and conduct of the conference.

I appreciate the timely delivery of information relevant to immediate conditions in my district. The conference has been an "eye opener" for me--thanks.

Day one presentation appeared repetitious of information sent out in article in pre-conference package.

More exchange needed or issues.

Participant suggestions to improve future similar conferences:

If Jonathan Sher and Luther Tweeten are acknowledged experts in the field, use them as consultants.

Conference staff engaged in additional pre-conference background by learning the financial, organizational and service delivery arrangements in each state so that actual conference work more specifically tailored to each state.

Small group (inter-state) work to generate ideas sharing and solutions.

Conference develop a series of policy statements/action agendas.

Follow-up conference to sustain the momentum and emphasis generated.

Identify specific problems rather than issues, prior to the conference, so that viable solutions can be examined.

Address problems/issues in more depth.

Materials and solutions could be shared in an exit series.

REGIONAL EXCHANGE

PRESENTER QUESTIONNAIRE

R & D SPEAKS: RURAL & SMALL SCHOOLS

1. I was informed of the objectives of the conference

with adequate notice	5	4	3	2	1	too late
	4					

2. The objectives of the conference were appropriate to the needs of the participants.

agree	5	4	3	2	1	disagree
	3	*1*				

3. The objectives were:

clear	5	4	3	2	1	vague
	3	*1*				

4. The objectives were achieved.

agree	5	4	3	2	1	disagree
	2	*1*	*1*			

5. The type of assistance I was to give was made clear

with adequate notice	5	4	3	2	1	too late
	4					

6. The conference helped me increase my understanding of the resources and experience of the educators in the SEDL/RX region.

agree	5	4	3	2	1	disagree
	3	*1*				

7. Given my understanding of participant needs, my participation in this conference was:

appropriate	5	4	3	2	1	inappropriate
	4					

8. I would be willing to discuss being a presenter at a follow-up conference on a state-wide level if one were requested.

willing	5	4	3	2	1	unwilling
		4				

9. Participants indicated to me that they will use the information from this conference with others in their state education agency.

yes	5	4	3	2	1	no	**No indication one way or another have not discussed this*
		2	*1**				

10. Participants indicated to me that they will use the information from this conference with teachers.

yes	5	4	3	2	1	no	**Not discussed same as 9 no indication on way or another*
					*1**		

11. Overall, I think the conference benefitted participants

a great deal	5	4	3	2	1	not at all
	2	*2*				

12. The time allotted for my presentation was:

☐ too much	☐ sufficient	☐ insufficient
	3	*1*

13. The time allotted for me to answer questions from participants was:

☐ too much	☐ sufficient	☐ insufficient	
	2	*1**	**my fault though*

14. Comments: *Somehow the Colleges of Education need to be included on future programs of this nature. Very good conference-the only change I would suggest is that more input from participants be scheduled earlier. A much needed conference. Good conference--we probably needed to get more discussion among participants--I will be happy to work with any of the states or districts represented.*

The Regional Exchange is one of seven projects nationwide, funded by the National Institute of Education to disseminate the results of educational research to practitioners. Contact the Regional Exchange at: Southwest Educational Development Laboratory, 211 East 7th Street, Austin, Texas 78701.

APPENDIX A: CONFERENCE AGENDA, GOALS & OBJECTIVES, LIST OF PARTICIPANTS AND SEDL/RX SURVEY

R&D SPEAKS:
RURAL & SMALL SCHOOLS

OCTOBER 27, 1980		SHERATON CREST INN
7:00 - 9:00 p.m.	INTRODUCTIONS & DINNER	
OCTOBER 28, 1980	DAY ONE	SEDL 5TH FLOOR CONFERENCE ROOM
8:00 - 8:30 a.m.	CONTINENTAL BREAKFAST	
8:30 - 8:50 a.m.	THE DEFINITIONS, CHARACTERISTICS, FACTS AND CHALLENGE OF RURAL & SMALL SCHOOL EDUCATION Dr. Dale Carmichael, Director, Community Schools Project, TEA	
8:50 - 10:00 a.m.	HISTORY OF RURAL & SMALL SCHOOLS Dr. Everett D. Edington Director, ERIC/CRESS, New Mexico State University	
10:00 - 10:10 a.m.	BREAK	
10:10 - 10:30 a.m.	AASA SLIDE/TAPE, "A PROFOUND TRANSFORMATION"	
10:30 - 11:30 a.m.	CONSEQUENCES OF CHANGE Dr. Arthur G. Cosby Coordinator, Office of Human Resources, Research & Development, Texas A&M University	
11:30 - 12:30 p.m.	ELEMENTS OF CHANGE IN RURAL & SMALL SCHOOLS IN SEDL/RX REGION SEA & LEA RESPONSE Mr. Johnny L. Veselka Assistant Director, Texas Association of School Administrators	
12:30 - 1:30 p.m.	LUNCH ON YOUR OWN	SEE CONFERENCE PACKET FOR IDEAS

1:30 - 3:30 p.m.	RESEARCH ON THE ISSUES: ACHIEVEMENT, CURRICULUM & STAFFING Dr. Everett D. Edington PARTICIPANT DISCUSSION	
3:30 - 3:45 p.m.	BREAK	
3:45 - 4:45 p.m.	AVAILABLE RESOURCES: DISPLAY & DISCUSSION Dr. Joyce Evans, Director Special Projects, SEDL Ms. Jan Anderson, Manager Project CITE	SEE CONFERENCE PACKET FOR LIST OF MATERIALS
4:45 - 5:00 p.m.	DAY ONE WRAP-UP	
5:00 - ?	EVENING ON YOUR OWN	

OCTOBER 29, 1980 — DAY TWO

8:00 - 8:30 a.m.	CONTINENTAL BREAKFAST	SEDL FIFTH FLOOR CONFERENCE ROOM
8:30 - 9:30 a.m.	A STATE EDUCATION SERVICE CENTER DELIVERY MODEL Dr. Thomas Lawrence, Executive Director, Region XIV Education Service Center, Abilene, Texas	
9:30 - 10:30 a.m.	RESEARCH ON THE ISSUES, CONTINUED: BARRIERS TO INNOVATION & CHANGE Dr. Everett D. Edington PARTICIPANT DISCUSSION	
10:30 - 10:45 a.m.	BREAK	
10:45 - 11:45 a.m.	CONFERENCE WRAP-UP	
11:45 - 12:00 m.	Dr. Preston C. Kronkosky, Deputy Executive Director, SEDL	
12:00 - 12:15 p.m.	EVALUATION & REIMBURSEMENT PROCEDURE	SEE CONFERENCE PACKET FOR FORMS

CONFERENCE GOALS & OBJECTIVES

GOALS

1. To link region's educators who are concerned with rural and small schools at both SEA and LEA levels with current research and resources.

2. To identify unmet needs of rural and small schools in the region.

OBJECTIVES

1. Participants will learn the results of the SEDL/RX survey.

2. Participants will increase their understanding of the definition, characteristics, and history of rural and small schools.

3. Participants will increase their understanding of the consequences of changes which have occurred in rural and small schools.

4. Participants will increase their understanding of what research says on the issues identified by the SEDL/RX survey.

5. Participants will increase their understanding of national, regional, and state resources which exist for rural and small schools.

6. Participants will increase their understanding of one state's service delivery model.

7. Participants will actively share their concerns and ideas on the issues and available resources pertaining to rural and small schools.

8. Participants will identify unmet needs, additional issues, and suggest future steps for rural and small school education.

R&D SPEAKS: RURAL & SMALL SCHOOLS
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October 27-29, 1980

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ADDRESS _____ TELEPHONE _____

RURAL AND SMALL SCHOOLS
SEDL/RX
211 East 7th Street
Austin, Texas 78701
512/476-6861

1. What issues/concerns do you think should be addressed in an "R&D Conference" on rural & small schools? (Please rank the top 5. Write a problem statement about the issues you select, if you wish to clarify.)

PROGRAM ISSUES

_____ Student Achievement

_____

_____

_____ Implementation of 94-142 and Other Problems in Special Education (Models for Service Delivery)

_____

_____

_____ Implementation of Title IX (Sex Equity)

_____

_____

_____ Vocational & Career Training (Career Awareness)

_____

_____

_____ Curriculum

_____

_____

_____ Barriers to Innovation/Change for School Improvement

_____

_____

_____ Integrating Curriculum for Sex, Race and Handicapped Equity

_____

_____

_____ Locating and Using Educational Resources

_____

_____

_____ Meeting State Accreditation Requirements

_____ Others

STAFFING ISSUES

_____ Staffing Problems (Finding qualified personnel trained to work in rural/ small schools)

_____ Others

ORGANIZATION AND/OR STRUCTURE ISSUES

_____ Organization of LEA (i.e. Consolidation vs Non-Consolidation; Voluntary vs Non-Volunary)

_____ Growth and Other Changes in Rural & Small Schools

_____ Data Collection and Research

_____ Inservice— Meeting State's Mandates

FINANCIAL ISSUES

_____ Financial Structure of Rural & Small Schools

_____ Transportation

_____ Locating Financial Resources for Rural & Small Schools

_____ Energy and Rural Schools

OTHER ISSUES

_____ Role of State Government in Rural & Small Schools

_____ Role of Federal Government in Rural & Small Schools

_____ Regional Differences in Rural & Small Schools

_____ Communication Among Rural & Small Schools and the State Education Agency

_____ Information Dissemination for Rural & Small Schools

_____ Linking Rural Development & Rural Education

_____ Communication Among Rural & Small Schools

_____ Others

2. What kind of format do you think would be best for the 2 day conference?

_____ Discussion Forum
_____ Researcher/Consultant Presentation
_____ Combination of Above
_____ Other (Explain) _____

_____

_____

_____

3. Suggestion for conference consultant

Name _____ Position _____
Address _____ Telephone # _____

4. What other persons in your state, including state department personnel, regional agency, and local agency, should receive this survey?

Name(s) _____ Title _____
Address _____ Telephone # _____

_____

APPENDIX B: CONCERNS OF RURAL/SMALL SCHOOL EDUCATORS IN SEDL/RX REGION

CONCERNS OF RURAL/SMALL SCHOOL EDUCATORS IN SEDL/RX REGION

NOTE: Some items appear in more than one category

CURRICULUM	ARK	LA	MISS	NM	OK	TX
General						
Curriculum in small schools (LEA)		x				
Curriculum development for small schools (LEA)	x					
Curriculum development (SEA)	x					
Offerings in rural school area (SEA)		x				
Information on curriculum expansion (LEA)	x					
Definitions						
What is the general understanding of the term education? i.e., are we talking about basic skills and attitudes or college prep. or vocational training, etc.? (SEA)			x			
More detailed coverage of curricular requirements for good school programs in rural areas. (LEA)					x	
Vocational Education						
If number of persons in work forces grows--how do we prepare students for what jobs are there? Also, considering high expectations of students, how do we acquaint them with reality? (LEA)						x
Increased vocational education (LEA)					x	
Research						
More detailed coverage of curricular requirements for good school programs in rural areas. (LEA)					x	
Instructional Evaluation (SEA)					x	
Studies of what kinds of dollars would it take to bring about parity in course offerings and to achieve less staff turnover. (LEA)				x		
Studies of course offerings, staff continuity, achievement in music, art, drama, voc. ed., in small, rural schools versus suburban and urban. (LEA)				x		

CONCERNS OF RURAL/SMALL SCHOOL EDUCATORS IN SEDL/RX REGION

NOTE: Some items appear in more than one category

CURRICULUM	ARK	LA	MISS	NM	OK	TX
Administrative						
Administration supervision of instruction programs. (SEA)					x	

CONCERNS OF RURAL/SMALL SCHOOL EDUCATORS IN SEDL/RX REGION

NOTE: Some items appear in more than one category

STAFFING	ARK	LA	MISS	NM	OK	TX
Obtaining Personnel						
Supply of Teachers (LEA)		x				
Teacher availability in rural areas (LEA)						x
Attracting and keeping good personnel (LEA)					x	
Quality & Quantity of teachers--particularly specialists (LEA)			x			
Preparation						
In-service and staff development (SEA)	x					
Special training for teachers in a rural area (SEA)		x				
Quality & Quantity of teachers--particularly specialists (LEA)			x			
Need to address better the preparation of teachers for various levels of service in rural schools (LEA)					x	
Rural school problem in dealing with the need for multi-certified instructors due to small enrollment versus state standards. (SEA)				x		
Research						
Are there regional as well as state studies of teacher turnover in small rural districts or schools similar to the Texas study? (LEA)				x		
Studies of what kinds of dollars would it take to bring about parity in course offerings and to achieve less staff turnover. (LEA)				X		
Other						
Absentee employees (residing outside district) (LEA)			x			

CONCERNS OF RURAL/SMALL SCHOOL EDUCATORS IN SEDL/RX REGION

NOTE: Some items appear in more than one category

STAFFING	ARK	LA	MISS	NM	OK	TX
Teacher Salaries						
Different salary schedules by school systems. (Rural teachers in Louisiana have tendency to be permanent.) Big change is in urban areas. (SEA)		x				
How do you educate a rural community on teacher salaries and the increases necessary? (LEA)	x					

CONCERNS OF RURAL/SMALL SCHOOL EDUCATORS IN SEDL/RX REGION

NOTE: Some items appear in more than one category

FINANCES	ARK	LA	MISS	NM	OK	TX
General						
Would like to expand on steps necessary to improve funding for rural/small schools. (SEA)			x			
Financial aid--federal, local & state (LEA)	x					
What approaches might be used to affect adequacy of funding for rural schools? (LEA)					x	
Cannot compete for funds/programs (LEA)			x			
Research						
Studies of what kinds of dollars would it take to bring about parity in course offerings and to aehive less staff turnover. (LEA)				x		
Salaries						
Different salary schedules by school systems. (Rural teachers in Louisiana have tendency to be permanent.) Big change is in urban areas. (SEA)		x				
How do you educate a rural community on teacher salaries and the increases necessary? (LEA)	x					
Other						
Impact of mandated local programs (both federal and state) without funding or with inadequate funding. (LEA)		x				

APPENDIX C: SELECTED RURAL & SMALL SCHOOLS BIBLIOGRAPHY

SELECTED RURAL & SMALL SCHOOLS BIBLIOGRAPHY

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APPENDIX D: REGION 14 EDUCATION SERVICE CENTER

REGION 14 EDUCATION SERVICE CENTER

ORGANIZATIONAL GOALS

100 INSTRUCTIONAL MATERIALS

110 To provide materials for preview.

111 Educational materials/media for preview in support of school programs.

112 Educational materials/media for examination in support of school programs.

113 Educational materials/media for evaluation in support of school programs.

120 To make available examination copies of state-adopted materials.

121 Materials being considered for state adoption.

122 Materials for local adoption.

130 To maintain a reference library of all state-adopted materials.

140 To provide on-loan supplementary materials in support of school programs.

141 On-loan testing materials.

142 On-loan supplementary multi-media materials.

143 On-loan films.

150 To provide resources for the development of original materials.

151 Provide consultant assistance for individuals developing aids for school-related programs.

160 To provide for the introduction of new technologies in the educational process.

161 Computer-assisted instruction.

162 Techniques in educational television.

163 Techniques in educational photography.

200 STAFF DEVELOPMENT

210 To provide activities that develop personnel awareness and/or competency in innovative programs, products, and techniques in pre-academic, academic, and developmental skills areas.

211 Pre-academic.

212 Information on innovations and programs for development of traditional reading, writing, and math skills at the primary, intermediate, and secondary levels.

213 Instruction in techniques, innovations, and programs for development of sensorimotor and functional survival skills for all levels.

214 Provide classroom lesson demonstrations.

220 To provide activities that develop personnel awareness and/or competency in innovative programs, products, and techniques for instruction in economic and occupational competencies.

221 Knowledge of the fundamental economic structure and processes.

222 Occupational and/or academic skills prerequisite to enter and advance in the economic system.

223 Information in the application of economic knowledge for functioning in the economic system.

230 To provide activities that develop personnel awareness and/or competency in innovative programs, products, and techniques for instruction in citizenship and political competencies.

231 Knowledge of political systems and the responsibilities and privileges of citizenship.

232 Skills for participating in the democratic process.

233 Instruction in political decision-making skills.

240 To provide activities that develop personnel awareness and/or competency in innovative programs, products, and techniques for instruction in physical and environmental health and ecological balance.

241 Knowledge about the requirements of personal health maintenance

242 Skills in recreation which will permit life-long exercise and enjoyment.

243 Instruction in recognizing and preventing health problems.

250 To provide activities that develop personnel awareness and/or competency in innovative programs, products, and techniques for instruction in the appreciation of culture, language, and life-style diversities and their corresponding aesthetic values.

251 Knowledge of the contribution made by cultures to the American society.

252 Knowledge of and basic competence in a language other than English.

260 To provide activities that develop personnel awareness and/or competency in innovative programs, products, and techniques for instruction in personal and social relations.

261 Knowledge about basic psychological, sociological, and cultural factors affecting human behavior.

262 Skills in interpersonal and group relations, values clarification, and formation of ethical and moral standards of behavior.

263 Understanding of the necessity to cope with changes in personal status and social patterns.

270 To provide activities that develop personnel awareness and/or competency in innovative programs and techniques for instruction in the creative and responsible use of leisure time.

300 PLANNING AND DEVELOPMENT

310 To provide activities designed to assist school districts in the assessment of educational needs.

311 Technical assistance in the design and administration of needs assessment instruments.

312 Consultant expertise in the interpretation of test data and its program implications.

313 Provide assistance in the design and management of assessment procedures.

320 To provide activities designed to assist school districts in developing educational programs and services responsive to student needs.

321 Provide information about new educational programs.

322 Provide technical assistance in the development of proposals for strengthening existing, new, and/or innovative programs.

323 Provide impetus in organizing cooperatives through joint school and/or ESC efforts utilizing innovative programs and techniques.

330 To assist school districts to design evaluation systems to assess pupil progress toward meeting educational goals.

331 Provide information about successful education systems pertaining to pupil progress.

332 Technical assistance in conducting workshops for pupil evaluation systems.

333 Assistance in designing goals and objectives for pupil progress.

334 Assistance in planning for the collection, processing, and treatment of data necessary for adequate pupil assessment

340 To assist school districts to design evaluation systems to assess personnel progress toward meeting educational goals.

341 Provide information about "model" programs.

342 Conduct workshops on personnel evaluation procedures.

343 Provide technical assistance through consultants, literature, etc.

344 Technical assistance in developing personnel evaluation systems (i.e., job target concepts, etc.).

350 To assist school districts to design evaluation systems to assess institutional progress toward meeting educational goals.

351 Technical assistance in developing supervision and/or monitoring systems for educational programs.

352 Technical assistance in preparing for/conducting comprehensive needs assessments.

353 Technical assistance in conducting self studies/accreditation activities

360 To provide for management and support services appropriate to achieving organizational efficiency and accountability.

361 Technical assistance in designing management systems--M.B.O., P.P.B.S., etc.

362 Technical assistance in designing management plans for school projects.

363 Technical assistance in formulating timelines--PERT charts, GANTT diagrams, etc.

400 INSTITUTIONAL SUPPORT

410 To provide data processing services for grade reporting, testing, scheduling, attendance services, finance, payroll, and accounting.

411 To provide on-site technical assistance to school districts in the organizing, operating, and problem-solving of data processing services.

412 To provide for validation of input and output data from the schools to assure reliability and accuracy.

413 To provide planning assistance for maximum utilization of data processing services.

414 To provide for tax and fixed assets accounting.

420 To provide staff and program development through co-op arrangements and joint ESC-LEA support resources.

421 To assist in design and operation of cooperative efforts to assure greater cost effectiveness.

422 To provide vehicles for regional/multi-district program development and provision for services.

423 To provide for regional program management services to meet special school and student needs.

430 To provide fiscal management services through cooperative and joint ESC-LEA arrangements.

431 To provide centralized accounting services for cooperatives

432 To provide centralized accounting services for small school districts, including budget assistance and bank reconciliations.

440 To provide technical assistance to school managers in the areas of school management and school operation.

441 To provide orientation activities for school managers relative to legal requirements, guidelines, and procedures.

442 To provide direct services to assist in problem-solving and program development activities.

450 To provide direct services to clients as specified in a state plan in response to local requests.

451 To respond to local requests for assistance in evaluation, staff development, and program planning.

452 To provide technical assistance relative to program development in accordance with state plans or guidelines.

453 To provide staff development workshops upon request of district superintendents or when necessitated by major changes in present systems.

460 To provide for the collection and dissemination of data relative to student needs, operational efficiency, and fiscal management.

461 To provide for assistance in the collection of data required by state law or regulation.

462 To assist local school districts in the collection and analysis of data relative to student and institutional needs.

500 GENERAL CENTER OPERATIONS

510 To provide for the organization and utilization of processes and procedures in fiscal management to assure the attainment of organizational efficiency, fiscal integrity, and maximization of cost effectiveness.

511 Maintenance of central accounting functions.

512 Provision for regular and periodic review of fiscal services.

513 Provision for recruitment, training, and deployment of competent personnel.

514 Provision for audit and reporting in accordance with state standards.

520 To provide for the acquisition and maintenance of physical facilities required to accomplish the missions of the Education Service Center.

521 Provide a clean, comfortable, and attractive work environment for all employees.

522 Provide adequate storage area.

523 Provide for meeting and conference facilities for internal and external use.

530 To provide for an efficient and functional system for personnel selection, training, and deployment.

531 Provision for personnel selection based upon appropriate non-discriminatory procedures.

532 Provision for assessment and evaluation of staff based upon objective criteria.

540 To provide for management of program operations utilizing the framework of Education Service Center goals and incorporating essential concepts of the management-by-objectives approach.

541 Development and utilization of planning and evaluation skills.

542 Utilization of management-by-objectives in development of mission plans.

550 To provide for a system of information services and data collection.

551 Maintenance and utilization of a central Management Information System.

552 Publication and distribution of newsletters, guides, and instructional aids.

553 Maintenance of a Professional Resource Center.

560 To provide for a system of policy development and review.

561 Development of new policies.

562 Policy review and adoption.

563 Development of operational procedures and administrative regulations.

570 To provide for the circulation of educational materials relative to ESC operations.

571 Provide for a delivery system for the circulation of all ESC-related materials to all school districts in the region.

600 STUDENT SERVICES

610 To provide direct services to students.

611 Provide appraisal services.

612 Provide prescriptive services.

613 Furnish direct instructional services.

614 Provide student guidance and counseling.

615 Provide ancillary services.

620 To assist in planning for and developing an educational program for students.

621 Provide technical assistance for development and design of educational plans.

622 Provide information to parents concerning students' needs, interests, and aptitudes.

623 Technical assistance in evaluating student data and placement.

700 COMMUNITY SERVICES

710 To provide activities designed to assist communities and local organizations in supporting educational aims.

711 Participate and assist in parent advisory and/or community meetings.

712 Enlighten as to essential community resources and agencies which can provide assistance in areas of need.

713 Refer community members to agencies which can offer assistance.

800 BOARD COMPETENCY DEVELOPMENT

810 To provide activities that facilitate developing board awareness of legal implications relative to new and innovative programs and instructional techniques for educational improvement.

811 Knowledge of the Texas Education Agency accreditation procedures and requirements inherent in each phase.

812 Understanding the various options and flexible arrangements available both among and within educational organizations to increase and enhance district educational offerings.

820 To provide activities and services that facilitate developing board competencies in achieving long-range educational direction and improvement for the district.

821 To provide community surveys, projections, and future trend studies.

822 To assist in district educational assessment projects.

823 To provide technical assistance relative to union relations, contracts, and negotiations.

SOUTHWEST EDUCATIONAL DEVELOPMENT LABORATORY
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Austin, Texas 78701
512/476-6861

The Regional Exchange at Southwest Educational Development Laboratory (SEDL/RX) is one of seven regional exchanges and four central support services which comprise the Research & Development Exchange (RDx) supported by the National Institute of Education. The RDx, begun in October 1976, has four broad goals:

- To promote coordination among dissemination and school improvement programs.
- To promote the use of R&D outcomes that support dissemination and school improvement efforts.
- To provide information, technical assistance, and/or training which support dissemination and school improvement efforts.
- To increase shared understanding and use of information about client needs in order to influence R&D outcomes.

The regional exchanges in the RDx act as extended "arms" of the system, each serving a set of states which make up their region. The seven regional exchanges (known as RX's) are:

- AEL/RX Appalachia Educational Laboratory, Charleston WV
- CEMREL/RX CEMREL, Inc., St. Louis MO
- McREL/RX Mid-Continent Regional Educational Laboratory, Kansas City KA
- NWREL/RX Northwest Regional Educational Laboratory, Portland OR
- RBS/RX Research for Better Schools, Philadelphia PA
- SEDL/RX Southwest Educational Development Laboratory, Austin TX
- SWRL/RX Southwest Regional Laboratory, Los Alamitos CA

The four central support services, which serve the entire RDx in their respective areas of expertise, are:

- RDIS Research & Development Interpretation Services, CEMREL, Inc.
- RRS Research & Referral Service, Ohio State University, Columbus, Ohio
- SSS System Support Service, Far West Laboratory, San Francisco, CA
- DSS Dissemination Support Service, Northwest Regional Laboratory

The SEDL Regional Exchange (SEDL/RX) provides information and technical assistance services to the six states in its region. It directly serves and is guided by an Advisory Board composed of designated SEA and ROEP VI participants. For further information contact the Advisory Board member from your State Department of Education, the ROEP VI, or the Director of the SEDL/RX, Dr. Preston C. Kronkosky. The Advisory Board members are:

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December, 1980