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A Descriptive Study of the Development and Field Test of a Needs Assessment Process and the Comparison of the Administration of the Research, Evaluation, Development, Experimentation Center and School Study Councils

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A DESCRIPTIVE STUDY OF THE DEVELOPMENT AND FIELD TEST OF A NEEDS ASSESSMENT PROCESS AND THE COMPARISON OF THE ADMINISTRATION OF THE RESEARCH, EVALUATION, DEVELOPMENT, EXPERIMENTATION CENTER AND SCHOOL STUDY COUNCILS

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Georgia Jackson Van Adestine

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CHAPTER I

THE PROBLEM

Statement of the Problem

Two purposes were served by this study. The first purpose was to develop and field test a needs assessment process for organizational units within university colleges of education concerned with providing services to educators. A second purpose was to compare the administration of the Research, Evaluation, Development, Experimentation Center (R. E. D. E.) in the College of Education at Western Michigan University with school study councils.

Many opportunities exist for personnel in institutions of higher education to combine their skills and creativity with those of educators practicing in other settings, especially in the local school district. One important way is by being responsive to requests for assistance in solving educational problems or meeting specifically defined needs. The R. E. D. E. Center is one of several administrative units within the College of Education at Western Michigan University designed to develop informal arrangements between institutions to affect positive change. It is part of an environment where other forms of educational cooperation function, such as intermediate school districts and professional development centers. The primary

goal of the R. E. D. E. Center has been to provide service to organizations having education and training functions by facilitating the identification and coordination of resources required to assist clients in meeting their needs and solving their problems. At the present time, service encompasses such activities as inservice education, curriculum and facility studies, staff and community surveys, project evaluations and audits, and teacher-administrator feedback.

School study councils are another form of responsiveness by institutions of higher education to the need for working in consort with local school districts. Within the context of this study, Danenburg's (1970) definition of a school study council has been adopted.

> A school study and/or development council is a group of school systems working together cooperatively, usually under the sponsorship of an institution of higher education, for the purpose of improving instruction through the solution of educational problems. (p. 1)

Need and Significance of the Study

The University as a Delivery System for Services

The university has traditionally enjoyed a unique position in society because of its recognized role in enhancing the quality of life. Contributions to the community have been, for the most part, direct outcomes of institutional missions which emphasize conducting

research, providing instruction, and delivering service. Purposes served by graduate education illustrate the historical expectations held for institutions of higher education: education and development of individuals, advancement of knowledge, preservation and transmission of knowledge, and the identification and solution of society's problems (All-University Committee on Graduate and Professional Education, Note 1).

The value of a university proactively, rather than reactively, developing its capability as a service oriented institution and relating its resources to the needs of the community has been linked to its future vitality. Kobrak's (Note 2) characterization of the last decade pointed to this issue when he suggested re-examining the allocation of resources to fulfill the missions of the institution:

> The social and political unrest of the sixties generated a considerable debate over the appropriate role of the university in providing services to needy urban and rural areas and other segments of the community. . . . Thanks partly to the Ford Foundation and more recently the Carnegie Commission on Higher Education, the seventies have witnessed an outpouring of works on the university and the "urban crisis" suggesting how and why the university could become more deeply committed. Slowed by the uneven record compiled by universities in combating societal problems and sobered by declining enrollments, these authors have sought a revisionist position that would strike a balance among teaching, research, and community service. Indeed, one such author has allowed that there is less disagreement than would be apparent among writers who have argued that involvement should be increased, that special types of higher education should be created to deal with the "urban crisis," that universities should put their own houses in order first, and that

there are limits to the services universities can render. (p. 1)

Although a commitment to service is generally accepted as an appropriate institutional goal, an obstacle to its being seriously considered appears to be, in part, because different views of community service are held by those in the system. Community service was defined by the All-University Committee on Graduate and Professional Education (Note 1) as "any University activity intended to have a positive impact on the community" (p. 91). "Community" was interpreted to represent those constituencies, external to the University campus, having common needs or interests. Within this definition, organizational units can be designed to effect positive impact by planning collaborative activities to meet needs and solve problems. If higher educational institutions are viewed as political systems characterized by "a complex collection of inter-acting participants in a collective policy-making process" (Lindblom, 1971, p. 9), managerial priorities should include a more relevant definition of service.

The Process of Assessing Needs

Service will have relevance and be meaningful to those providing it and those receiving it when it is perceived to meet an existing or potential need or problem. To do so is difficult because the attitudes and perceptions of individuals in a situation affect that which

constitutes a "need." A flexible definition of "need" is required; one which takes into consideration the effects of the situation in which a need is perceived to exist. Stufflebeam (Note 3) proposed the following definition which will be used in this study:

> A need is something that can be shown to be necessary or useful for the fulfillment of some defensible purpose. A defensible purpose is one that meets certain ethical and utility criteria or at least is not counter-productive in relation to these criteria. A necessary thing is one that is required to achieve a particular purpose. Something that is useful helps but may not be essential in fulfilling a purpose. (p. 22)

Meeting needs and solving problems are contingent on creating an awareness and knowledge of the kinds of services which should be provided to the community. A mutual understanding of what is needed must exist between those persons identified as existing or potential receivers of services and those expected to serve as resources or providers of services. Stufflebeam (1978) stressed the importance of establishing this level of agreement as a basis for responsible decision making:

> Misdirected activities often waste large sums of money and do disservice to people. We have to make sure our goals are justified and responsive to the needs of the people to be served.
>
> The best way to do this is on a prospective, pro-active basis. To me this means conducting an on-going needs assessment. . . . It means that before we arbitrarily set off in a certain direction, we have thought about who we are serving, what we want them to be able to do, what they want to be able to do, and what they can and cannot do. (p. 250)

Babel (1970) recognized the importance of this awareness for agencies serving a liaison role.

> If school systems are to meet the demands of the next quarter century, there is a need to have some agency to survey local needs and articulate requests for help on problems which are widely shared. This agency must be close to school systems and utilize some sort of "market survey" to help it set priorities among the almost infinite number of instructional problems it might try to solve. (p. 32)

An entry point to the needs assessment process can be established by focusing on "problems" as an expression of felt-needs. Barry (Note 4) said: "Where there is a difference between the way things are and the way you would like them to be, a problem situation exists. A problem given this definition does not always have to be thought of in a negative sense" (p. 2).

Cameron (1978) highlighted the influence of language used at the entry point of an evaluation process. His cognitive organizer addressed a methodology enabling the conceptualization of the total potential areas from which needs can arise and delineating these needs for assessment purposes.

The process of assessing needs consists of incremental phases, each contributing to a configuration representing "needs." The results of activities occurring during these phases become useful if incorporated into service programs which can be delivered to the community.

The Role of a Delivery System Mechanism

Mechanisms created to deliver services are needed by the university system and the community it serves. The mechanism should provide evidence of its internal and external roles and the functions it will perform. Characteristics which might be considered to meet this criterion are: sponsorship, governance, financial, services, and staffing.

Mechanisms should also be designed to reflect an understanding of the constituencies to be served and the total system of which they are a part. This implies the nurturing of an ability within the structure for what Ross (1958) called "adaptability." He eloquently described this as "encompassing balancing of pros and cons, an ability to act in reference to the future with the guidance of the past, a summation of what is known so that the unknown is less dark" (p. 1). The probability of perpetuating adaptability within mechanisms, such as the R. E. D. E. Center and school study councils, is increased if activities include identifying potential resources and channeling these resources to needs created by societal changes. Many of these changes are observable at the local district level but are not systematically identified in a way which enables matching current resources to current problem areas effectively.

This study focuses on the development and field testing of a

strategy for explicating possible needs to more successfully direct activities and programs related to providing services to educators. The needs assessment process and the comparative examination of the organizational characteristics of two existing mechanisms for delivering services to educators, the R. E. D. E. Center and school study councils, suggest four basic questions addressed in this study:

1. What are the expectations of faculty for services to be provided?

2. What are the expectations of superintendents for services to be provided when needs are perceived as problems?

3. What similarities and differences exist between validated services and validated problems?

4. What are the similarities and differences between the administration of the R. E. D. E. Center and school study councils?

Organization of the Study

Chapter I presented the statement of the problem, need and significance of the study, and questions addressed in the study.

Chapter II presents a review of the selected literature related to needs assessment and educational cooperatives. Specific topics include: needs assessment processes, regional education service agencies, school study councils, and the Research, Evaluation, Development, Experimentation Center.

Chapter III presents the procedures used to conduct the study. Procedures used to develop and field test a needs assessment process are described. A schematic presentation of the process, related questions, and data analysis procedures are included. A second section of the chapter focuses on the procedures used with respect to the second purpose of the study: the comparative examination of the administration of the R. E. D. E. Center and school study councils. The rationale for the frame of reference used to examine organizational variables and presented in Chapter II is discussed.

Chapter IV presents the analysis of the data and the results of the questions related to the needs assessment process and the comparative examination of the R. E. D. E. Center and school study councils.

Chapter V presents the summary of the study and the findings, and conclusions and recommendations derived from the study.

CHAPTER II

REVIEW OF SELECTED RELATED LITERATURE

The purpose of this chapter is to review selected literature related to the broad areas of needs assessment and educational cooperatives. The review is organized into two sections. The first part focuses on needs assessment processes; specifically, the nature of needs assessment and processes utilizing interactive and noninteractive communication strategies. The second part examines the topics of regional educational service agencies, school study councils, and the Research, Evaluation, Development, Experimentation Center (R. E. D. E.) with respect to the following organizational characteristics: sponsorship, governance, finance, services, and staffing. This section provides a frame of reference for interpreting the internal and external roles and functions of the R. E. D. E. Center and school study councils. It also establishes the data base for the second purpose of this study.

Needs Assessment Processes

Needs assessment has been received and utilized by professional educators as a viable activity in the development, management, and evaluation of educational programs. The process of assessing needs

merits close scrutiny because it is a significant and dynamic tool for the decision-making process, and because of the multiple purposes it can serve. Klein, Hoepfner, Bradley, Woolley, Dyer, and Strickland (1971) explained three purposes to be served by needs assessment:

> There are three major reasons for determining educational needs. The first of these is to ascertain which needs have the highest priority. Since this information helps to focus the attention of the program planners on the salient problems, it can be used to facilitate planning decisions regarding the modification and development of educational programs. Needs assessment data can thus be used to insure more efficient utilization and allocation of personnel time and resources. The second reason for conducting a needs assessment is that it justifies focusing attention on some needs and not others. Such justification must often be made in proposals and in reports to school boards and parents. Finally, needs assessment data provides valuable baseline information against which to assess subsequent performance. (p. 1)

Most educational needs assessment studies have been directed to learner needs. Other areas examined have been either institutional or functional, such as finance, administration, personnel, and public relations.

There is no consensus on the definition of the term "need." According to Stufflebeam (Note 3), the discrepancy viewpoint interprets a need as the difference between desired performance and observed or anticipated performance; the democratic view identifies a need as "a change desired by a majority of some reference group" (p. 5); proponents of the diagnostic view seek that by "whose absence or deficiency proves harmful" (p. 6), and the analytic approach

focuses on need as "the direction in which improvement can be predicted to occur given information about current status" (pp. 7-8).

On the basis of a comparison of the advantages and disadvantages of each point of view, Stufflebeam (Note 3) suggested a fifth perspective, one which synthesized the advantages and avoided the deficiencies of the views most frequently held. He defined a need as "something that can be shown to be necessary or useful for the fulfillment of some defensible purpose" (p. 11). He continued:

> I propose that needs assessment be defined as the process of determining what things are needed to serve some worthy purpose.
>
> Specifically, I see needs assessment as a process for identifying and examining the purposes against which needs are to be determined; getting these purposes modified if they are found improper or flawed; identifying the things that are requisite and useful for serving the validated purposes; assessing the extent that the identified needs are met or unmet; rating the importance of these met and unmet needs; and aiding the audience for the needs assessment to apply the findings in formulating goals, choosing procedures and assessing progress. (pp. 15-16)

In pointing to the effects of developing goals prior to the identification of needs, Stufflebeam (1978) said:

> Goal setting is too often an abstract actuality that has no reality base. We convene to write goals and objectives for students we have not seen and about whom we have no information. Then, when we encounter the students and learn of their needs, we forget about the goals. In many cases, it is just as well to forget about the written goals, because they are simply rhetoric. (pp. 250-251)

He concluded that goals are less likely to appear irrelevant if they are

set on the basis of assessed needs. They are then also more useful as criteria for evaluations.

Several interesting observations were made by Stufflebeam (Note 3) with respect to needs assessment literature.

1. Writers having different views of evaluation support the concept of needs assessment, include it in their conceptualizations of evaluation, and seem agreed on the functions it should serve.

2. Needs assessment is practiced: at all levels of education, in relation to a wide variety of educational programs, and whether or not such studies are required by federal or state agencies.

3. Needs assessment studies most often are employed for planning, diagnostic, and public relations purposes, and almost never to assist in assessing the merit of observed outcomes.

4. Approaches to needs assessment vary greatly depending on how the term is defined; and there is considerable confusion and disagreement about what is meant by this term.

5. The discrepancy view of need is the prevalent view in needs assessment studies, but examples can be found of the use of the democratic, diagnostic, and analytic views as well.

6. Many needs assessment studies are based on arbitrary criteria including especially national norms or politically established cutting scores.

7. Needs assessment studies most often are narrow in scope, especially when performance measures are used.

8. In broad scope needs assessment studies voting or rating is usually substituted for testing.

9. While the theoretical literature of evaluation makes frequent mention of the importance and functions of

needs assessment, it provides little operational guidance for planning and conducting needs assessment studies.

10. Needs assessment reports are a much better source of operational guidance for doing needs assessment than is the theoretical literature of evaluation. (p. 21)

Guba (Note 5) probed the setting for investigating needs. A primary step was the definition of a "problem."

> A problem is a situation resulting from the interaction or juxtaposition of two or more factors (e.g. givens, constraints, desires, etc.) which yields: (1) a perplexing or enigmatic state (a conceptual problem); (2) a conflict which renders the choice from among alternative courses of action moot (an action problem); or (3) an undesirable consequence (a value problem). (p. 68)

He offered an alternative to the traditional methodologies researchers and evaluators use when inquiring and called it naturalistic inquiry.

> Naturalistic inquiry . . . is an alternative mode of inquiry which differs from other modes . . . in terms of its relative position along two dimensions: (a) the degree of manipulation engaged in by the inquirer of conditions antecedent to the inquiry, and (b) the degree of constraint imposed on possible outputs on the part of the subjects involved in the inquiry. (p. 5)

He suggested that the basic style is one of selection where the inquirer does not manage the situation but rather uses it. He/she is less of a stage manager and more a member of the audience.

Sechrest (Willems & Raush, 1969) spoke to the measures for inquiry in a naturalistic setting positing they do not (a) require the cooperation of the subject, (b) permit awareness of being measured or treated in a special way, and (c) change the phenomena being

measured.

Communication strategies are intrinsic to the needs assessment setting. The importance of selecting an appropriate strategy has been repeatedly addressed in the literature. Blanchard and Hersey (1973) cautioned against implementing change or introducing participation with an inappropriate communication strategy. Witkin (1975) spoke to the value of knowing the present strategy being used in a situation. She assumed communication methods were crucial to the validity of the results of needs assessment studies and reminded investigators of factors which may affect the decision in selecting a process or model having interactive or noninteractive characteristics.

> The process may take from a few weeks to a year or more, and in almost all cases involves some type of structured communication setting and a variety of communication strategies for arriving at decisions. Models may combine data collection analysis procedures of various degrees of sophistication with variations of town forums, the Delphi techniques, small group discussions or structured group tasks. (p. 3)

Witkin (Note 6) noted other pertinent considerations:

> It depends on your school and community situation, whether you've done a needs assessment in the past, what kinds of information you want, how much time and money you have, and the potential values in the communication process itself. (p. 109)

There are different effects realized with the use of one or the other type of communication strategy. Delbecq and Van de Ven (Note 7) emphasized that "modern decision theory clearly indicated

different problem-solving phases and different types of problems called for different group processes" (p. 2).

The nominal group technique was selected by Delbecq and Van de Ven (Note 7) as a fundamental phase in the development of a group process model for problem identification and program planning. Their rationale points to the effects of the communication strategy employed.

> In recent years, a number of major studies substantiate the superiority of nominal groups (where individuals work in the presence of each other but do not interact) as compared to conventional brainstorming groups. The research indicates the interacting groups produce a smaller number of problem dimensions, few high quality suggestions, and a smaller number of different kinds of solutions than groups in which members were constrained from interaction during the generation of critical problem variables. (pp. 9-10)

They added a caveat to their position on this technique: While this process is easily activated, it is not always an appropriate substitution for survey research. In fact, if elaborated by means of survey research, "the items which emerge . . . become an important base for the development of survey research instruments" (p. 15).

Witkin (Note 6) provided a comprehensive examination of the characteristics of selected needs assessment models. A general overview of communication methods in relation to the number of individuals and the amount of interaction occurring was developed.

Four basic categories were presented. Opinion polls, interviews, mass written surveys, and one-way telecommunications were selected as techniques having many individuals involved but with little group interaction.

Techniques chosen as involving few individuals and no group interaction were: small surveys, small sample interviews, the Critical Incident technique, and the Delphi technique.

Strategies found to have a high degree of interaction with the involvement of few persons were: task forces, committee work, small conferences, Fault-Tree Analysis, and focus group interviews.

Communication strategies selected as enabling a high degree of group interaction with a great number involved were: large community conferences; "Speak-Ups;" local, regional, or statewide work sessions; Charrette; and two-way telecommunications.

Many processes, packages, and models exist. However, practitioners tend to adapt and modify strategies to fit their situations. LaBay and Peckenpaugh (1974) testified to this approach as they defined and described their use of the Bracketing technique and how it compared with the Delphi technique.

> Bracketing is defined as a process of incremental improvement of a statement in a variety of activities, including sequential interrogation and feedback. In Bracketing, members of a group individually revise statements in order to clarify their meaning. Successive revisions identify differences and similarities of opinion, and assist in reaching consensus.

> Like Delphi, the procedure eliminates the major detriments of group dynamics and includes sequential interrogation and feedback procedures.
>
> Unlike Delphi, Bracketing concentrates on individual clarification of ideas prior to the initial group input. In the Bracketing process respondents define what they feel are pressing organizational needs but are not given descriptive indices of group thinking prior to the collection of all other team-expressed organizational needs. (pp. 3-4)

To summarize, the first section of this chapter examined literature related to the nature of needs assessment and its utility as a tool for educational decision makers. A definition of "need" was presented as something shown to be necessary or useful in fulfilling some defensible purpose. The needs assessment process was described as determining what is needed to serve some worthy purpose. Communication strategies inherent to the process were described as either interactive or noninteractive. Techniques representative of each type were discussed.

Regional Educational Service Agencies

The concept of educational cooperatives as a response to the desire to improve the quality of education and increase the opportunity for change is not new. Hughes, Achilles, Leonard, and Spence (1972) presented a comprehensive overview of the various forms of cooperatives in existence, including the regional educational service agency.

Emerson (1967) was one of the first to delineate the regional education service agency within a three-echelon state school system as the middle-echelon unit, organized on a regional base and structured to serve local districts.

A regional educational service agency is "any agency under the legal structure of the state to provide educational services to a group of constituent local school districts" (Wain, 1977, p. 14). These agencies have also been referred to as middle or second echelon agencies and have names such as intermediate school district, cooperative educational service agency, educational cooperative service unit, and regional educational service agency.

Sponsorship

The establishment of regional educational service agencies came about, in part, as a result of the needs for school district reorganization and to provide efficient delivery of educationally related services. Kohl and Achilles (1970) stated:

> A true cooperative moves through a number of stages from the idea of a single district "going it alone" in everything to the generation of new ideas, structures, systems, and concepts for education. (p. 9)

Most regional educational service agencies are the result of state legislation which either mandates or enables their establishment. Stephens (1977) documented 14 states having completed or

partial statewide networks of regional service agencies. Of the 14 states investigated, four had done so with permissive legislation. Ten states passed mandatory legislation. An important difference between mandatory and enabling forms of legislation as an impetus for the creation of cooperatives was stressed by Wain (1977):

> In the former case, units are automatically established, regardless of the attitudes of local policy-makers toward the concept. In the latter case, units are not automatically established. They are established only if local policy-makers have positive attitudes about the benefits to be derived from participation. If the attitudes of local policy-makers are negative toward cooperation through an ECSU [Education Cooperative Service Unit], the likelihood that one would be formed is diminished. On the other hand, if the attitudes are positive, the probability that a unit would be formed is increased. Therefore, attitudes are important in terms of the initial attempts to organize. . . . Since these units are established to serve local districts, the development of services is based on those services perceived by the local constituency to be best provided by a unit. The nature of the services to be provided will probably depend to some degree on the attitudes held by local policy-makers. (p. 12)

Wynn (1964) summarized the effects of the two types of legislation. A greater expression of public opinion and involvement can occur through the enactment of permissive legislation, whereas the job is done more quickly through mandatory legislation.

The legislative basis for the establishment of regional service agencies has usually been a reflection of the models used for their development. A popular model was one proposed by Stephens (1974) which stresses regulatory as opposed to service functions. In a

recent study, Stephens (1977) noted the current trend toward the development of statewide networks of regional agencies. An examination of the benefits derived from regional educational service agencies explains his observation:

> 1. They can facilitate the provision to local districts of accessible and definite self-determined supplemental and supportive services of high quality.
>
> 2. They can facilitate the development and/or provision of required programs and services to local districts in the event the local district is unable to do so.
>
> 3. They can contribute substantially to the equalization of educational opportunities for all children by minimizing the accident of geography and neutralizing artificial barriers as important determinants of the kind of educational programs available.
>
> 4. They can promote the better utilization of known applications and force systematic search for new applications of cost-benefit/cost-effectiveness principles in the delivery of educational programs and services within the state school system.
>
> 5. They can contribute to the healthy interface between urban, suburban, and rural interests in the search for solutions to areawide educational and educationally related issues.
>
> 6. They can contribute significantly to the development of statewide research, development, evaluation, dissemination networks in the state and promote the concentration of the best resources to foster the network once it is in place.
>
> 7. They can contribute significantly to the establishment of a statewide network of resident change agents possessing both authenticity in the eyes of the principal constituencies and legal mandates, where necessary; they can also more readily implement the staffing and resources necessary to effect fundamental change in the

> working of the state school system on a regular and planned basis.
>
> 8. They can substantially promote meaningful local school district involvement in statewide and regional planning and decision making processes. (pp. 66-67)

Organizational patterns relevant to a relationship or affiliation with state education agencies were addressed in a study by Stephens (1977). He found that regardless of the variations that exist, in terms of the strength of the agencies, there was clear evidence of a line association between the state education agency and regional units. Consistent with this line association, "all local school districts within the geographic boundaries of the RESA [regional educational service agencies] unit are required to hold membership in the unit in a substantial number (12 of the 14) of the states. However, the local units are not required to participate in the programs of the service agency" (p. 12).

Evidence of this relationship was also provided by Hughes et al. (1972) by a description of incentives offered through legislation to regional units.

> Legislation which permits or requires regionalism shows some interesting patterns or trends. More recent legislation provides for the participation of the cooperative's employees in the State retirement plans but is silent on the question of tenure in the positions in the cooperative. Recent legislation provides some State baseline support for the regional agencies, and in some cases, incentives are built into the formula for support for programs in the cooperatives. (p. 64)

The Report of the Blue Ribbon Task Force on Intermediate School Districts of Michigan (Note 8) recognized the role of that agency as a "legally constituted separate governmental unit which functions between the State Department of Education and local school districts" (p. 1). It expressed concern that the State not force the units into a role of regulator and enforcer. This concern is in keeping with legislative language on the role of the intermediate school district.

The literature reflects a weak relationship between institutions of higher education and regional educational service agencies. Hughes et al. (1972) alluded to the possibility of the existing relationship changing and cited a rationale for that change.

> The large personnel demands of regional educational agencies suggest that institutions of higher education should be cognizant of the need to produce additional educational experiences and training activities to prepare personnel for the specific roles in the educational cooperatives. (p. 64)

Governance

The nature and powers of a policy-making group within regional service agencies varies according to the legislation initiating or enabling their establishment. Hughes et al. (1972) contrasted the traditional governance role of the intermediate unit to the role currently being adopted.

> The traditional intermediate unit, the office of the county superintendent, was either elected by popular vote or appointed by the State education agency. In some cases, a policy board of elected lay citizens did not exist. More recently, the intermediate unit has consisted of a board of control elected by the people with the appointment of the executive officer. The emerging regional units vary in the manner in which the board of control is determined. (pp. 10-11)

Stephens (1977) examined selected organizational characteristics of 11 legislatively mandated statewide networks and three units functioning under permissive legislation. He reported:

> A clear pattern exists in the method of selection of members of the service agency governing board. While variations exist in the specific manner of selection, constituent local school districts play a central role in the process in a majority (10 of the 14). The governing boards are selected by popular election in three instances. (p. 14)

For example, in the states of Georgia, Michigan, West Virginia, Wisconsin, and Colorado, appointments are made to the governing board by local district boards of education. The boards are elected by either a convention or conference of members of local district boards in Iowa, Minnesota, Pennsylvania, and New York. An advisory committee of members of local district boards and four-year institutions elect governing boards of regional educational service agencies in Texas. Only three states, Washington, Nebraska, and Oregon, select their governing boards by popular election. One state, Illinois, has no governing board requirement.

There is a great deal of variation in the size of the governing

bodies. The dominant pattern indicates each local district has full or partial representation. Pennsylvania has the largest number, 13; the typical ratio is one member per member district. In West Virginia, one member is appointed by the state superintendent with each participating district appointing two members.

Seven states are required, by statute, to have an advisory committee of representatives of constituent local districts: New York, Michigan, Minnesota, Pennsylvania, Texas, Washington, and Wisconsin. Stephens (1977) reported that in all states with the exception of Illinois, the chief administrator of the unit is appointed by the governing board. In New York, the State commissioner approves the appointment of the governing board.

Finance

The financial resources of regional educational service agencies vary from state to state. Wain (1977) indicated a trend toward combining federal, state, and local funds for administrative and programmatic purposes.

Turner (1974) surveyed educational service units and reported sources and percentages as follows: local--44%, state--43%, and federal--12%.

A rationale for restricting the amounts provided from the state level was explained by Hughes et al. (1972).

> Intermediate units vary in their authority to provide funds for operational programs. Some have been deliberately limited in the amount of State funds provided for administration and program operation to force local cooperation and mutually funded programs between constituent members of the intermediate unit. (p. 12)

Of 33 states identified as having legislation permitting the existence of educational cooperatives, eight states permit cooperatives to have tax levying authority (Hughes et al., 1972). In addition, no states with cooperatives were prevented from using tax funds to finance cooperative activities.

Achilles, Hughes, and Leonard (1974) explained why this authority is valid:

> If a state system of education believes that the RESA structure is capable of providing improved education within the state, it seems incumbent upon the state to provide some financial support of incentive for RESA systems or at least for the start up of the system. (p. 220)

A number of financial patterns were observed by Stephens (1977) as he examined the regional service agencies:

> 1. In only three of the 14 states do regional units have authority to levy taxes for the support of the unit. [Oregon, Michigan, and Nebraska]
>
> 2. The predominant sources of fiscal support for the service agencies in all of the states are a combination of: (a) service contracts with constituent local districts (the single major source of revenue), (b) direct state appropriations (typically a small percentage of revenue), and (c) federal program participation (typically a major source of revenue).
>
> 3. While not widespread, a pattern is emerging

with regard to the legislative requirement that regional service agencies establish some form of advisory body of constituent local districts and that the group exercise review authority over the budget, programs, and services of the unit. (p. 15)

A set of principles developed by the Blue Ribbon Task Force on Intermediate School Districts in Michigan (Note 8) illustrated their intent to provide a more stable and effective method of funding regional educational service agencies in that state.

1. The governance of the intermediate school district must reside in a board of education responsive to needs of constituent districts.

2. The budget of the intermediate school district should be directed at meeting the needs of the local constituent districts.

3. The budget of the intermediate school district, once adopted, must be under the control of the intermediate board of education.

4. The intermediate school district must have authority to levy general purpose taxes.

5. The intermediate school district must have authority to levy special purpose taxes.

6. The intermediate school district must have an adequate share of the state revenue program.

7. The intermediate school district must have authority to receive state and federal grants. The receipt by an intermediate district of any grant, governmental, or any gift or bequest, either in its own right or in behalf of a constituent, for any program or service, should not be used as an offset in the approval of its budget or in the allocation of state aid.

8. The intermediate school district must have the authority to issue bonds in its own name.

9. The intermediate school district must have the authority to assess fees for specialized services.

10. The intermediate school district must have the authority to establish and operate special service centers in the areas of media services, special education, vocational-technical education, etc.

11. The intermediate school district should have the authority to levy a charter millage for general operating purposes, not to exceed one mill except in those instances where an additional levy is approved by the local electorate.

12. The intermediate school district should have the authority to levy a charter millage fee of one mill for vocational education and one mill for special education.

13. The size of the intermediate school district should be sufficiently large to provide an adequate tax base. The desirability of an adequate tax base might encourage reorganization.

14. The pupil population of an intermediate school district should be of sufficient size to make feasible the provision of educational services in an effective and economical manner.

15. The state should be a full partner in the financing of intermediate school district programs. Block grants should be established to support required services or programs.

16. The state should allocate funds to intermediate school districts based on the number of pupils, services and programs offered. This assures direct state aid allocation in addition to categorical assistance.

17. The state should participate, with dollars provided, in the sponsorship of cooperative programs on the basis of numbers of pupils served.

18. The state should provide incentive funds, with sufficient time limits, to the local educational agencies for the development of cooperative efforts offering

greater specialized program opportunities to local units through the intermediate districts.

19. The intermediate school districts should be provided the authority to interface with other governmental units in providing cooperative services through participation in such programs as CETA, Headstart, and others of a similar nature. (pp. 20-22)

Services

The services and activities which result in services performed by regional educational service agencies illustrate the extent to which the purposes of the agencies have been identified as well as the strength of their financial foundations.

Isenberg (Blue Ribbon Task Force Report, Note 8) noted quantitative and qualitative programming considerations.

> The scope of regional program activities should be comprehensive rather than special purpose, with an emphasis on flexibility. Educational needs among local school districts vary in different parts of a state, and they change continuously.
>
> Only programs of the highest quality should be undertaken. That's why the new units were set up in the first place. (p. 16)

Hoffman's (1973) description of seven major purposes of agencies in Illinois represents those of agencies in other states and indicates the scope of services which can be provided. The purposes are:

1. To be an instructional, personnel, materials, and services resource center.

2. To provide consultant service in specialized areas of instruction.

3. To disseminate information about new curriculum development and provide leadership in curriculum development and research.

4. To provide leadership to local districts in regard to identifying MBO, management by objectives, in curriculum and district administration.

5. To provide leadership for centralized purchasing.

6. To provide leadership to foster coordination and cooperation with other governmental agencies.

7. To provide guidance for all phases of educational research. (pp. 68-69)

Stephens and Spiess (1967) visualized the regional service unit making a major contribution to the area of research and development.

> While colleges and universities and professional organizations do contribute greatly to educational research, it is recognized that a definite lag exists in the implementation of the findings of this research. The regional educational service agency is in a key position to develop theory into practice, to conduct action research in the examination of current educational practices, and to coordinate and disseminate the findings. (p. 239)

An increasing number of services revolve around educational planning activities. Legislation providing for the establishment of regional educational service agencies in Minnesota in 1976, reflect this trend. The legislation stated the primary purposes would include educational planning on a regional basis (Wain, 1977).

Schlack and Kofel (1975) presented an overview of a model for planning regional services to be utilized in a five county planning

region in Michigan. A major phase of the model focused on the systematic identification of services to be implemented on a regional basis.

> The actual identification of services most desired and needed in each service area is accomplished through a comparative analysis of the region's current status, the potential range of services and the hierarchy of problems. (p. 221)

A recent and comprehensive review of services and activities of regional educational service agencies was presented by Stephens (1977) in his overview of regionalism. His analysis of 25 major policy areas in the operation of a regional education service agency focused on 14 states. Six categories of policy decisions were developed: establishment of RESA units, governance, programs and services, staffing and financing, and provision of physical facilities. He noted common elements for programs and services existing in the majority of the 14 states and reported that differences between metropolitan and nonmetropolitan were not substantiated by the source of the impetus. The common elements identified were:

1. Comprehensive programs and services for exceptional children.

2. Comprehensive educational media programs and services.

3. Comprehensive curriculum development programs and services.

4. Staff development programs and services.

5. Vocational-technical educational programs and services.

6. Data processing and other management programs and services.

7. Programs and services for the state education agency.

The regional agencies offering these programs evidenced a requirement for a high degree of staff, facilities and equipment specialization, adequate start-up and operating costs, research, development, evaluation and diffusion skills, and low student prevalency ratios for programs and services targeting on exceptional children.

The differences noted between metropolitan and nonmetropolitan settings appeared to be the effect of organizational sophistication as the agencies were characterized by diverse and comprehensive service programs. In addition, there appeared to be a high commitment to federal program involvement.

Another trend observed by Stephens (1977) was the increasing relationship in programs between regional units and higher education.

> In Texas, an organizational linkage is required, thus promoting some program planning and operational relationships. In Colorado, selected postsecondary institutions have recently been identified as eligible members of the regional units. The new legislation in Iowa requires that the governing boards of the RESA and the area community college or area vocational-technical school serving the same geographic area annually meet to promote coordination and cooperation. (p. 21)

Staffing

Staffing patterns in regional educational service agencies reflect not only the initiating legislation responsible for their establishment, but also the purposes to be served. For example, in 1976 the Minnesota legislature acted to establish a statewide network of Educational Cooperative Service Units. The legislation (Wain, 1977) permits the governing board to hire personnel to include central administrative staff and "other personnel as necessary to prove the agreed upon programs and services" (p. 6). In most agencies, this authority enables the employment of professional, secretarial, and nonprofessional staff.

"Highly qualified and highly specialized personnel is the most striking characteristic of intermediate cooperative education units" (Hughes et al., 1972, p. 12). The concept of the highly specialized team providing highly specialized services was acclaimed by Emerson (1967):

> Mature intermediate districts are constituted on a horizontal team basis to operate within their constituencies. The clinical team, the team of Ph. D. instructional specialists, the research team, the special education team, and the data processing team--all are staffed with highly specialized and highly qualified people, all are available to attack specialized tasks within their constituency. They are effective. Their services are in demand. (p. 3)

Stephens and Spiess (1967) continued this theme with an explanation of how such a staff is developed within the organization.

> In attempts to secure a highly qualified professional staff, some Intermediate Units observed have fostered relationships with institutions of higher education. Typically, these relationships involve the employment of Intermediate Unit personnel by the institution of higher education on a part-time basis. (p. 235)

Broad headings describe selected educational cooperative job descriptions (Hughes et al., 1972).

> 1. General administrators or specialists
>
> 2. Supervisor, director, coordinator/consultant, including personnel having specific program administrative responsibilities
>
> 3. Content specialists
>
> 4. Support staff including professionals such as social, psychological, medical, pupil personnel, and outside consultants. Nonprofessional staff was also included as part of the support staff. (p. 53)

The study by Hughes et al. (1972) indicated occupational and special education account for about 75% of all personnel positions whereas administrative and management services account for about 5% of the personnel positions.

The level of organizational development and the roles and functions of agencies are factors which have determined staff composition and size. Hughes et al. (1972) summarized the positions representative of most agencies:

> 1. Educational, community and/or regional planners
>
> 2. Educational evaluators
>
> 3. Inservice director

4. Media and communications system specialist

5. Program developer and/or public information specialist

6. Federal and/or state program coordinator

7. Personnel coordinator

8. Research and special program coordinator

9. Data processor

10. Materials specialists and clerical assistant (p. 58)

Staffing arrangements have been a major consideration in the establishment and operation of regional educational service units. Stephens (1975) suggested strategies to minimize or eliminate administrative problems related to staffing. His model proposes professional staff meet the certification standards for their speciality as established by the state education agency. He also suggested the authority to employ noneducation/noncertified professional specialists be subject to the approval of the state education agency. Finally, he recommended contractual agreements with other public and private agencies for the joint employment of personnel, subject to state education agency approval.

School Study Councils

One of the first forms of educational cooperatives was the school study and/or development council. The term study council

will be used synonymously with school development council. It will refer to those groups of school systems working together through some form of cooperative mechanism, usually under the sponsorship of an institution of higher education, and whose financial resources are in part obtained from its membership.

Vincent (1950) chose six characteristics to describe school study councils. A fundamental characteristic was the concern with the problem of affecting desired and successful changes in the school. He portrayed the council as "an enemy of inertia--it is the enemy of the deeply rooted human tendency to do the same old job in the same old way" (p. 45). He cautioned the tendency to oversimplify the involvement and consequences of council efforts.

> A council is not primarily concerned with the minutia of school administration or with making so-called normative studies. Council membership will not ease the administrator's job; it is more likely to multiply his problems. (p. 45)

A second characteristic perceived by Vincent (1950) was a functioning to demolish the walls which have traditionally surrounded American education. This is done, he said, by discussing new ideas and practices among teachers and administrators through more effective communication.

A third distinguishing characteristic of school study councils identified by Vincent (1950) was a concern for having a long term view. He believed this was an indication of real "council-hood."

"True study councils are concerned with how to organize and use the full potential of the public in every community rather than how to get out better publicity releases" (p. 46).

Translating research into action and conducting research which no one else is doing or could do as well were two additional characteristics of school study councils. And finally, Vincent (1950) said:

> A school study council ties in closely with the nature of school district organization in this country. A council is not created as a centralized agency. A healthy council has a large number of activities in which all council members ought to participate--though a well run council office never puts itself in the position of compelling. (p. 46)

Perhaps the most distinguishing characteristic of a study council is the voluntary participation of its membership. The primary thrust of a school study council is founded on a cooperative concept of operation, with an orientation for self-governance and voluntary involvement. Since the founding of the study council movement in 1942, with the establishment of the Metropolitan School Study Council by Professor Paul E. Mort of Teachers College, Columbia University, an increasing number of districts desiring change have experimented with the study council concept as an agent for change. Babel (1970) reported over 80 study councils in existence, serving hundreds of school districts. He emphasized a thread of commonality while noting areas of variation.

> While most councils agree with these general concepts and philosophies: cooperative concepts of operation,

> self-governance, and voluntary involvement, they do vary greatly in the emphasis and implementation of these concepts and philosophies.
>
> Councils . . . are very different in their strategies to accomplish . . . change. (p. 16)

Griffiths' (Note 9) definition of a school study council delineated the differences and similarities.

> In general, it can be said that a study council is an organization of public school systems which have banded together to meet their problems in a more efficient manner. While there are some problems which must be faced on the local level, there are probably more problems, both in number and significance which are faced on a regional basis. A study council invariably has its central office in a college or university and has an executive officer who is a member of the college or university staff. The council is usually governed by a board of elected school people, usually administrators. Members pay varying amounts of dues for membership and for different services which are provided. (p. i)

Babel (1970) explained the role of study councils as a change agent, encouraging and supporting cooperative action which serves as a link between theory and practice.

Kohl (1973) stressed the change agent capability of the study council as an indicator of its likelihood to persist. In referring to a generalization suggested by Rogers (1971) that change agent success is positively related to client orientation rather than to change agency orientation, Kohl stated:

> Although many education consortia (change agencies) utilize input from the client system, few formal agencies other than councils seem to exhibit the client system orientation implied in the above generalization. Councils,

> by their nature, locate the power for action within the client system. Although the change agent (executive secretary) may come from either the client system or the university, the governing boards are made up entirely of clients, hence client interests are paramount. Often other change agencies (or agents) appear to have little regard for the expressed needs of the client system, taking instead a rather missionary or paternalistic attitude toward them. (p. 7)

Sponsorship

The traditional initiators and sponsors of councils have been institutions of higher education. DeLacey (Note 10) portrayed the council as a vehicle for merging the expertise available at the university or college levels with the local district in order to solve educational problems.

Kohl (1968) pointed to the study council as a viable bridge.

> Adaptability . . . seems to be the key to successful and emerging study councils around the country. Born in the dawn of awareness of the need for cooperative research between school systems back in the '40's, threatened by massive federally sponsored research organizations of the '60's, the amazing study council movement continues to be a viable link between research and practice for the educational practitioner. (p. 3)

In 1973, Kohl spoke of the research and development activities as being rewards to the local district: "Public schools utilize the council as a linkage system to research and development activities" (p. 4).

The Hughes et al. (1972) study also cited the value of a council affiliation with higher education institutions; encouraging wide-spread

dialogue between professional educators and the wider intellectual community.

Evidence of the sponsorship relationship between study councils exists in many forms, ranging from the support of operational costs to providing office space and equipment. The salary of a faculty member employed by the council on a full or part-time basis is usually assumed by the sponsoring institution. Graduate assistantships and internships are also provided.

Danenburg (1970) reported that most councils are still initiated and sponsored by public or private institutions of higher education. Other initiating agencies have been superintendents' associations, supplemental education centers, and county education associations. He stated that joint teaching appointments for council executive directors tend to improve the relationship, especially as a means of identifying and evaluating faculty resources in the institution.

The Fox Valley Study (Danenburg, 1970) verified the expressions of sponsorship in the form of partial support for the cost of council staff, consultants, graduate assistants, and nonprofessional clerical staff.

Babel (1970) examined factors related to study councils achieving a high degree of success. He made several observations and recommendations to those attempting to develop school study councils:

1. Employ a council director for at least half-time, but not full-time.

> Most directors indicated that being employed full-time would decrease their effectiveness as a council director. A director being on a university staff with some teaching and advising responsibilities contributes to the success of the council. It provides the strong tie the council needs with the university; it provides the connection to top university resources, especially personnel resources; it provides council visability to university personnel, and it adds a certain degree of prestige to the council. (pp. 161-162)

2. Have colleges of education as fee paying members of the council.

> Superintendents responses . . . strongly supported the need for additional colleges of education as members of the council. (p. 164)

3. Be sponsored by a college of education and housed on that college campus.

> The financial advantages, contacts with university personnel, availability of university resources, and the prestige that sponsoring colleges offer councils are important factors that contribute to council success. The housing on the college campus increases the accessibility of these factors. (pp. 165-166)

Governance

Hughes et al. (1972) reported the governance structure representative of study councils.

> Council activities are planned and controlled in nearly all instances by governing boards or executive committees, composed in large part of superintendents or their representative from member school districts. Governing

> board members serve for various periods of time, ranging from 1-7 years; 3 year terms are the most common. (p. 31)

Fallon (1961) noted two major functions of the governing boards: approving the employment of personnel and the preparation of council budgets.

In surveying 51 councils, Danenburg (1970) found most boards had responsibility for final decisions on the selection of activities.

There exists a lack of organizational uniformity among study councils. Holloway (1956) contributed this to the nature of council constituents.

> Since each council serves the needs of its local school area, there is no standard type of organization. A board of directors, one third of whom are selected each year by representatives of the districts concerned, governs most of the councils. Board members for some groups are superintendents, or chief state school officers, while in others, representatives, staff, school board, faculty of the public schools and colleges within the area, constitute its membership. Some councils have constitutions, others have an informal system with no specific set of rules. (p. 19)

In examining the composition and size of governance boards, Danenburg (1970) noted the lack of representation by classroom teachers. He cited this as one of the greatest weaknesses in the governing board structure. He reported the number of members on boards range from 2 to 27.

Successful councils have been found to engage in planned problem identification processes and planned evaluation programs. These

activities were recommended by Babel (1970) for consideration by councils or individuals with decision making and planning responsibilities.

Finance

Council membership and participation is voluntary: consequently, councils receive income from two major sources; member school districts and the sponsoring institutions (Gardner, 1965). Membership fees are usually based on student population or the assessed value of property of a district (Fallon, 1961). Sponsoring institutions typically contribute both cash, and goods and services (Holloway, 1956). Other identified sources of income are government grants and publication sales.

Danenburg (1970) supported previous recommendations to increase a council's income by enlarging the size of the geographic area served, thereby increasing the potential membership fee and expanding the number of publications offered for sale.

Councils having at least one city school district (over 50,000 pupils) as a number unit, a membership of 30 or more school districts and an annual budget of 1,000 dollars per member school district or a total budget of 100,000 dollars are considered characteristic of "successful" councils (Babel, 1970).

Services

Duncanson (1965) found the role of sponsorship reflected through the services provided to local schools. For example, the Indiana State University Education Development Council sponsors activities such as regular meetings, an annual two-day workshop, workshops in special areas, interschool visitations, formal sharing of ideas, a publication committee, a "Cost of Education Index" for its members, and planned research. Although different approaches are utilized in working with local schools, council activities tend to encourage innovation and improvement and stem from requests from members to help them solve their problems and improve their schools.

Hughes et al. (1972) reported the three most important activities of study councils as inservice training, cooperative research, and the sharing of information.

Services and activities have also been categorized with a functional perspective: research, development, and dissemination. Danenburg (1970) indicated "the consensus of writers appears to be that dissemination is the most important of these functions. Dissemination activities are frequently found in the form of inservice education and idea sharing" (p. 13). He also stated councils have been viewed, by themselves, as least effective in research, diffusion, and evaluation. Publications such as research reports, newsletters,

and conference proceedings were seen as other means of disseminating information.

Seiple (1954) listed "cooperative research" as second in activity priorities.

Cosponsorship broadens the spectrum of activities engaged in by study councils. Frequently councils will cooperate with other agencies or institutions to hold conferences, workshops, and institutes for administrators, teachers, and nonprofessional school personnel. Professional associations, college departments, state departments of education and federal agencies comprise those identified as cosponsors (Hughes et al., 1972).

Holloway (1956) described the process often used to determine council activities or programs:

> The average study council determines programs by opinionnaires distributed to participating schools, requesting a list of topics or problems concerning the area for which they believe study groups should be formed. The results are tabulated and topics in general demand are then considered for study during the following year. (p. 20)

Staffing

The typical staff of a school study council consists of an executive director, a secretary, consultants, and graduate assistants. In some of the larger groups, other professional personnel assist the executive director. As mentioned earlier, most executive

directors are employed part-time by the council and part-time by the sponsoring institution (Hughes et al., 1972, p. 31).

Fallon (1961) described one aspect of staffing responsibilities:

> Graduate students in school administration and students in advanced education research classes often perform some of the research needed by the schools. College staff members perform research, direct projects, and serve as consultants. Doctoral studies may be directed toward solving problems of interest to the membership. (p. 258)

According to Danenburg (1970), two basic approaches are used to appoint council chief administrators. "Selection is made in 47 percent of the councils by the governing board. In almost an equal number of the councils . . . appointment is made by the sponsoring institutions" (p. 44). He also indicated few councils designate any specific educational requirements for chief administrative positions. Possession of an advanced degree did not appear to be a critical issue in the area of employment qualifications.

Babel (1970) developed a profile of directors of successful councils. They were found to be all males, all had earned doctorate degrees, public school experience, presently on a university staff, and six out of the seven surveyed had university work experience. The only characteristic for which he did not find support was age. His study indicated two of the seven directors surveyed were under 40 years of age and three who were over 40 had been directors before reaching that age.

Research, Evaluation, Development, Experimentation Center

Service units known as bureaus or centers, in many colleges, are informal in structure, peculiar to their institutions, and generally operate as a "one man operation" serving multiple purposes. Consequently, no literature, as such, exists to examine.

The Bureau of School Services, affiliated with the University of Michigan School of Education, is an example of the bureau concept. Its brochure (Leach, Note 11) states its purpose has been to aid elementary and secondary schools by providing services at no cost to the client through the staff of the Bureau, and by special contract with faculty and other personnel. Some funds are contributed to the Bureau operation by the Dean's office. The staff includes a director, associate director, consultants, representatives of several professional organizations, and clerical personnel. Services offered include consultations and publications; other activities are school surveys, accreditation, and sponsoring conferences.

The Research, Evaluation, Development, Experimentation Center (R. E. D. E.) is an example of the center concept, established in many universities, particularly within colleges of education. It was created as a service liaison to the constituencies of Western Michigan University; specifically, to provide service to educational agencies such as local and intermediate school districts, higher

education institutions, state departments of education, and other organizations responsible for providing education and training activities (Roth, Note 12).

Sponsorship

The R. E. D. E. Center evolved as the number of service activities engaged in at the department level grew. Special interest and expertise in activities such as measuring leadership effectiveness and student reaction to instruction contributed to the establishment of a formal mechanism within the College of Education able to respond to requests for a variety of services. In 1972, the College of Education, through the Office of the Dean, established the R. E. D. E. Center (Sandberg, Note 13). The Center's affiliation with the College is evidenced by support of office space on the campus, and professional and clerical personnel to staff the Center (Roth, Note 14).

Governance

There is no governance or advisory board to the R. E. D. E. Center. Policy decisions are the responsibility of the Office of the Dean and are made in collaboration with the Director of the Center. Procedural issues are the responsibility of the Director and are subject to the approval of the Dean (Roth, Note 14).

Finance

Housing, equipment, and personnel costs are funded by the College of Education. Other sources of revenue are generated by the activities of the Center based on contracts with local, state, and federal agencies (Roth, Note 15). The Center budget is planned and reviewed as a function of the Dean's office; however, the Director is responsible for its administration (Roth, Note 14).

Services

The services and activities of the R. E. D. E. Center tend to reflect client requests and areas of interest, expertise, and experience of faculty in the College of Education. In 1972, a survey was conducted to develop an index of available resources for the Center (Kofel, Note 16). "Key areas" were selected, representing distinct aspects of organizational structure or enterprises. Respondents were requested to identify the areas they were skilled or experienced in, and indicate whether they were interested in working with the Center.

Roth (Note 17) explained the process used to assess client needs:

> The R. E. D. E. Center accomplishes its purpose by meeting with school personnel in order to first identify and analyze need and problem areas. The R. E. D. E. Center then identifies and coordinates the appropriate expertise

in order to assist the school system in solving their needs or problem areas.

No assessment activities related to faculty and student resources have been conducted by the R. E. D. E. Center since 1972. Assessment of client needs, as described by Roth, continues.

The services provided by the Center have focused on inservice education, curriculum and facility studies, staff and community surveys, project evaluations and audits, and teacher-administrator feedback. While evaluations of services are conducted with respect to individual contracts, no formal evaluation of the services program has been conducted. A renewed attempt has been made to integrate efforts among departments and other programs at the college level into the activities of the R. E. D. E. Center (Parker, Note 18).

Staffing

The staff of the Center consists of one full-time director, a part-time secretary, and graduate assistants, as needed for special projects. Consultants from the staff of Western Michigan University voluntarily participate, on a contract basis, for specific projects. Students and experts outside the College are often requested as consultants.

The salaries for the Director and secretarial staff are funded by the College of Education (Roth, Note 15). The Director is

appointed by the Dean of the College of Education. Qualifications for the position have included the possession of a doctoral degree.

To summarize, the second section of this chapter reviewed the literature related to three agencies: regional educational service agencies, school study councils, and the R. E. D. E. Center. The literature was examined with respect to selected organizational characteristics evidencing internal and external roles and functions. They were: sponsorship, governance, finance, services, and staff.

Summary

The first purpose of this study addresses the development of and field test of a needs assessment process. Agencies designed to deliver services to educators is a second focus of this study. The literature related to the two purposes of this study has been summarily reviewed and presented in this chapter.

CHAPTER III

PROCEDURES

This chapter concentrates on the procedures used to conduct this study. The procedures are presented in two sections. The first section addresses the first purpose of the study: to develop and field test a needs assessment process for organizational units within university colleges of education concerned with providing services to educators. Specifically discussed are the population of the study, the development of the instruments used, data collection procedures, and the process used for a content validation of the responses to the survey. Then follows a schematic presentation of the tested process, related questions, and a discussion of data analysis procedures concerning questions related to the first purpose.

The second section of this chapter focuses on a discussion of procedures used (a) to examine and compare the administration of the R. E. D. E. Center and school study councils and (b) to establish and present the similarities and differences in the administration of the R. E. D. E. Center and school study councils. The rationale for the frame of reference used to examine the organizational variables is described.

The Needs Assessment Process

Population of the Study

The population included in this investigation consisted of (a) all faculty in the College of Education at Western Michigan University and (b) local and intermediate school district superintendents in southern Michigan. Faculty were selected because of their influential role in developing and delivering preservice and inservice training to professional educators. For the purposes of this study, faculty were viewed as providers of resources.

Superintendents were selected as a second unit of analysis because of their key role in influencing the development of schools. For the purposes of this study, superintendents were viewed as receivers of resources.

Development of the Instruments

The construction of questionnaires used for this study assumed "services" and "problems" to be synonymous terms used to describe felt-needs. The development of an open-ended survey instrument focusing on these terms, as a stimulus for responses, was justified by an extensive review of the literature. The review supported the need to closely examine methods used in the initial stages of inquiry into "needs."

This study also assumed information compiled by a group of individuals reflects intended meanings held by members within each group as they identify and describe services and problems.

Two questionnaires, each containing three open-ended items, were developed by the investigator (see Appendices A and B). The first item on the questionnaire designed for faculty requested the identification of "services" which should be provided to school districts. Similarly, the first item on the questionnaire designed for superintendents requested the identification of "problems" in the district which might require external technical assistance. The second item on both questionnaires requested individuals to rank their responses in order of importance. The third item requested a group list of services/problems rank-ordered according to frequency.

The data collection phase of the needs assessment process was pilot tested at a state-wide conference of the Michigan Association of School Administrators in January, 1978. Superintendents were randomly assigned to small groups and asked to identify problems existing in a local school district which might require external technical assistance, rank the problems in order of importance, and devise or select a group strategy to compile a group list of problems which would represent felt-needs of members within the group as evidenced on individual lists. No time constraints were imposed. Three approaches emerged in the development of the group lists reporting

priorities: a modified Delphi technique, a modified Phi Delta Kappa technique, and a frequency count ranking technique.

The Delphi technique is used to achieve consensus on goals, priorities or other items. It is a specialized technique developed by the Rand Corporation for the purpose of organizing and sharing forecasts about the future. The procedure begins with a questionnaire mailed to respondents who remain anonymous to one another. Respondents generate several concise statements of events. Estimates as to the probability of each event occurring at a given date in the future are established during a second round. The responses are then collated and returned to each respondent who then are invited to make revisions. During the third round, respondents are aware of how others feel regarding the occurrence of each event. The responses are again assembled and reported back to the participants. Respondents are asked to justify their positions, if the estimates do not fall within the interquartile range of all conjectures reported.

The Phi Delta Kappa (PDK) model was developed at the Northern California Program Development Center and is distributed through training and dissemination centers of Phi Delta Kappa. The model consists of three phases: rating goals according to importance and degree of attainment, setting objectives on the basis of high priority rankings, and developing objectives and plans for implementation.

The frequency count ranking technique consists of developing a group list of items identified from the lists of individuals within a group and reporting the number of times each item appeared.

The pilot test resulted in a decision to use an open-ended questionnaire to generate a list of individually identified needs and the frequency count technique to compile a list of group identified needs. This decision was based on the kinds of responses generated by the individual and group lists and the time required by each group to complete the activity during the pilot test.

Data Collection

The field test of the needs assessment process was initiated by a written request to attend and conduct the survey at the next scheduled meeting of departments within the College of Education at Western Michigan University and four regional meetings of the Michigan Association of School Administrators (M. A. S. A.). A cover letter explaining the purpose of the survey and a copy of the instrument to be used was sent to each department chairperson and presidents of regions in southern Michigan. Meetings were scheduled by telephone. Dates were selected between March 22 and May 16, 1978. The respondents for this study were those individuals in attendance at the scheduled meetings.

The ensuing description of the needs assessment process is the

first purpose of this study. A schematic presentation follows the description of the process (see Figure 1).

1. Respondents were randomly assigned to groups of no larger than eight members with a group recorder randomly assigned to each group by the investigator.

2. A written set of instructions (see Appendices A and B, Item 1) accompanied by a cover letter describing the R. E. D. E. Center was provided to each respondent. Each faculty member was asked to identify services which should be provided to school districts. Individual superintendents were asked to identify problems which might require their seeking external technical assistance. Fifteen minutes were provided to complete this activity.

3. The investigator verbally directed individual ranking of services/problems identified in step 2 according to importance (see Appendices A and B, Item 2). Five minutes were allowed for this activity.

4. Each group was directed, through written instructions, to develop a list of services/problems rank-ordered according to frequency reported within the group (see Appendices A and B, Item 3). No time constraints were imposed during this phase. The group recorder compiled the list.

Individual and group lists were submitted to the investigator upon completion.

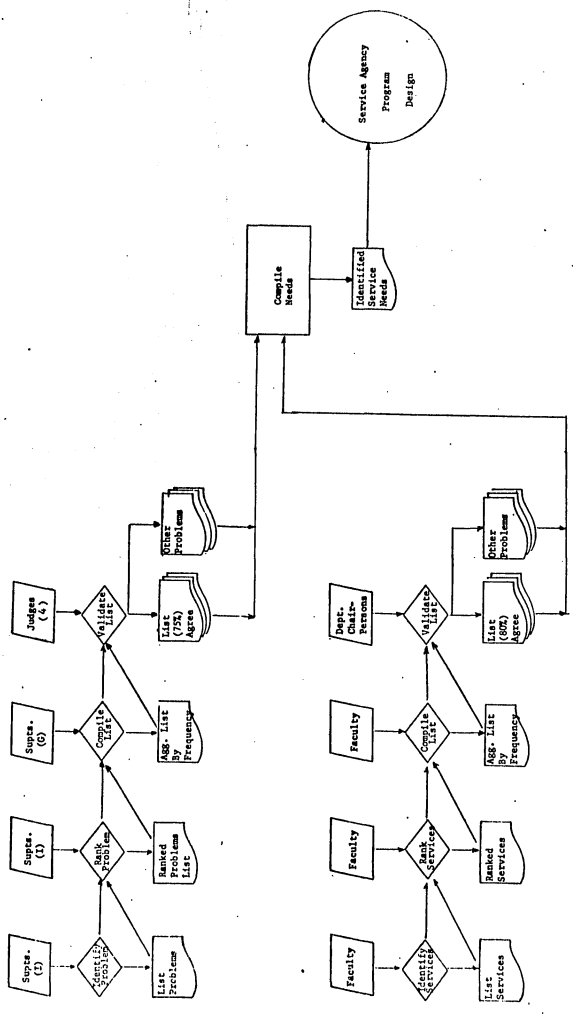

Figure 1. A Needs Assessment Process

Several group lists were returned uncompleted. Reasons given were a desire for anonymity, investigator responsibility, and an unwillingness to take the additional time required to complete the task.

The responses generated by the group lists were aggregated by the investigator to two master lists. One list represented aggregated faculty group list responses. The second list represented aggregated responses of superintendents' group lists. Each master list was prepared for content validation (see Appendices C and D).

Four concerns were raised during the data collection phase of this study. Several faculty members questioned the appropriateness of the survey being conducted during a departmental meeting. Although proper procedures had been followed by the investigator and chairpersons responsible for the conduct of the meetings, criticism was directed to the creation of a "captive audience." Some faculty chose not to participate for this reason.

A second concern was raised with respect to the request for group compilation of a list based on frequency of identified services/problems. It was suggested the investigator develop the list using the individual responses lists. The investigator chose not to select this procedure to insure the most accurate explanation of intended meanings of the respondents within each group.

Other concerns voiced by superintendents were the lack of

structure in the questionnaire and the amount of time required to complete the task. As a result, several chose not to participate in the study.

Content Validation Procedures

The content validation of the responses generated by the survey is a component of the needs assessment process. The validation of the needs (services/problems) identified on the group lists was conducted by two expert review panels. Validation of faculty responses was conducted by chairpersons of the following departments in the College of Education at Western Michigan University: Counseling and Personnel; Educational Leadership; Education and Professional Development; Health, Physical Education and Recreation; and Special Education. Superintendents' responses were validated by the superintendent of Kalamazoo Valley Intermediate School District, an associate superintendent of the Michigan Department of Education, a local school district superintendent serving as president of the Michigan Association of School Administrators, and the executive director of the Michigan Association of School Administrators. The validators were selected because of their status as leaders in educational institutions or organizations whose functions are to provide services or educational programs to individuals and other educational agencies. Validation was expected to verify that service needs had

been identified by the respondents participating in the survey as evidenced on the group lists.

Content validation consisted of the following steps:

1. Each panel of judges was mailed a list of randomly ordered needs drawn from the aggregated group lists (see Appendices C and D). Each judge was informed the list represented faculty-superintendents' perceptions of service needs and asked to judge each item for its appropriateness based on his/her perceptions of service needs by checking (√) agree or disagree.

2. Each judge was requested to identify needs not included on the list.

Lists were requested to be returned to the investigator within 10 days. Appropriate materials for mailing were provided.

An item from the faculty list required agreement by four of the five (80%) judges of the panel for validation to occur. An item from the superintendents' list required agreement by three of the four (75%) judges on the panel for validation to occur.

Related Questions

Three questions are related to the needs assessment process presented in this study: What are the expectations of faculty for services to be provided? What are the expectations of superintendents for services to be provided when needs are perceived as

problems? What similarities and differences exist between validated services and validated problems?

The items identified as services on the faculty group lists, rank-ordered according to frequency, answer the first question. The second question is answered by items identified as problems, rank-ordered according to frequency, on the superintendents' group lists. The similarities between validated services and validated problems are validated needs mutually identified by faculty and superintendents. The differences between validated services and validated problems are: (a) validated needs identified by faculty but not superintendents and (b) validated needs identified by superintendents but not faculty. The similarities and differences are reported by frequency and presented in tabular form. These data are discussed in Chapter IV.

Comparison of the Administration of the R. E. D. E. Center and School Study Councils

The comparative analysis of the organizational characteristics of the R. E. D. E. Center and school study councils was based on a review of the literature presented in Chapter II. The characteristics examined were presented in Chapter II in a framework consisting of variables assumed to illustrate an agency's internal and external roles and functions. The following characteristics were compared:

sponsorship, governance, financial, services, and staffing. Each characteristic was analyzed with respect to the R. E. D. E. Center and school study councils. The comparison is narratively presented in Chapter IV. A table depicting the results of the comparison is included. The second purpose of this study was served by identifying the similarities and differences between the administration of the R. E. D. E. Center and school study councils.

Summary

This chapter presented a description of procedures used to conduct this study. Procedures were presented in two sections: procedures related to the development and field-testing of a needs assessment process and procedures related to the comparative examination of the administration of the R. E. D. E. Center and school study councils respectively. The needs assessment process was presented in narrative and schematic form. Related questions were addressed.

CHAPTER IV

RESULTS

This chapter reports the findings of the study. The two purposes of this study were: (a) to develop and field test a process for assessing service needs of educators, and (b) to compare the R. E. D. E. Center administration with that of school study councils. The needs assessment process was reported in Chapter III. The first section of this chapter reports the final sample used for data collection, results of the three questions related to the first purpose of the study, and results of the content validation. The final section presents the results of the comparative examination, specifically with respect to the question related to the second purpose of the study. The results are organized to report organizational characteristics of the administration of the R. E. D. E. Center and school study councils.

Data Collection Sample

Two samples were used to collect data for the first purpose of this study. One sample consisted of 78 faculty in the College of Education at Western Michigan University. Five departments were represented and ranged in size from 11 to 63 members. Table 1

presents departments participating in the study. Department size, population in attendance for data collection, and the size of the survey sample are reported.

Table 1

Departmental Representation of Faculty Sample

Department	Department Size	Population	Sample
Counseling & Personnel	12	10	8
Educational Leadership	11	8	8
Education & Professional Development	63	26	24
Health, Physical Education & Recreation	38	31	28
Special Education	11	10	10

A second sample consisted of 41 local and intermediate superintendents from school districts located in southern Michigan. The size of districts represented ranged between 394 and 60,000, according to student population. Table 2 presents geographic regions participating in the study, population in attendance for data collection, and the size of the survey sample.

Table 2

Regional Representation of Superintendent Sample

Region	District Size	Population	Sample
Southeastern Michigan	3,767-31,000	10	5
Central Michigan	900-60,000	14	12
Southwestern Michigan	394-35,000	24	24

Faculty Service Expectations

A basic question addressed by this study was: What are the expectations of faculty for services to be provided? Questionnaires administered to 78 faculty resulted in 80 services identified on 16 group lists. The services were ranked according to frequency. Table 3 presents the expectations of faculty for services to be provided as reported by the group lists. The services and frequency count are reported.

The most frequently identified service was "Teacher Inservice Training." Twenty-eight (36%) individuals identified this service on group lists. The second most frequently reported service was "Mailing List: Publications/Information." The item was reported nine (12%) times. "Educational Resources Directory: Evaluators/ Researchers" was also reported nine times. Thirty-three items

Table 3

Faculty Service Expectations

Service	Frequency
Teacher Inservice Training	28
Mailing List: Publications/Information	9
Educational Resources Directory: Evaluators/Researchers	9
Current Issues/Trends	8
Organizational Development/Reorganizing for Change	8
Curriculum Development	7
Administrator Inservice Training	7
District-Wide Needs Assessment	7
Staffing: Selection/Reduction	6
Program Evaluation	6
Public Relations: Internal/External	6
Implementing Procedures and Materials	6
Educational Measurement	5
Instructional Planning	5
Assessing Staff Needs	5
Career Education	4
Evaluation Techniques	4
Metric Education	4

Table 3--Continued

Service	Frequency
Pupil Personnel Services	4
Organizational Administration	4
Proposal Writing/Grantsmanship	4
School Finances	4
Time Management	4
Building Level Needs Assessment	4
Supportive Services	4
Materials Development/Management	4
Publications	4
Research: Applied/Basic	4
Develop New Courses	3
Conducting Inservice Training	3
Developing Inservice Training	3
Title IX	3
Data Processing	2
Personnel Evaluations	2
Information Management Services	2
Facilities/Space Utilization	2
Awareness/Implementation of Innovative Programs	2
Model Programs	2

Table 3--Continued

Service	Frequency
Coaching Clinics	2
New Athletic Equipment	2
Mainstreaming	2
Severely Disabled Reader	2
Short Courses	2
Special Course Offerings	2
Discipline Strategies	2
Graduate Follow-Up Studies	2
Teacher-Student Exchange	2
Test Exhibits	1
Clinical Referrals	1
Funded Workshops	1
Media Center	1
Speakers' Bureau	1
Classroom Management	1
Individualization	1
Concept Teaching	1
Diagnostic and Prescriptive Teaching	1
Violence in the Schools	1
Disabilities	1

Table 3--Continued

Service	Frequency
Applying Learning Theory	1
Test Construction	1
Behavioral Objectives	1
Audio-Visual Center Services	1
Guidance and Counseling Services	1
Self-Evaluation Techniques	1
Counseling Procedures	1
Needs of the Secondary Student	1
Injury Prevention for the Athlete	1
Policy Development	1
Collective Bargaining	1
Legal Rights of the Board, School Personnel, & Students	1
Desegregation	1
Planning	1
Organizational Evaluation Studies	1
Liaison to State/Federal Agencies	1
Measuring Community Attitudes	1
Reading	1
Sex Education	1

Table 3--Continued

Service	Frequency
Physical Conditioning	1
Programs for the Gifted	1
Skill Therapy in Reading	1

identified by faculty were reported one time; 15 items were reported two times; four items were reported three times; 13 items were identified four times; three items were reported five times; four items were reported six times; three items were reported seven times; two items were reported eight times. The 80 faculty responses were related to the general areas of curriculum, district management/administration, supportive services, instructional technology, and dissemination activities. Nine service expectations were related to curriculum; 26 focused on the management/administration of a district; 20 were related to support services; 18 focused on instructional technology; seven represented dissemination activities.

Superintendents' Service Expectations

A second question addressed by this study was: What are the expectations of superintendents for services to be provided when needs are perceived as problems?

Sixty-two problems were identified on 11 group lists compiled by 41 local and intermediate school superintendents. The problems were ranked according to frequency. Table 4 presents the expectations of superintendents for services to be provided, as reported by the group lists. The frequency count for each service is included.

"Legal Services" was the most frequently identified service need; it was identified 17 times (41%) on the group lists. The second most frequently identified service need was "Public Relations with the Community." This response appeared 13 times (32%). Twenty-four items were identified one time; six items were reported two times; eight items were reported three times; seven items were identified four times; seven items were identified five times; four items were identified six times; one item was identified seven times; one item was identified eight times; two items were listed 11 times. The 62 superintendents' responses focused on four educational areas: curriculum, district management/administration, supportive services, and instructional technology. Six service expectations were related to curriculum; 44 expectations were related to the management/administration of a district; nine focused on supportive services; three expectations were related to instructional technology.

Table 4

Superintendents' Service Expectations Perceived as Problems

Service	Frequency
Legal Services	17
Public Relations with the Community	13
Negotiations	11
Inservice for Teachers	11
Building Expansion	8
Personnel Evaluation	7
Enrollment Projections	6
Competency-Based Testing Programs	6
Program Evaluation	6
Passing Bond Elections	6
Inservice for Administrators in Management Skills	5
Alternative Programs for the Learning Disabled Students	5
Special Education Programs	5
Labor/Management Conflict Resolution	5
Data Gathering/Dissemination of Information	5
Community Surveys	5
Identification of Financial Resources	5
Board Public Relations	4

Table 4--Continued

Service	Frequency
Student Testing/Evaluations	4
State/Federal Grants	4
Curriculum Development	4
Community Involvement in the Schools	4
Regional Bargaining	4
Administrative Reorganization	4
Reorganizing Curricula	3
Administrator Evaluations	3
District-Wide Needs Assessment	3
Workmen's Compensation	3
Office Management	3
Inservice for Board Members	3
Audits	3
Programs for the Gifted	3
Career Education	2
Management Services	2
Administrative Counseling	2
Equal Employment Opportunity	2
Transportation Planning	2
Medical Services for Special Education Students	2

Table 4--Continued

Service	Frequency
Student Job Placement	1
Staff Motivation	1
Instructional Accountability	1
Public Relations with the Michigan Department of Education	1
Public Relations Between Teacher/Community	1
Completing State-Required Reports	1
Sale of School Property	1
Declining Enrollment	1
Objective-Referenced Testing	1
Investment Programs	1
Health Insurance	1
Lobbying	1
Title IX	1
Passing Millage Elections	1
Policy Development	1
Special Education Facilities Modification	1
Building Reduction	1
Desegregation	1
Organizational Renewal	1

Table 4--Continued

Service	Frequency
Long Range Planning	1
Sex Education	1
Drug Abuse	1
Pre-School Education	1
Reading/Math Programs	1

Content Validation of Survey Responses

Faculty Sample

Questionnaires administered to 78 faculty resulted in 80 items perceived as service needs of local school districts. A panel of experts judged each response, based on their perceptions of its appropriateness as a service need of educators, by agreeing or disagreeing with each item. Validated and nonvalidated responses are presented in Table 5.

Sixty-six (83%) responses were validated as service needs by the expert panel. Fourteen (17%) responses were not validated. Of the 66 validated responses, 37 (56%) were validated by 100% of the panel; 29 (44%) responses were validated by 80% of the panel. One judge identified a need not included on the list: training

Table 5

Validated and Nonvalidated
Faculty Responses

Need	Agree	Disagree	Validation Percentage
Reading	5	0	100
Sex Education	5	0	100
Current Issues/Trends	5	0	100
Metric Education	5	0	100
Career Education	5	0	100
Physical Conditioning	4	1	80
Programs for the Gifted	4	1	80
Skill Therapy in Reading	3	2	60
Organizational Development/ Reorganizing for Change	5	0	100
Pupil Personnel Services	4	1	80
Staffing: Selection/Reduction	3	2	60
Organizational Administration	5	0	100
Policy Development	5	0	100
Proposal Writing/Grantsmanship	5	0	100
School Finances	5	0	100
Collective Bargaining	5	0	100
Legal Rights of Boards, School Personnel & Students	5	0	100

Table 5--Continued

Need	Agree	Disagree	Validation Percentage
Title IX	4	1	80
Desegration	4	1	80
Planning	5	0	100
Time Management	5	0	100
District-Wide Needs Assessment	5	0	100
Assessing Staff Needs	5	0	100
Building Level Needs Assessment	4	1	80
Educational Measurement	4	1	80
Data-Processing	3	2	60
Research: Applied/Basic	5	0	100
Program Evaluation	5	0	100
Organizational Evaluation Studies	5	0	100
Personnel Evaluation	4	1	80
Public Relations: Internal/External	4	1	80
Liaison to State/Federal Agencies	4	1	80
Information Management Systems	4	1	80
Measuring Community Attitudes	4	1	80
Supportive Services	3	2	60
Facilities/Space Utilization	3	2	60

Table 5--Continued

Need	Agree	Disagree	Validation Percentage
Awareness/Implementation of Innovative Programs	5	0	100
Curriculum Development	5	0	100
Materials Development/Management	4	1	80
Model Programs	5	0	100
Audio-Visual Center Services	3	2	60
Evaluation Techniques	4	1	80
Guidance & Personnel Services	4	1	80
Self-Evaluation Techniques	4	1	80
Teacher Inservice Training	5	0	100
Administrator Inservice Training	5	0	100
Conducting Inservice Training	5	0	100
Developing Inservice Training	5	0	100
Coaching Clinics	5	0	100
Counseling Procedures	5	0	100
New Athletic Equipment	2	3	40
Needs of the Secondary School Student	3	2	60
Injury Prevention of the Athlete	5	0	100
Instructional Planning	4	1	80

Table 5--Continued

Need	Agree	Disagree	Validation Percentage
Classroom Management	5	0	100
Discipline Strategies	4	1	80
Special Course Offerings	5	0	100
Short Courses	5	0	100
Developing New Courses	5	0	100
Implementing Procedures & Materials	3	2	60
The Severely Disabled Reader	5	0	100
Individualization	4	1	80
Concept Teaching	5	0	100
Diagnostic & Prescriptive Teaching	4	1	80
Mainstreaming	3	2	60
Violence in the Schools	3	2	60
Disabilities	4	1	80
Applying Learning Theory	4	1	80
Test Construction	4	1	80
Behavioral Objectives	4	1	80
Speakers' Bureau	4	1	80
Graduate Follow-up Studies	5	0	100
Media Center	4	1	80

Table 5--Continued

Need	Agree	Disagree	Validation Percentage
Funded Workshops	5	0	100
Clinical Referrals	3	2	60
Test Exhibits	3	2	60
Teacher/Student Exchange	2	3	40
Publications	4	1	80
Mailing List: Publications/ Information	4	1	80
Educational Resources Directory: Researchers/Evaluators	4	1	80

personnel to work effectively with parents.

Superintendents' Sample

Questionnaires administered to 41 superintendents resulted in 62 items perceived as problems which might require external technical assistance. Four experts were requested to validate superintendents' responses. The experts judged each response for its appropriateness, based on their perceptions of service needs of educators, by agreeing or disagreeing with each item. Table 6 presents validated and nonvalidated superintendents' responses.

Table 6

Validated and Nonvalidated
Superintendents' Responses

Need	Agree	Disagree	Validation Percentage
Programs for the Gifted	3	1	75
Reading/Math Programs	4	0	100
Career Education	4	0	100
Pre-School Education	4	0	100
Drug Abuse	4	0	100
Sex Education	4	0	100
Long Range Planning	4	0	100
Administrative Reorganization	1	3	25
Organizational Renewal	3	1	75
Audits	2	2	50
Desegregation	1	3	25
Building Expansion	1	3	25
Management Services	3	1	75
Special Education Facilities Modification	4	0	100
Administrative Counseling	2	2	50
Inservice for Board Members	3	1	75
Office Management	3	1	75

Table 6--Continued

Need	Agree	Disagree	Validation Percentage
Equal Employment Opportunity	4	0	100
Policy Development	1	3	25
Identification of Financial Resources	2	2	50
Passing Millage Elections	3	1	75
Legal Services	4	0	100
Workmen's Compensation	3	1	75
Title IX	3	1	75
Lobbying	1	3	25
Labor/Management Conflict Resolution	3	1	75
Negotiations	3	1	75
Regional Bargaining	2	2	50
Passing Bond Elections	2	2	50
Health Insurance	2	2	50
Investment Programs	4	0	100
Building Reduction	2	2	50
Declining Enrollment	2	2	50
Enrollment Projections	2	2	50
State/Federal Grants	4	0	100
Sale of School Property	2	2	50

Table 6--Continued

Need	Agree	Disagree	Validation Percentage
Student Testing/Evaluation	4	0	100
Competency-Based Programs	3	1	75
Objective-Referenced Testing	4	0	100
Data Gathering/Dissemination of Data	4	0	100
Completing State-Required Reports	2	2	50
District-Wide Needs Assessment	3	1	75
Program Evaluation	4	0	100
Personnel Evaluation	2	2	50
Administrator Evaluation	2	2	50
Community Surveys	3	1	75
Public Relations with the Community	3	1	75
Public Relations Between Teachers/Community	4	0	100
Board Public Relations	4	0	100
Community Involvement in the Schools	3	1	75
Public Relations with the Michigan Department of Education	2	2	50
Instructional Accountability	3	1	75

Table 6--Continued

Need	Agree	Disagree	Validation Percentage
Alternative Programs for Learning Disabled Students	3	1	75
Special Education Programs	2	2	50
Staff Motivation	2	2	50
Inservice Administrators for Management Skills	3	1	75
Student Job Placement	2	2	50
Curriculum Development	4	0	100
Reorganizing Curricula	4	0	100
Transportation Planning	1	3	25
Inservice for Teachers	4	0	100
Medical Services for Special Education Students	1	3	25

Thirty-eight (61%) of the 62 responses were validated by the panel. Twenty-four (39%) responses were not validated. Of the 38 validated responses, 20 (53%) were validated by 100% of the panel; 18 (47%) responses were validated by 75% of the panel.

Similarities and Differences Between
Validated Services and Problems

A third question addressed in this study was: What similarities and differences exist between validated services and validated problems?

The similarities consist of validated items common to the group lists of faculty and superintendents. Common items are those identified by the same terms or terms connoting relatedness. For example, "Career Education" appeared on faculty and superintendents' lists: "Career Education" constitutes a similarity. "Reading/Math Programs" appeared on the superintendents' list and "Reading" appeared on the faculty list. The two terms represent a similarity. Table 7 presents similarities between validated services and validated problems. Frequency is reported by sample source.

Similarities between validated services and validated problems totaled 43 responses: seven terms were identified with common terms; 36 responses with related meanings resulted in 13 clusters.

Differences between validated services and problems are reported from two sources: validated faculty perceived service needs not identified by superintendents, and validated superintendents' service needs perceived as problems but not identified by faculty. Table 8 presents validated service needs identified by

Table 7

Similarities Between Validated Services and Validated Problems

Service Need	Faculty	Superintendents
Programs for the Gifted	1	3
Career Education	3	2
Sex Education	1	1
Title IX	3	1
District-Wide Needs Assessment	7	3
Program Evaluation	6	6
Curriculum Development	7	4
Inservice for Teachers		11
Teacher Inservice Training	8	
Reading/Math Programs		1
Reading	1	
Long Range Planning		1
Planning	1	
Organizational Renewal		1
Organizational Development/Reorganizing for Change	8	
Organizational Administration	4	
Passing Millages		1
School Finances	4	
Labor/Management Conflict Resolution		5
Negotiations		11
Regional Bargaining		4
Collective Bargaining	1	
State/Federal Grants		4
Proposal Writing/Grantsmanship	4	

Table 7--Continued

Service Need	Faculty	Superintendents
Student Testing/Evaluations		4
Objective-Referenced Testing		1
Competency-Based Testing Programs		6
Educational Measurement	5	
Test Construction	1	
Data Gathering/Dissemination of Data		5
Information Management Services	2	
Community Surveys		4
Measuring Community Attitudes	1	
Public Relations with the Community		13
Public Relations Between Teachers/ Community		1
Public Relations with the Michigan Department of Education		1
Board Public Relations	4	
Public Relations: Internal/External	6	
Special Education Programs		5
Severely Disabled Reader	1	
Alternative Programs for the Learning Disabled Student		5
Inservice for Administrators in Management Skills		5
Administrator Inservice Training	7	

faculty but not superintendents. Table 9 presents validated service needs perceived as problems and identified by superintendents but not faculty. Frequency and service needs are reported.

Table 8

Validated Services Identified by Faculty Differing from Validated Problems Identified by Superintendents

Service	Frequency
Current Issues/Trends	8
Metric Education	4
Physical Conditioning	1
Pupil Personnel Services	4
Legal Rights of the Board, School Personnel & Students	1
Time Management	4
Assessing Staff Needs	5
Building Level Needs Assessment	4
Organizational Evaluation Studies	1
Awareness/Implementation of Innovative Programs	2
Materials Development/Management	4
Model Programs	2
Audio-Visual Center Services	1
Guidance and Personnel Services	1
Self-Evaluation Techniques	1
Conducting Inservice Training	3
Developing Inservice Training	3
Coaching Clinics	2

Table 8--Continued

Service	Frequency
Counseling Procedures	1
Injury Prevention to the Athlete	1
Instructional Planning	5
Classroom Management	1
Discipline Strategies	2
Special Course Offering	2
Short Courses	2
Developing New Courses	3
Individualization	1
Concept Teaching	1
Diagnostic/Prescriptive Teaching	1
Applying Learning Theory	1
Speakers' Bureau	1
Graduate Follow-Up Studies	2
Media Center	1
Funded Workshops	1
Publications	3
Mailing Lists: Publications/Information	9
Educational Resources Directory: Evaluators/ Researchers	9

Table 9

Validated Problems Identified by Superintendents Differing from Validated Services Identified by Faculty

Problem	Frequency
Pre-School Education	1
Drug Abuse	1
Audits	3
Management Services	2
Inservice for Board Members	3
Office Management	3
Equal Employment Opportunity	2
Legal Services	17
Workmen's Compensation	3
Declining Enrollment	1
Community Involvement in the Schools	4
Instructional Accountability	1
Student Job Placement	1
Reorganizing Curricula	4
Medical Services for the Special Education Student	2

Thirty-seven validated services were identified by faculty, but not superintendents.

Fifteen validated problems were identified by superintendents, but not by faculty.

In summary, a process for assessing service needs of educator clients was field tested with 78 faculty in the College of Education at Western Michigan University and 41 local and intermediate school district superintendents in southern Michigan. Results of the field test were validated by two panels of expert judges. Eighty service expectations were identified by faculty; "Inservice Training for Teachers" was ranked most frequently. Sixty-two problems were perceived as service expectations by superintendents; "Legal Services" was identified most frequently. Sixty-six (83%) of the 80 faculty responses were validated by 80% or more of the panel of experts. Fourteen (17%) of the faculty responses were not validated. Thirty-eight (61%) of the 62 superintendents' responses were validated by 75% or more of the panel of experts. Twenty-four (39%) responses were not validated. Forty-three similarities were identified between validated services and validated problems. Differences between validated services and validated problems consisted of 37 validated services and 15 validated problems.

Comparative Examination of the R. E. D. E. Center and School Study Councils

A basic question to be answered by the second purpose of this study was: What are the similarities and differences between the administration of the R. E. D. E. Center and school study councils?

The primary source of data collected to conduct the comparative examination of the administration of the R. E. D. E. Center and school study councils was presented in the literature review, Chapter II of this study. The data base was the systematic description of sponsorship, governance, financial, service, and staffing characteristics. It was established in Chapter II that these characteristics would provide evidence of internal and external roles and functions. These characteristics, then, represent the administration of the R. E. D. E. Center and school study councils.

Sponsorship

Sponsorship is the generic term selected to categorize and present data related to an organization's establishment; evidence of a relationship or affiliation to a patron institution or agency and of the nature of the patron institution.

The R. E. D. E. Center was established in 1972, as part of the College of Education at Western Michigan University. The Center is housed on the campus. Professional and nonprofessional staff are

provided through the allocation of College funds. It was created to serve as a liaison to the community.

School study councils are initiated and sponsored by public or private institutions of higher education. The first council was the Metropolitan School Study Council, established in 1942 at Teachers College, Columbia University. The Council has been credited with providing the model used in developing subsequent councils throughout the country. The affiliation of councils with institutions of higher education is evidenced by housing, operational costs, and staffing support. The councils serve as a link between institutions of higher education and the constituents of their communities.

The R. E. D. E. Center and school study councils are similar with respect to sponsorship characteristics because both agencies have clear affiliations with institutions of higher education.

Governance

Governance pertains to data describing the controlling, guiding, or directing body responsible for policy and procedural decisions.

The R. E. D. E. Center has no governing or advisory board. Policy decisions emanate from the Office of the Dean of the College of Education. Procedural decisions are within the purview of the Center Director.

School study councils are characterized by a governance body

organizationally independent of the sponsoring institutions. Council activities, as well as policy and procedural concerns, are under the auspices of the council governing boards. Boards are composed of administrators of member districts, representatives of state education agencies, and institutions of higher education. Classroom teacher representation is lacking. Members serve for various periods, usually one to seven years. Most councils provide for three year terms, with members selected by representatives of the districts concerned.

The R. E. D. E. Center and school study councils differ with respect to governance characteristics because the R. E. D. E. Center is an integral part of the College of Education organizational structure, and as such is managed by the Office of the Dean of the College of Education, whereas school study councils are governed by representatives of member districts or institutions.

Finance

Financial characteristics present data describing sources of revenue and processes associated with budget planning and budget review.

The R. E. D. E. Center receives income in two ways: (a) contributions from the College of Education, in the form of housing, equipment, and personnel, and (b) revenue from activities generated

through contractual agreements with other institutions or agencies for needed services. Budget planning and review are coordinated from the Dean's Office. The Center budget is administered by the Center Director.

One of two major functions of school study council boards is the preparation and approval of council budgets. The councils receive income from two major sources: sponsoring institutions and fees assessed by the Council board to member school districts. The fees are based on either student population or assessed value of property of a district. Some councils assess a flat fee to members. The income from sponsoring institutions consists of cash, goods, and services. Publications sales and government grants are other sources of income.

The R. E. D. E. Center and school study councils differ with respect to financial characteristics because school study councils receive income from membership fees and publication sales whereas the R. E. D. E. Center does not. The budgets of school study councils are planned and reviewed by Council boards, whereas the Dean's Office is responsible for the planning and review of the Center's budget.

Services

Service characteristics provide data about the kinds of

activities and programs offered or available to local school districts and other organizations. The processes for planning, managing, and evaluating programs are also part of the data.

The R. E. D. E. Center services reflect educator client requests, as well as the areas of interest, expertise, and backgrounds of faculty in the College of Education. A staff expertise survey was conducted in 1972 to determine skill areas of faculty and students to assist in the appropriate matching of requests for services with available resources. However, an on-going assessment of client needs has not been an established practice. As requests for services are made, the Director facilitates and coordinates the contractual arrangements. Services have centered around the areas of inservice education, curriculum and facility studies, staff and community surveys, project evaluations and audits, and teacher-administrator feedback activities. Formal evaluations of services are conducted with respect to individual contracts or projects.

Services provided by school study councils reflect the relationship of the councils to their sponsoring institutions. Important activities are in the broad areas of research, development, and dissemination. The latter is the most important service and is provided in the form of inservice education, idea-sharing, and publications. The least effective activities reported are research, diffusion, and evaluation. Programs providing services have been

developed on the basis of informal "opinionnaires." These surveys are designed to develop lists of topics or problems of interest to councils. There are no indications of on-going needs assessment activities with member districts or those expected to serve as resources.

The R. E. D. E. Center and school study councils are similar with respect to service characteristics because of the nature of services provided and processes employed to determine service program planning and evaluation.

Staffing

Data describing personnel with respect to numbers of professional and nonprofessional employees, by job categories, full or part-time status, and source of funding comprise staffing characteristics.

The R. E. D. E. Center has one full-time director, one part-time secretary, and graduate assistants as needed for special projects. Salaries for the Director and secretarial staff are funded by the College of Education. The Director is appointed by the Dean of the College of Education. Employment qualifications include possession of a doctoral degree. Consultants are contracted by the Center for special services requested by clients. Consultants may be graduate students, faculty, or experts outside the College of Education

or University.

School study councils staffs typically consist of an executive director, secretary, consultants, and graduate assistants. Most directors are employed on a part-time basis by the councils and the sponsoring institutions. Appointment of the director occurs in two ways: (a) by the governing board, or (b) by the sponsoring institution. Employment qualifications are not consistent among councils with respect to the possession of an advanced degree.

The R. E. D. E. Center and school study councils differ with respect to staffing characteristics because the R. E. D. E. Center Director is specified as a full-time position and is required to possess a doctoral degree, whereas school study councils may have full or part-time directors, and do not necessarily require the possession of a doctoral degree.

To summarize, two characteristics of the administration of the R. E. D. E. Center and school study councils are similar: sponsorship and services. Three characteristics are different: governance, financial, and staffing. Table 10 presents a summary of the similarities and differences found between the administration of the R. E. D. E. Center and school study councils.

Table 10

A Summary of Similar and Different Organizational Characteristics of the R. E. D. E. Center and School Study Councils

Characteristic	Similar	Different
Sponsorship	X	
Governance		X
Finance		X
Services	X	
Staffing		X

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

This chapter summarizes the study and the findings, and presents the conclusions and recommendations derived from the study.

Summary

This study served two purposes: to develop and field test a needs assessment process for organizational units within university colleges of education concerned with providing services to educators, and to compare the administration of the Research, Evaluation, Development, Experimentation Center (R. E. D. E.) in the College of Education at Western Michigan University with school study councils. The study assumed the University's commitment to a service mission and presented, by a review of selected literature, the relationship between processes employed to determine needed services and mechanisms created to meet those needs.

The literature review examined the nature of needs assessment. For the purposes of this study, a need was determined to be something shown to be useful in order to fulfill a defensible purpose. Needs assessment was described as a process for determining what is needed to serve some worthy purpose. Literature related to

communication strategies inherent in the needs assessment process was examined; specifically, interactive and noninteractive strategies and the appropriateness and effectiveness of each type were investigated. It was recognized that the selection of a specific communication strategy was contingent on the situation in which the process was to be utilized.

Literature focusing on organizational characteristics of regional educational service agencies, school study councils, and the R. E. D. E. Center was also reviewed. The review investigated areas of administration assumed to provide evidence of internal and external roles and functions: sponsorship, governance, finance, services, and staffing. The description of these characteristics was organized to establish the data base for the second purpose of the study, the comparative examination.

The procedures used to conduct this study were two-fold: procedures used to develop and field test the needs assessment process, and procedures used to examine and compare the administration of the R. E. D. E. Center and school study councils.

Four questions were addressed by the two purposes of this study:

1. What are the expectations of faculty for services to be provided.

2. What are the expectations of superintendents for services

to be provided when needs are perceived as problems?

3. What similarities and differences exist between validated services and validated problems?

4. What are the similarities and differences between the administration of the R. E. D. E. Center and school study councils?

The population for the first purpose of the study consisted of (a) all faculty in the College of Education at Western Michigan University, and (b) local and intermediate school district superintendents in southern Michigan. Two questionnaires, each containing three open-ended items, were designed for faculty and superintendents, respectively. Faculty were requested to identify services to be provided to local school districts; superintendents were requested to identify problems which might require external technical assistance. "Problems" and "services" were treated synonymously in the study. The procedures used to collect data constituted the field test of the needs assessment process. A component of the process was the validation of responses resulting from the field test. A schematic presentation of the process was included in Chapter III.

The comparative examination of the organizational characteristics of the R. E. D. E. Center and school study councils consisted of establishing a data base from the literature review. The review was organized in a framework focusing on sponsorship, governance,

financial, service, and staffing characteristics, and descriptively analyzed with respect to the R. E. D. E. Center and school study councils.

Findings

The needs assessment conducted with 78 faculty in the College of Education at Western Michigan University resulted in 80 services identified on 16 group lists. The items represented expectations of faculty of services to be provided to local school districts, a basic question addressed in the study. The 80 services focused on five educational areas: curriculum, district management/administration, supportive services, instructional technology, and dissemination activities. Nine service expectations were related to curriculum; 26 focused on the management/administration of a district; 20 expectations were related to support services; 18 expectations focused on the area of instructional technology; and seven service expectations represented dissemination activities.

Sixty-six (83%) of the 80 faculty service expectations were validated by 80% of the five-member panel of experts.

The needs assessment conducted with 41 local and intermediate superintendents in southern Michigan resulted in 62 problems identified on 11 group lists. The items represented superintendents' expectations of services to be provided when perceived as problems,

a second question addressed by this study. The 62 problems focused on four educational areas: curriculum, district management/ administration, supportive services, and instructional technology. Six service expectations were related to curriculum; 44 expectations were related to the management/administration of a district; nine focused on supportive services; and three expectations were related to instructional technology.

Thirty-eight (61%) of the 62 problems were validated as superintendents' service expectations by 75% of a four-member panel of experts.

A third question addressed by this study dealt with the similarities and differences between validated services and validated problems. The similarities and differences were derived by comparing validated items from faculty and superintendents' group lists. Forty-three (41%) similarities were found between the 104 validated services and problems. Fifteen (14%) of the 104 validated items were identified by superintendents but not faculty. Thirty-seven (36%) of the 104 items were identified by faculty but not superintendents.

The second purpose of the study was a comparative examination of the administration of the R. E. D. E. Center and school study councils. This comparison resulted in the identification of two similar and three different organizational characteristics.

Sponsorship and services were determined to be similar between the R. E. D. E. Center and school study councils. Sponsorship was similar because of the common relationship with institutions of higher education. Services were concluded to be similar because the nature of the services provided were alike. In addition, the R. E. D. E. Center and school study councils do not consistently utilize planning and evaluation techniques for programmatic purposes.

Governance, finance, and staffing were concluded to be different between the R. E. D. E. Center and school study councils. The R. E. D. E. Center has no governing or advisory board; does not derive revenue from membership fees or publication sales; operates within a budget planned and reviewed by the Office of the Dean of the College of Education; and is administered by a full-time director possessing an advanced degree. School study councils, on the other hand, are governed by a board representing council membership; derive income from membership fee assessment and publication sales; and employ directors on either a full or part-time basis. Council directors do not necessarily hold advanced degrees.

Conclusions and Recommendations

The needs assessment process developed and field tested in this study resulted in the identification of service needs by individuals initially described as providers and receivers of resources:

faculty in the College of Education and superintendents of local and intermediate school districts. The content validation of the identified needs verified 83% of the responses generated by the faculty sample and 61% of the responses generated by the superintendents' sample. This study presented a needs assessment process capable of producing a comprehensive list reflecting service needs of educators. The questionnaire should be refined to minimize the number of generic responses and increase the degree of specificity with which a service or problem is stated. If validation is maintained as part of the process and is conducted by judges representing departments, institutions, or organizations providing services to local school districts, the directions to the validators should include a caution against judging the appropriateness of the items based on their organizational perspectives. Furthermore, the data from the study should be utilized to formulate a plan of action for the review of existing resources and the design and implementation of new services and programs to be offered. The information gained is useful in establishing a baseline for future needs assessment activities.

This study revealed, as a result of the comparative examination of the administration of the R. E. D. E. Center and school study councils, that the R. E. D. E. Center possesses organizational characteristics enabling it to function as a delivery system mechanism.

Consequently, the Center should remain a distinct and integral unit within the organizational structure of the College of Education at Western Michigan University and continue to function as a liaison between the College and other educational and training institutions and organizations. To the extent it is fiscally and physically possible, the Center should be housed in a location conducive to establishing and maintaining open communication with the faculty and administrators in the College, educators in the community, and one which enhances the identification of the Center and its relationship to the College of Education and the University.

To assist in the review, assessment, and evaluation of services provided to educators, the R. E. D. E. Center Director should be authorized to establish an advisory board comprised of representatives of teaching and administrative personnel from the College of Education and the community.

The Center should continue to receive financial support from the College of Education, specifically, to fund professional and secretarial personnel. To strengthen dissemination capabilities, the Center Director should be encouraged to actively seek additional grants from state and federal agencies. Publication sales should be incorporated as a source of income. The present budget planning and review process should be maintained within the Office of the Dean to minimize costly expenditures resulting from the duplication

of efforts and services.

The services provided through the Center should represent an awareness of existing and potential needs and, to the extent it is possible, the priorities assigned to those needs by existing and potential clients. To increase the level of faculty and client awareness of needs to be met and resources available to meet those needs, viable dissemination activities, such as "awareness sessions," newsletters, and periodic publications should be utilized. The data resulting from the needs assessment conducted in this study should be used, especially as a stimulus to future assessment activities and the periodic evaluation of program thrusts of the Center. The services offered should continue to represent a broad range of needs, interests, and areas of experience.

To enact the recommendations made thus far alludes to a commitment to a growing Center. To strengthen this commitment, additional staff should be provided to the Center: graduate assistants assigned on an on-going basis, and interns placed from the various departments within the College and University. The Director should be invited to attend department head meetings, periodically. The R. E. D. E. Center Director should be knowledgeable of the activities of other centers functioning within the College. This could be accomplished by convening regularly scheduled meetings for administrators of center offices. These suggestions serve to

increase the level of understanding about existing resources within the College, existing needs of the community, and provide an opportunity for discussion on how to most effectively deliver needed services. The Director should continue to report to the Dean of the College of Education.

The Director of the Center should continue to possess the highest qualifications expected of a representative of an institution of higher education. To maintain the credibility thus far established by previous directors, the position of Director should require the possession of an advanced degree, research and administrative skills, teaching and administrative experience, strong interpersonal skills, and an understanding of the relationships among local school districts, intermediate school districts, state education agencies, and institutions of higher education. A job description should be developed to clearly establish the Director's role and his/her relationship to faculty and the administrative staff in the College of Education.

This study produced an effective process for heightening an understanding of the problems facing today's educators. The results of the needs assessment process and the comparative study provide a basis for planning and administering service oriented centers to fulfill their role in reducing the effect of existing and emerging problems.

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APPENDICES

APPENDIX A: Faculty Questionnaire

The Research, Evaluation, Development, and Experimentation Center (R. E. D. E.) is a community service-oriented administrative unit within the College of Education at Western Michigan University. Its primary goal is to provide service to those organizations having educational and training functions. It focuses on facilitating the identification and coordination of appropriate expertise required to assist clients in meeting their needs and/or solving their problems.

The R. E. D. E. Center is currently involved in a needs assessment study. The basic purpose is to investigate ways of identifying services which may be provided through the College of Education to local school districts. Your assistance in providing the following information will be appreciated. The identity of the respondents will be kept anonymous.

(Verbal direction by investigator)

Using the numbers 1 - n to indicate order of importance, individually rank the services you identified which should be provided to local school district clients. You may use the column on the right for your responses.

Department _____

Please identify services which should be provided to school districts. You may use the column on the left for your responses.

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

Department _____

Please list and rank in order of frequency services identified in your group.

Service	Frequency

APPENDIX B: Superintendents' Questionnaire

The Research, Evaluation, Development, and Experimentation Center (R. E. D. E.) is a community service-oriented administrative unit within the College of Education at Western Michigan University. Its primary goal is to provide service to those organizations having educational and training functions. It focuses on facilitating the identification and coordination of appropriate expertise required to assist clients in meeting their needs and/or solving their problems.

The R. E. D. E. Center is currently involved in a needs assessment study. The basic purpose is to investigate ways of identifying services which may be provided through the College of Education to local school districts. Your assistance in providing the following information will be appreciated. The identity of the respondents will be kept anonymous.

(Verbal direction by investigator)

Using the numbers 1 - n to indicate order of importance, individually rank the problems you identified which might require external technical assistance. You may use the column on the right for your response.

Size of District _____

Please identify problems in your district for which you might seek external technical assistance. You may use the columns on the left for your response.

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

Please list and rank in order of frequency problems identified within your group.

Problems	Frequency

APPENDIX C: Validation Form for Faculty Responses

Faculty in the College of Education at Western Michigan University have been asked to identify services which should be provided to local school districts. The services listed below represent College of Education faculty perceptions of service needs of educator clients. Please judge each item for its appropriateness based on your perceptions of service needs by checking ($\surd$) agree or disagree.

Need	Agree	Disagree
1. Reading	( )	( )
2. Sex Education	( )	( )
3. Current Issues/Trends	( )	( )
4. Metric Education	( )	( )
5. Career Education	( )	( )
6. Physical Conditioning	( )	( )
7. Programs for the Gifted	( )	( )
8. Skill Therapy in Reading	( )	( )
9. Organizational Development/Reorganizing for Change	( )	( )
10. Pupil Personnel Services	( )	( )
11. Staffing: Selection/Reduction	( )	( )
12. Organizational Administration	( )	( )

Need	Agree	Disagree
13. Policy Development	( )	( )
14. Proposal Writing/Grantsmanship	( )	( )
15. School Finances	( )	( )
16. Collective Bargaining	( )	( )
17. Legal Rights of Boards, School Personnel, & Students	( )	( )
18. Title IX	( )	( )
19. Desegretation	( )	( )
20. Planning	( )	( )
21. Time Management	( )	( )
22. District-Wide Needs Assessment	( )	( )
23. Assessing Staff Needs	( )	( )
24. Building Level Needs Assessment	( )	( )
25. Educational Measurement	( )	( )
26. Data-Processing	( )	( )
27. Research: Applied/Basic	( )	( )
28. Program Evaluation	( )	( )
29. Organizational Evaluation Studies	( )	( )
30. Personnel Evaluation	( )	( )
31. Public Relations: Internal/External	( )	( )
32. Liaison to State/Federal Agencies	( )	( )
33. Information Management Systems	( )	( )

Need	Agree	Disagree
34. Measuring Community Attitudes	( )	( )
35. Supportive Services	( )	( )
36. Facilities/Space Utilization	( )	( )
37. Awareness/Implementation of Innovative Programs	( )	( )
38. Curriculum Development	( )	( )
39. Materials Development/Management	( )	( )
40. Model Programs	( )	( )
41. Audio-Visual Center Services	( )	( )
42. Evaluation Techniques	( )	( )
43. Guidance & Personnel Services	( )	( )
44. Self-Evaluation Techniques	( )	( )
45. Teacher Inservice Training	( )	( )
46. Administrator Inservice Training	( )	( )
47. Conducting Inservice Training	( )	( )
48. Developing Inservice Training	( )	( )
49. Coaching Clinics	( )	( )
50. Counseling Procedures	( )	( )
51. New Athletic Equipment	( )	( )
52. Needs of the Secondary School Student	( )	( )
53. Injury Prevention of the Athlete	( )	( )
54. Instructional Planning	( )	( )

Need	Agree	Disagree
55. Classroom Management	( )	( )
56. Discipline Strategies	( )	( )
57. Special Course Offerings	( )	( )
58. Short Courses	( )	( )
59. Developing New Courses	( )	( )
60. Implementing Procedures & Materials	( )	( )
61. The Severely Disabled Reader	( )	( )
62. Individualization	( )	( )
63. Concept Teaching	( )	( )
64. Diagnostic & Prescriptive Teaching	( )	( )
65. Mainstreaming	( )	( )
66. Violence in the Schools	( )	( )
67. Disabilities	( )	( )
68. Applying Learning Theory	( )	( )
69. Test Construction	( )	( )
70. Behavioral Objectives	( )	( )
71. Speakers' Bureau	( )	( )
72. Graduate Follow-Up Studies	( )	( )
73. Media Center	( )	( )
74. Funded Workshops	( )	( )
75. Clinical Referrals	( )	( )
76. Test Exhibits	( )	( )

Need	Agree	Disagree
77. Teacher/Student Exchange	( )	( )
78. Publications	( )	( )
79. Mailing List: Publications/Information	( )	( )
80. Educational Resources Directory: Evaluators/Researchers	( )	( )

Please list any service needs not included above which you feel are of importance.

APPENDIX D: Validation Form for Superintendents' Responses

Superintendents in southern Michigan have been asked to identify problems which might require their seeking assistance from an agency external to their district. The problems listed below represent superintendents' perceptions of service needs of educator clients. Please judge each item for its appropriateness based on your perceptions of service needs by checking (✓) agree or disagree.

Need	Agree	Disagree
1. Programs for the Gifted	( )	( )
2. Reading/Math Programs	( )	( )
3. Career Education	( )	( )
4. Pre-School Education	( )	( )
5. Drug Abuse	( )	( )
6. Sex Education	( )	( )
7. Long-Range Planning	( )	( )
8. Administrative Reorganization	( )	( )
9. Organizational Renewal	( )	( )
10. Audits	( )	( )
11. Desegregation	( )	( )
12. Building Expansion	( )	( )
13. Building Reduction	( )	( )

Need	Agree	Disagree
14. Management Services	( )	( )
15. Special Education Facilities Modification	( )	( )
16. Administrative Counseling	( )	( )
17. Inservice for Board Members	( )	( )
18. Office Management	( )	( )
19. Equal Employment Opportunity	( )	( )
20. Policy Development	( )	( )
21. Identification of Financial Resources	( )	( )
22. Passing Millage Elections	( )	( )
23. Legal Services	( )	( )
24. Workmen's Compensation	( )	( )
25. Title IX	( )	( )
26. Lobbying	( )	( )
27. Labor/Management Conflict Resolution	( )	( )
28. Negotiations	( )	( )
29. Regional Bargaining	( )	( )
30. Passing Bond Elections	( )	( )
31. Health Insurance	( )	( )
32. Investment Programs	( )	( )
33. Declining Enrollment	( )	( )
34. Enrollment Projections	( )	( )
35. State/Federal Grants	( )	( )

Need	Agree	Disagree
36. Sale of School Property	( )	( )
37. Student Testing/Evaluations	( )	( )
38. Competency-Based Testing Programs	( )	( )
39. Objective-Referenced Testing	( )	( )
40. Data Gathering/Dissemination of Data	( )	( )
41. Completing State-Required Reports	( )	( )
42. District-Wide Needs Assessment	( )	( )
43. Program Evaluation	( )	( )
44. Personnel Evaluation	( )	( )
45. Administrator Evaluation	( )	( )
46. Community Surveys	( )	( )
47. Public Relations with the Community	( )	( )
48. Public Relations Between Teachers/ Community	( )	( )
49. Board Public Relations	( )	( )
50. Community Involvement in the Schools	( )	( )
51. Public Relations with the Michigan Department of Education	( )	( )
52. Instructional Accountability	( )	( )
53. Alternative Programs for Learning Disabled Students	( )	( )
54. Special Education Programs	( )	( )
55. Staff Motivation	( )	( )

Need	Agree	Disagree
56. Inservice Administrators for Management Skills	( )	( )
57. Student Job Placement	( )	( )
58. Curriculum Development	( )	( )
59. Reorganizing Curricula	( )	( )
60. Transportation Planning	( )	( )
61. Inservice for Teachers	( )	( )
62. Medical Services for Special Education Students	( )	( )

Please list any service needs not included above which you feel are of importance.

APPENDIX E: Letters to Validators

March 20, 1978

Dr. _____
Chairperson
Health, Physical Education & Recreation

Dear Dr. _____:

I am confirming my attendance at the Department of Health, Physical Education & Recreation faculty meeting on April 14, 1978, for the purpose of collecting data for my dissertation. The enclosed materials include a brief description of the procedures I will follow in administering my questionnaire, a copy of the questionnaire, and copies of the R. E. D. E. Center information booklet. I would like to meet with you at a later date to discuss your role in the validation of the responses generated by this questionnaire.

I am most appreciative of your interest and support in this activity. If you have further questions, I'll be happy to meet with you at your convenience.

Sincerely,

Georgia Van Adestine

COPY

May 23, 1978

Dr. _____
Chairperson
Educational Leadership

Dear Dr. _____:

Several months ago I requested your assistance in the validation of survey results related to my doctoral study. The attached list represents those responses received from College of Education faculty participating in the study and instructions for the validation process. Please complete the form and return it to me as soon as possible.

I am most appreciative of your willingness to participate in this study. I am hoping to complete the study by June 5, 1978, and will provide you with a copy of the analysis if you so desire.

I am still located at the R. E. D. E. Center (616-383-4068), if you should have further questions.

Thank you again.

Sincerely,

Georgia Van Adestine

Enclosures

COPY

May 23, 1978

Dr. _____
MASA
421 West Kalamazoo
Lansing, MI 48933

Dear Dr. _____:

Several months ago I requested your assistance in the validation of survey results related to my doctoral study. The attached list represents those responses received from Michigan superintendents participating in the study and instructions for the validation process. Please complete the form and return it to me as soon as possible.

I am most appreciative of your willingness to participate in this study. I am hoping to complete the study by June 5, 1978, and will provide you with a copy of the analysis, if you so desire.

I am still located at the R. E. D. E. Center (616-383-4068), if you should have further questions.

Thank you again.

Sincerely,

Georgia Van Adestine

Enclosures

COPY