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BY THE MICHIGAN DEPARTMENT OF EDUCATION

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By

Clifford Paul Bee

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ABSTRACT

A DESCRIPTION AND ANALYSIS OF A STUDY DEVELOPED
BY THE MICHIGAN DEPARTMENT OF EDUCATION
FOR CONDUCTING A STATE-WIDE ASSESSMENT
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By

Clifford Paul Bee

The purpose of this study was to describe and analyze a study developed by the Michigan Department of Education for conducting a state-wide assessment of educational needs. By describing and analyzing one method used in determining priority educational needs at the local and/ or state level, the specific goal was to provide a framework of reference for future need assessment studies. Specific objectives of the study were: (1) to provide a useful model in identifying educational needs at the elementary, junior high, or senior high level, (2) to describe and analyze a questionnaire used in identifying the needs of learners, teachers, and administrators, (3) to present a review of the literature which might be utilized by those interested in conducting an educational need study, (4) to make recommendations, suggestions, and comments regarding the limitations and possible improvements in conducting an educational needs survey.

In order to realize the purpose of this study, answers to the following questions were sought:

1. How does the formulation of <u>purpose</u> affect a need study?

2. What considerations should be given to <u>sample</u> selection?

3. What are the crucial decision-making areas regarding <u>instrumentation</u>?

4. What must be considered in the <u>data collection</u> stage of any need study?

5. How do <u>measurement and evaluation</u> techniques affect data findings?

The above decision-making questions should be considered when designing a need assessment study.

The analysis of the Title III Need Study has pointed out the crucialness of the following factors when conducting a study of educational needs:

1. Objectives of a proposed study should generate from a study's goal or purpose.

2. Objectives of a study should be defined in terms of specific questions which should be answered.

3. Goals, objectives, and questions of a study should be stated in specific manner so that the entire design of the study is directed toward them.

4. A study concerned with identifying educational needs should include in the sample of respondents all segments of the population in a balanced proportion.

5. A sample should be balanced and representative because a respondent's own desires, values, and needs may influence his attitude toward what needs are critical, and thus his responses will be affected.

6. When variables such as school level, per pupil expenditure, social class, geographical area, etc. are factors in the drawing of a sample, accuracy of data used is crucial.

7. The selection of the instrument utilized in data collection should be considered in light of a study's goals and objectives.

8. A determination of the data needed to answer a study's questions should be made.

9. Duplication of valid and reliable data available from previous studies should be avoided.

10. Following an inventory of existing data, research studies, and materials, additional data needed should be determined.

11. Needs or problems identified in light of a study's specific objectives should be amenable to solution.

12. Need assessment studies should constantly be alerted to possible biases (pressure on the respondents, Hawthorne Effect, etc.) during the data collection stage which might distort or make invalid the findings.

13. Data collection should be reviewed periodically to avoid collecting data beyond the point where it is usable.

14. Caution should be used when generalizing educational needs identified in one school or state-area to other schools or areas. Biases, oversights, and errors in facets of a study such as drawing the sample, instrument construction, data collection, and data analysis might result in inaccurate and misleading data.

ACKNOWLEDGMENTS

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Because of the new developments which are occurring

in curricula and the constant need to re-evaluate programs

in terms of student needs, it seems vital for school dis-

tricts to provide mechanisms for formal consideration of

these matters.[1]

[1]School Finance and Educational Opportunity in
Michigan: Michigan School Finance Study, a report by
J. Alan Thomas, Michigan Department of Education,
Lansing, Michigan, 1968, p. 36.

CHAPTER I

INTRODUCTION

A problem existing in many schools today is the lack
of agreement concerning the needs of learners, teachers, and
administrators as they are perceived by these individuals
and by members of the community at large. This thesis is
based on the premise that educational programs must be rele-
vant to the needs and desires of those being served. Soci-
ety in general, and schools in particular, cannot allow one
individual to rely entirely on his own perceptions of what
priority educational needs exist and what strategies are
relevant in eliminating them. Instead of an individual
approach, a cooperative effort of keeping a continuous
assessment of needs should be built into each school's pro-
gram. Although general need categories might be identified
on a state-wide or an area (regional) basis, each school
should utilize a cooperative approach in identifying its own
specific needs within these categories. From this coopera-
tive effort the needs of a constantly changing and evolving
community and society will be identified, strategies devel-
oped, and educational programs improved. This is the kind
of organizational process which should be ongoing if schools

are to provide continuous quality educational programs for all citizens.

Purpose of the Study

In this day and age of rapid change, it is the responsibility of all persons interested in the welfare of youth and mankind to take an active part in bringing about educational improvement. Certainly the future welfare of both the student and the community is at stake. This paramount responsibility is reflected in the constant activity leading toward curriculum development and improvement. Change of any type does not come easily. Change in education is often the most difficult type to accomplish. In order for change in education to take place, it is of primary importance to have knowledge of what is already present in the curriculum and what is needed.

The purpose of this study is to describe and analyze the process employed by the Michigan Department of Education in conducting the 1968-69 Elementary and Secondary Education Act Title III Needs Study. In conducting a study to identify priority educational needs, the general improvement of schools is both the major objective and the expected outcome. This study presents the ESEA Title III Needs Study as an alterable model which could be adapted to surveying the needs of a single school building or as a guide in conducting another state-wide assessment. Hopefully this will

provide useful information to any system in the continuous evaluation and improvement of its educational programs.

A listing of specific purposes includes the following:

1. The analysis of the ESEA Title III Study to provide a model which may be useful in conducting a survey of educational needs at either the local or state level.

2. The analysis of the ESEA Title III Study to provide a model which may be useful in conducting a survey to identify educational needs at the elementary, junior high, or senior high level.

3. The description of a Needs Study Instrument which may be useful in identifying educational needs of the (1) learner, (2) teacher, and (3) administrator.

4. A review of the literature on the school survey movement which may be useful to those planning to undertake the task of identifying and eliminating educational problems.

5. A review of recent studies that had a direct bearing on the construction and execution of the ESEA Title III Needs Study.

6. Recommendations, suggestions, and comments regarding the limitations and possible improvements in conducting an educational needs survey.

This study, then, is addressed to the problem of describing and analyzing one process used in determining the priority educational needs for K-12 programs at the local and/or state levels, and to provide a framework of reference for future need assessment studies. As an initial step in curriculum improvement, one must identify what is lacking in the educational program. These identified needs will then provide a focal point upon which improvement may be initiated.

Questions

In order to realize the purpose of this study, answers to the following questions will be sought. The purpose of these questions is to provide a general framework upon which this study is based. These questions deal with five basic decision-making areas which must be considered and dealt with in any need assessment study. Although these questions will be focused upon throughout this thesis, they will be presented again for final analysis and conclusions in Chapter V.

1. How does the formulation of purposes affect a need study?

2. What considerations should be given to sample selection?

3. What are the crucial decision-making areas regarding instrumentation?

4. What must be considered in the <u>data collection</u> stage of any need study?

5. How do <u>measurement and evaluation</u> techniques affect the data findings?

Assumptions

The following assumptions are based on a study of educational needs:

1. The trend of increasing complexity in society is the most compelling reason why educational agencies at all levels must develop plans for continuous survey and analysis of educational needs.

2. Decisions that are made with regard to educational change should, insofar as possible, be a result of analysis based on adequate facts that are subjected to rational treatment.

3. Because of its state-wide status, Title III, is in a strategic position to begin a systematic survey of educational needs.

4. The combined effort of all people involved with the local school system should be utilized in identifying those areas of the curriculum in need of improvement.

5. The public and non-public schools in Michigan have no organized methods and procedures for identifying their educational needs.

6. Local school districts are handicapped in the use of
   scientific methodology in the survey of educational
   needs using scientific methodology because of the
   scarcity of key personnel with the capability to
   design information systems used in conducting such
   evaluation studies.

7. It is possible for the professional educational
   leaders of a local school building (superintendent,
   principal, teacher) along with a local lay leader
   associated with the school, to identify the priority
   educational needs of that school.

8. If wide disagreements occur over whether needs exist
   and over the priorities that should be assigned
   among them, perhaps the above assumption that local
   educational leaders are capable of making refined
   and accurate judgments on needs is not valid.

9. Expressed opinions by those completing the instru-
   ment are felt opinions. This assumption is made
   with the belief that needs expressed by an individ-
   ual cannot be scientifically verified as truly felt
   or "real" needs.

10. Educational needs have enough similarity within
    various areas of the state that need identification
    and project development can be effectively accom-
    plished on a regional area basis. This could in-
    volve many districts within a regional area except
    in the very large districts of the state.

11. The outcomes of an educational needs assessment

study will lead to:

a. Improved school-community relationships.

b. Improved professional growth of staff members.

c. Improved teaching-learning conditions.

d. Better utilization of physical facilities.

e. Better utilization of community resources.

Significance and Value of the Study

The passing of the Elementary and Secondary Education Act of 1965 emphasized the concern for upgrading and improving existing educational programs. Under the provisions of ESEA, five titles provided funds for the improvement and extension of education. One of these titles, Title III, is directly related to the Michigan Department of Education ESEA Needs Study. Quite briefly, Title III includes the following functions:

> Title III provides funds for highly innovative
> and exemplary supplementary educational services
> that do not now exist either in quality or quan-
> tity. The primary objectives of Title III are to
> translate knowledge about teaching and learning
> into widespread educational practice and to create
> an awareness of new programs and services of high
> quality that can be incorporated in school pro-
> grams at the elementary and secondary level. It
> encourages educators to develop bold, creative
> projects which illustrate new ideas, enrich the
> curriculum and show promise of becoming model
> demonstration centers for other educators. Title
> III is an effort to accelerate the search for
> solutions to educational problems and already is

showing signs of becoming the symbol and force
for change in American education.[1]

A second title, Title IV, is more indirectly related
and is described as follows:

> Title IV was designed to stimulate activity in
> educational research and through such activity
> to improve educational programs throughout the
> country.[2]

The relationship of Title IV is discussed later in
a section dealing with assessment investigations which had
relevance to the Michigan Department of Education Needs
Study.

By analyzing the process of the Michigan ESEA Needs
Study, it is assumed that future studies may capitalize on
both its strengths and weaknesses and strive for the pre-
viously stated goal of upgrading and improving existing
educational programs. If nothing more, future studies will
benefit by omitting mistakes that were so costly in time and
finances. Van Dalen discusses the value of the above as
follows:

> Before much progress can be made in solving
> problems, men must possess accurate descriptions
> of the phenomena with which they work--to solve
> problems about children, school administration,
> curriculum, or the teaching of arithmetic, de-
> scriptive researchers ask these initial questions:
> What exists? -- What is the present status of

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[1]Michigan Department of Education, Report to the
Legislature on the Federal Elementary and Secondary Educa-
tion Act of 1965 (Lansing, Michigan: State Board of Educa-
tion, Department of Education, April 1, 1967), p. 9.

[2]Ibid., p. 12.

these phenomena? Determining the nature of prevailing conditions, practices, and atti- tudes--seeking accurate descriptions of activ- ities, objects, processes, and persons--is their objective. They depict current status and some- times identify relationships that exist among phenomena or trends that appear to be developing. Occasionally, they attempt to make predictions about the future events.[3]

In reviewing the literature, other sources were found that were indicative of the growing concern for iden- tifying educational needs.

The U.S.O.E. first set up the concept of national priorities in 1965 in order to encourage Title III projects which would help solve "critical prob- lems" in the national interest. But the problems change--and as a result, the U.S.O.E. felt the need to re-examine and revise the list.[4]

Another source has stated:

Part of the reason seems to be that the procedures for assessing needs and assigning priorities to them are not widely understood. To resolve the dilemma, the U.S.O.E. and a number of states and localities are working on improved methods for measuring the performance of educational systems, identifying points of weakness, and estimating the probable affects of proposed solutions.[5]

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[3]Deobold B. Van Dalen, Understanding Educational Research (New York: McGraw-Hill Book Company, Inc., 1962), p. 184.

[4]PACE Report: A Look at Evaluation (Charleston, Illinois: Eastern Illinois Development and Service Unit, November, 1967), p. 17.

[5]Norman D. Kurland, "Better Local Use of Title III," Theory Into Practice, ed. by Jack R. Frymier (Columbus: College of Education, The Ohio State University, 1967), p. 151.

To further substantiate the need for providing
information which could be used in future surveys of educa-
tional needs, Van Dalen states:

> Descriptive studies that obtain accurate facts
> about existing conditions or detect significant
> relationships between current phenomena and
> interpret the meaning of the data provide edu-
> cators with practical and immediately useful
> information. Factual information about exist-
> ing status enables members of the profession to
> make more intelligent plans about future courses
> of action and helps them interpret educational
> problems more effectively to the public. Perti-
> nent data regarding the present scene may focus
> attention upon needs that would otherwise remain
> unnoticed. They may also reveal developments,
> conditions, or trends that will convince citizens
> to keep pace with others or to prepare for prob-
> able future events. Since existing educational
> conditions, processes, practices, and programs
> are constantly changing, there is always a need
> for up-to-date descriptions of what is taking
> place.[6]

It is because of this need that this thesis is being
written. If a detailed description and analysis of an
actual study is accessible, local, intermediate, and/or
state-wide school systems will have a framework on which to
rely in carrying on continuous evaluation and curriculum
improvement. Designed as a basic model, the methods and
procedures may be revised or altered to meet the different
demands of various school systems.

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[6]Van Dalen, op. cit., p. 212.

Data Source

Primary sources of information include: materials developed by personnel directly related to the organization and implementation of the ESEA Needs Study; personal interviews and conversations with personnel who assumed leadership roles in conducting the ESEA Needs Study; personal involvement in Phase one of the ESEA Needs Study.*

Secondary sources of information include: materials in the form of books, periodicals, and other publications related to the topics of curriculum improvement and educational surveys.

Design of the Study

The design of this study was formulated after preliminary investigations had been conducted regarding the general topic and the specific purposes of the Study. This preliminary investigation included a general review of the literature on educational surveys, a detailed review of those studies directly related to the ESEA Title III Needs Study, interviews and discussions with Michigan State University and Michigan Department of Education research staff, a review of educational needs related to curriculum improvement, and a personal contact with the ESEA Needs Study as an

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*By utilizing the above primary and secondary sources, the writer will be protected from possible bias which might otherwise appear due to the nature of the writer's own participation in Phase one of the Study.

Information Analyst. Following this preliminary investigation, procedures were developed to carry out this study. A chapter outline of these procedures is as follows:

Chapter I of this thesis includes an introduction, purpose, questions, assumptions, significance and value, data source, and design.

Chapter II provides a brief review of the school survey movement as it is related to the ESEA Title III Needs Study and this thesis.

Chapter III combines a review of the literature on general educational needs along with an account of those studies directly related to the ESEA Title III Needs Study. Also included is a series of specific questions which are used as a framework for Chapter IV. These questions were generated from Chapters II and III, and provide a basis for reflection when focusing on the Title III Study.

Chapter IV is a detailed description of Phase one of the ESEA Title III Needs Study from its origin to completion. Included in this chapter will be a presentation of the Study's significant data findings. An analysis of the Title III Study as related to the questions presented in Chapter III is also presented.

Chapter V presents a summary of the thesis followed by recommendations, suggestions, and comments regarding the problems which must be considered in the identification of

educational needs through school surveys. Also included in this chapter will be a discussion of the procedures and expected results of Phases Two and Three of the Study.

CHAPTER II

REVIEW OF THE LITERATURE

Introduction

Recently there has been an increasing demand by elementary and secondary schools throughout the country to upgrade both the quality and quantity of public education. Educators have engaged in a concerted effort to reassess educational goals and objectives, identify educational needs, and reorganize and strengthen educational programs. All of these efforts reveal one common element--evaluation. This evaluation has most commonly been in the form of a school survey.

The school survey is conducted to reveal the nature of existing conditions. Educational researchers have referred to the school survey as a most significant instrument for the study and improvement of education.[1] This type of applied educational research has appeared in a variety of forms with numerous different methods and procedures employed in the gathering of data.

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[1]Dan H. Cooper, "School Surveys," Encyclopedia of Educational Research, ed. by Chester W. Harris (New York: The Macmillan Company, 1960), pp. 1211-1212.

To meet the aforementioned demand to upgrade educational quantity and quality, public school officials have often taken it upon themselves to construct and conduct school surveys. This "self-survey" approach has often been successful and effective. Its strong point has been the utilization of central administrative and supervisory personnel, principals, teachers, lay persons, and even students. This united effort by both school and community certainly contributes to the survey's effectiveness. The major weakness in this approach, however, is that a lack of ability and knowledge on the part of the survey team often exists with respect to scientific methodology and, therefore, an accurate evaluation of existing conditions is difficult to achieve.[2]

A second approach used by many school systems has been to employ university personnel as survey consultants. This method has been effective in the past and generally results in a wealth of valuable information which can serve as a guide to future action. A major drawback to this approach is that often the lay community and sometimes even the personnel of the school being surveyed are not involved.[3] If one believes the many studies relating involvement to

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[2]O. Paul Roaden, "Surveys--Valuable Tool for Planners," American School and University, XXXVII (May, 1965), 25.

[3]Ibid.

success in endeavors such as this, then caution and careful planning should be used before using this approach.

A third approach to the school survey is to employ private consulting firms. Benefits here are related to the highly trained and skilled personnel available in conducting surveys. Disadvantages range from expense to the fact that often these firms have no inner desire to improve education. They are involved in a profit-making enterprise and usually are not acquainted with recent educational research and programs.[4]

A fourth alternative and possibly the best approach is the cooperative survey. This approach simply uses a combination of any or all of the above methods. All members of the school-community are involved in the survey and function under the direction of a consulting team. Thus, a school usually would receive high quality service and assistance, and consequently a survey of professional quality, yet at the same time gain the advantage of community-school participation and understanding.[5]

In any case, the history of school surveys does not reveal consistency in methods and procedures. It does indicate, however, that along with consensus for improving education, there is a concern with improving the methods and techniques of survey work.

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[4]Ibid., pp. 25-27.

[5]Ibid., p. 27.

The specific intent of this chapter is to provide a basic foundation concerning school surveys and in doing so, provide a background for the remainder of this thesis. The format of this report is geared to the past, the present, and the future. By understanding the past, one is better able to accept his present state. It is also probable that by having a clear perspective of the present, one can more easily look toward the future.

> Time present and time past
> Are both perhaps present in time future
> And time future contained in time past.[6]

The School Survey Movement

Although survey activities related to school improvement can be found dating back to the early nineteenth century, most writers date the survey movement, as it is known today, around 1910. Prior to 1910, investigations of such educators as Horace Mann and Henry Barnard could be equated with the present movement. The only missing elements during this period were the scientific factors which arrived most evidently around the turn of the century. In 1910, however, this old practice was expanded with new ideas.

A survey conducted by Calvin N. Kendall, of the schools of Boise, Idaho, was the study initiating the modern

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[6]T. S. Eliot, "Burnt Norton," _Collected Poems 1909-1962_ (New York: Harcourt, Brace and World, Inc., 1963), p. 175.

school survey movement. Kendall investigated such matters as school buildings, teachers, the course of study, the organization of the system, and the attitude of the community.[7]

This survey received great national attention following the publication of the Kendall reports. Beginning almost immediately, other schools initiated surveys throughout the country. Concerning this rapid spread of surveys, H. G. Good wrote the following:

> The school survey movement spread so rapidly
> that it might be said to have swept the country.
> The schools of eleven cities and two whole states
> were surveyed between 1910 and 1913. This was
> only the beginning.[8]

The following chart of early surveys indicating the rapid growth of school surveys betweeen 1910 and 1913 was prepared by Giddis.[9] This table emphasizes even more strongly than Good's statement, the diffusion of surveys since the Boise Study.

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[7]Charles H. Judd, "Contributions of School Surveys," The Scientific Movement in Education, Thirty-seventh Yearbook of the National Society for the Study of Education, Part II (Bloomington, Illinois: Public School Publishing Company, 1938), p. 11.

[8]H. G. Good, A History of American Education (New York: The Macmillan Company, 1962), p. 400.

[9]William James Giddis, "A Study of the Methods and Procedures Used in the School Survey Services at Michigan State University and Other Publicly Supported Big Ten Universities" (unpublished Ph.D. dissertation, Michigan State University, 1964), p. 10.

Table 1. Early surveys indicating the rapid growth of the national movement in school surveys, 1910-1913

Year	System Studied	Director
1910	Boise, Idaho	C. N. Kendall, Supt., N.J.
1911	Montclair, N.J.	Paul Hanus, Harvard
1911	East Orange, N.J.	E. C. Moore, Yale
1911	Baltimore, Md.	E. E. Brown, U.S. Commissioner of Education
1911	New York City	Paul Hanus, Harvard
1912	Harrisburg, Pa.	Snyder, Supt., Jersey City
1912	Montgomery County, Md.	
1912	Greenwich, Connecticut	Russell Sage Foundation
1912	Wisc. Rural Schools	New York Bureau of Municipal Research
1912	Atlanta, Georgia	N.Y. Bur. of Municipal Research
1912	Syracuse, N.Y.	N.Y. Bur. of Municipal Research
1913	Boise, Idaho (second)	Elliott, Univ. of Wisconsin Judd, Univ. of Chicago Strayer, T. C. Columbia
1913	Portland, Oregon	E. P. Cubberly, Stanford
1913	Grafton, W. Virginia	Deahl, Univ. of W. Virginia
1913	Upper Peninsula of Michigan	Brown & Kay, Northern Michigan State Normal
1913	Newburg, N.Y.	Russell Sage Foundation
1913	State of Illinois	Coffman, Univ. of Illinois
1913	St. Paul, Minn.	N.Y. Bur. of Municipal Research
1913	Waterbury, Conn.	N.Y. Bur. of Municipal Research
1913	State of Ohio	N.Y. Bur. of Municipal Research
1913	State of Vermont	Carnegie Foundation
1913	Bridgeport, Conn.	Van Sickle, Supt., Springfield, Massachusetts
1913	Minneapolis, Minn.	Local Teachers
1913	Butte, Montana	E. P. Cubberly, Stanford

It is interesting to note that one of these pioneer

surveys was the Michigan Co-operative Survey conducted in

the Upper Peninsula by Brown and Kay of Northern Michigan

State Normal. A 48 page report was issued in 1913 by the

Upper Peninsula (Michigan) Education Association. The study

concentrated on rural schools, city graded schools, and high

schools. General focus was on the type of courses and train-

ing provided for Upper Peninsula students. Part of the

study was also devoted to surveying the qualifications of

the teaching staff.[10]

It is also noteworthy that the survey idea and its

techniques were first applied to the study of state school

systems during 1913. Vermont was the first to initiate a

state-wide study with both Ohio and Illinois following close

behind. The Vermont inquiry made a careful analysis of the

educational needs and resources of the state and offered a

legislative program for the future development of education.

This study has been labeled by writers of education history

as the "pioneer" survey which established a technique for

state-wide school surveying.[11]

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[10]Charles H. Judd, "Summary of Typical School Sur-
veys," Plans for Organizing School Surveys With a Summary of
Typical School Surveys, Thirteenth Yearbook of the National
Society for the Study of Education, Part II (Bloomington,
Illinois: Public School Publishing Company, 1914), pp. 83-
84.

[11]Ellwood P. Cubberley, "Public School Administra-
tion," Twenty-Five Years of American Education, ed. by
I. L. Kandel (New York: The Macmillan Company, 1926),
pp. 192-193.

It is also interesting that following close to the first statewide study was the first nation-wide study. In 1916 a survey of Negro education was conducted at the national level.[12]

During World War I and again during the depression of the 1930's, there was somewhat of a decline in school survey activities.[13] Other than during this period, however, the movement expanded rapidly at the local, state, and national levels.

Although the earliest school surveys were what is now termed "comprehensive," dealing with any and all aspects of a school system, there was a movement by some toward "partial" surveys. This movement still exists today. These partial surveys were aimed at investigating specific areas of a school program. Those who opposed the partial survey technique were concerned that these more limited studies would not serve the purpose of improving educational systems and programs.

Cooper states this concern quite succinctly:

. . . There was some concern lest surveying become too fragmented, with consequent loss of the advantages of a complete integrated consideration of a total school or school system. Now that the survey movement is a half-century old,

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[12]Jesse B. Sears, "The School Survey Movement," Modern School Administration, edited by John C. Almack (New York: Houghton Mifflin Company, 1933), p. 244.

[13]Ibid., p. 238.

the concern over excessive fragmentation might
well be expressed again in view of the emphasis
on building surveys and other partial surveys
to the neglect of comprehensive analyses of
total school organizations.[14]

The comprehensive survey has been described by
Roaden as "a study which includes an inventory and evalua-
tion of all the factors contributing to the existing condi-
tions in a particular school system."[15]

To understand the different factors and processes
involved in a school survey, the following definition is
given by Cooper:

> . . . the school survey is characterized as a
> formal review, usually undertaken at the specific
> request of the governing body of the school sys-
> tem; it is generally intended either as a com-
> plete study of all phases of a school or school
> system, or at the least as a study of one or more
> major phases; it is aimed at producing either
> carefully considered evaluating judgments, or
> important recommendations for future development,
> or both; and it is conducted by persons possess-
> ing superior qualifications for both authorita-
> tive and scientific contributions in the conduct
> of the study. A written report of this type of
> study is understood as the typical school survey
> report.[16]

This contemporary definition by Cooper is also quite
similar to a general description by Cubberley forty years
prior. Both definitions make it quite clear why the surveys
of 1910-1913, originating with the Boise study, mark the
beginning of the modern survey movement. The multitude of

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[14]Cooper, op. cit., p. 1211.

[15]Roaden, op. cit., p. 24.

[16]Cooper, loc. cit.

surveys being conducted today is similar, indeed, to those
at the turn of the century. Cubberley's statement on school
surveys is as follows:

> The school survey is a tool which has enabled us
> to develop an important form of educational engi-
> neering, by means of which the problems of a
> school system may be determined, a more intelli-
> gent procedure in the organization and adminis-
> tration and supervision of a school system may
> be formulated, waste may be eliminated, and the
> return on an investment of time and money and
> human effort put into education may be materi-
> ally increased. As the science of engineering
> is based on a thorough survey of conditions and
> problems, exact measurement, experimental control
> of processes, and a reorganization and readjust-
> ment of procedures in the light of facts; so
> educational engineering must be based on a
> thorough survey of conditions and problems, a
> careful study and testing of existing procedures,
> and the formulation of a remedial and construc-
> tive program to replace inaccurate procedures,
> subjective opinion, and wrong administrative
> organization and methods, that waste in time
> and money and energy may be prevented. It is
> this new technique that the school survey has
> brought to educational work, and in consequence
> the survey stands today as our most important
> means for educational diagnosis.[17]

As indicated in the introduction to this chapter,
the pattern of planning and carrying out educational surveys
has not been uniform either in the past or the present.
Many of the early surveys were carried out by one person
while others were conducted by groups of individuals. Often
these surveys did not include representatives of the school
or school system being surveyed. Eliminated from participa-
tion were those who were most immediately concerned--students,

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[17]Ellwood P. Cubberley, editor's introduction in The
School Survey by Jesse B. Sears (New York: Houghton Mifflin
Company, 1925), pp. vii-viii.

teachers, administrators, and laymen. Instead, the surveys were conducted by outside "experts" who went alone into the school system to evaluate its strengths and weaknesses. It soon became evident that to conduct successful and worthwhile surveys, the clientel of the system must become involved. Thus the early attempts to survey a school system were followed by efforts to establish programs for continuous evaluation by those who were directly connected with the school system in question. Concurrent efforts were also made to establish research departments at the local and/or district level so that continuous surveys could be carried out.

These efforts to establish continuous and cooperative surveys at the local level were revealed by Cubberley in 1925:

> Begun only a decade and a half ago, the school
> survey has now become common and is used every-
> where. Still more, it has been standardized as
> to type and purposes and procedures, and has
> been established as an important part of our
> administrative technique. Fortunately the move-
> ment is now passing over into the self-survey,
> made by the local educational authorities, and
> still further into the continuous self-survey
> through the creation of city and state depart-
> ments of statistics and research. This is a
> desirable culmination of the movement.[18]

The trend, then, from 1925 to the present has been toward the continuous, cooperative survey. Morphet's statements to this point seem to reflect the thinking of most modern day survey researchers. He states:

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[18]Ibid., p. viii.

There are very few schools, school systems, or
educational institutions which are adequate in
every respect at the time they are established.
. . . Seldom do they meet all of their respon-
sibilities as well as they should. A survey,
therefore, should help to discover or call atten-
tion to deficiencies which may have existed for
many years and to assist in bringing about needed
improvements. . . . Every school system and edu-
cational institution should have a program pro-
viding for continuing study and evaluation.
Facts should constantly and systematically be
assembled to show trends, status, and needs.
Any tendency to continue a program without con-
stant or periodic evaluation or to make changes
just because someone has an idea that changes
should be made is likely to be disastrous. . . .
A periodic, comprehensive, and intensive survey
should, therefore, be considered desirable and
wholesome for all schools . . . from time to
time, it will become evident that certain phases
of the program need special and intensive study.
Such phases should be selected for detailed study
as the needs become evident.[19]

Together with the need for a continuous survey came

the effort to coordinate lay and professional roles in plan-

ning school improvement. Pond and Wakefield, in a school-

community development study under a grant from the W. K.

Kellogg Foundation, made the following statements concerning

lay-citizens participating in a survey of educational needs:

Citizens have always participated somewhat in
decisions about education . . . when neighbors
make a school survey, ideas are diffused. . . .
Involving citizens in educational planning has
two outstanding values. First, new ideas are
released and the wider range of ideas gives
greater balance to the plans that are made. . . .

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[19] Edgar L. Morphet, "How to Conduct a School Survey,"
The School Executive, LXVII (April, 1948), 11-13.

Secondly, action by citizens gives more people
a chance to shoulder responsibility.[20]

Strahan and Todd have likewise stressed the impor-
tance of involving both school and community in the educa-
tional survey. Among their recommendations are:

> The survey should be exploratory in nature and
> should encompass both school and community. The
> local school survey might focus on certain objec-
> tives such as: (1) to discover the needs which
> exist in the neighborhood and in the school which
> serves it; (2) to find out what the community and
> staff expectancies are with regard to the school's
> curriculum; (3) to determine areas of strength and
> weaknesses in the school's curriculum and instruc-
> tional practices, and; (4) to enlist community
> resources in the school program.[21]

McQuade also relates to the importance of involving
lay citizens along with professional consultants in planning
and conducting school surveys:

> . . . Involving members of groups like these--
> but involving them, to avoid old rivalries, as
> individuals, not delegates--is almost always
> essential in planning a new school which will
> truly represent the wishes of your community.
> . . . School planning, in other words, requires
> a blend of local professionals and amateurs.
> The sharpest characteristic of today's school
> planning, in fact, is wide democratic involve-
> ment. . . . You may also want to bring in an
> educational consultant--a professor at your state
> university or an independent practitioner. He is
> a specialist, which the added advantage that he

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[20]Millard Z. Pond and Howard Wakefield, _Citizens
Survey Their School Needs: A Description and Analysis of
the Survey Activities of Citizens in Three Adjacent School
Districts in Ohio_ (Columbus: College of Education Univer-
sity Press, The Ohio State University, 1954), pp. 67-68.

[21]Richard D. Strahan and Eugene A. Todd, "Educational
Improvement Through Research," _Education_, LXXXVI (January,
1966), 283-284.

is removed from town politics and can be impartial in such matters. . . . It seems wiser to insert the consultant at certain balance points but let the local people do as much of the planning as they can.[22]

Rasmussen summarized the beliefs of these writers when he wrote:

The expert-community approach represents the ideal in public school problem-solving. . . . As long as the "people" are responsible for their schools, these people have a right and obligation to help determine the aims, goals, objectives, and functions of those schools. Beyond this point of basic philosophy there lies a very practical reason for utilizing the expert-community approach.[23]

This move toward cooperative surveys has thus existed since 1925 and is flourishing today. It appears to rest on the assumption that the best insight one can glean concerning a particular school building or school system will emanate from a combination of those who work in the system along with those whom it serves. This knowledge appears to be enhanced when structure and guidance is provided by outside sources. Under these conditions it is reasonable to expect that the school survey can be used as a significant instrument for the study and improvement of all facets of education. Sears summarized the continuing contributions of school surveys when he wrote:

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[22]Walter McQuade (ed.), <u>Schoolhouse</u> (New York: Simon and Schuster, 1958), pp. 49-50.

[23]Gerald R. Rasmussen, "The Educational Consultant and Educational Planning," <u>The American School Board Journal</u>, CXLVII (September, 1963), 16.

Without trying here to present quantitative evidence of the value or extent of the survey's contributions, it is believed that no one would question the statements that, because of the school survey movement:

1. Our school practice has been improved.

2. Our school housing has been improved.

3. The status of the profession has been improved in fact and in the estimation of the public.

4. The science of education has been further developed.

5. The teaching of education has been benefited.

6. Education is more intelligently understood and appreciated by the public.

7. Education is more liberally supported.[24]

For those who desire more objective evidence a study by Harap reveals what happens as a result of school surveys. One of the most provoking aspects of being involved in research studies is the lack of communication concerning the results. This is also true of school surveys. Administrators, teachers, consultants, and lay citizens often wonder what happens after school surveys have been made. Harap reports the results of 18 comprehensive surveys and how they were achieved. In this "survey" of surveys at least one top administrator was interviewed to find out the results of the survey carried out in his system. Later the results of these surveys were analyzed and a summary of improvements were reported. Some of the more significant gains included:

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[24]Sears, "The School Survey Movement," op. cit., p. 246.

1. The administrative staffs were reorganized
    and their functions were clearly defined.
    The superintendents of county and city
    school systems were particularly receptive
    to suggestions for the reorganization of
    their administrative staffs. They not only
    added new members but also organized them
    into a few clearly defined divisions or
    departments headed by assistants.

2. Significant improvements were reported in
    curriculum and teaching. Although instruc-
    tional improvement progressed slowly as an
    outcome of a school survey, the majority of
    the school systems reported that many sig-
    nificant recommendations were carried out.

3. Counties and cities approved bonds for school
    buildings. The general approval of expendi-
    tures for physical plants indicated that the
    people had become aware of the need for the
    proper housing of school children and youth.

4. Suggestions for the improvement of pupil
    transportation were readily accepted. This
    approval of survey recommendations was made
    by both the state and county school systems.

5. State and city financing improved. In spite
    of the customary impediments, the state school
    systems made appreciable progress.

6. An analysis of the survey indicated that the
    business management of the majority of the
    city and county school systems was antiquated.
    The administrators of city and county school
    systems welcomed the suggestions for the
    improved management of the school system's
    business affairs and in several instances lost
    no time in putting them into effect.[25]

The overall findings of the study indicated that

school surveys produced good results and were of great value

in upgrading education in the schools involved.

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[25]Henry Harap, "Do School Surveys Produce Results?"
The Nation's Schools, XLIX (March, 1952), 35-38.

A more recent study of school surveys was completed
by Boyles and Heagerty. A study of 40 superintendents in 17
states indicated that school surveys can best be used:

1. To locate weak links in educational programs.

2. To gain acceptance for an educational program.

3. To demonstrate building needs to the community.[26]

The superintendents also stated that "school surveys
do a lot more than take up time. They often lead to action
and changes."[27]

This brief review of the school survey movement has
shown that a well conceived, carefully planned, and effi-
ciently conducted school survey can culminate in educational
improvement. Certainly all surveys are not successful.
From its origin in 1910, the modern school survey has been a
valuable tool only in the hands of those competent to use it.
It appears as though interest in school surveys will con-
tinue as long as interest in educational improvement exists.

Summary

The purpose of this chapter has been to provide an
overview of the school survey movement. Beginning with the
first survey up to the present time, the survey has only

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[26]Lyle E. Boyles and Frank Heagerty, "Survey Shows
Where Surveys Work," Nation's Schools, LXXVI (April, 1966),
74.

[27]Ibid.

been a tool to determine existing conditions in a specific
school or school system. It certainly is not a panacea for
a school's needs and problems. Rather it provides the data
from which both short and long range plans of action may be
structured.

If the pattern of the history of school surveys con-
tinues as it has since 1910, then educators will consciously
and continually work toward the improvement of both school
surveys and the related improvement in education. It is the
purpose of this thesis to provide information which might
contribute toward this improvement.

From the general historical background of school
surveys presented in this chapter, follows a more specific
and detailed analysis of contemporary surveys. Chapter III
is devoted to a review of present day surveys in Michigan
and the important role they played in the development of the
ESEA Title III Needs Study.

CHAPTER III

RELATED STUDIES

Introduction

The United States Office of Education has required

that each state participating in Title III conduct a study

to identify its priority critical educational needs. In

accordance with this requirement, a section of the Michigan

State Plan is devoted to the assessment of these needs. The

purpose of this assessment study is stated as follows:

> The State Department of Education will con-
> duct a study of the educational needs in the
> elementary, junior high and senior high schools
> in Michigan. This study will be conducted to
> gather information for interpretation on both
> an area (14 study areas of the State) and on a
> state-wide basis.
>
> The findings of the study will be utilized
> as a basis for identifying the critical educa-
> tional needs of the State to determine long-
> range strategies for funding ESEA Title III
> projects to improve educational opportunities
> in the various areas of the State and the State
> as a whole.[1]

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[1]Michigan Department of Education, A State Plan for
Supplementary Educational Centers and Services pursuant to
the provisions of Title III of Public Law 89-10, of the
Elementary and Secondary Education Act, as amended by Sec-
tion 131, Public Law 90-247, 1968, p. 38.

The following goals were set for Title III in meeting the identified critical educational needs in the state:

> The goals for Title III in Michigan are to
> stimulate and assist local educational agencies
> in developing highly innovative and exemplary
> supplementary educational programs and services
> based upon carefully determined needs and based
> upon sound research or general knowledge. The
> introduction of Title III programs into local
> and intermediate districts, or of supplementary
> educational centers where appropriate, will pro-
> vide the necessary resources to each section of
> the state in developing improved educational
> opportunities for all the children based on the
> critical needs of that section.[2]

The above purpose and goals related to the needs assessment study indicated an ideal opportunity to strengthen the leadership role of the Michigan Department of Education. At the same time, a number of problems arose from the charge to carry out such a study. First of all, there was a lack of agreement on how educational needs should or could be identified. In fact, there was no plan on the drawing board and initially only a potpourri of ideas existed. Like most states in the Union, Michigan did not have a model to use in conducting a study of the size and scope of a state-wide educational need assessment. Only one previous attempt had been carried out in Michigan on a state-wide basis and this was a study of the secondary schools in Michigan over two

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[2]Ibid., p. 40.

decades ago.[3] The major purpose of this particular study

was the cooperative improvement of secondary education. It

was originated because school programs appeared to have

little relationship to the needs of youth. This lag between

actual needs and ongoing programs that existed in the 1930's

is revealed by the following statement:

> In Michigan in 1937 there were 704 schools
> providing one or more grades from 9 to 12 inclu-
> sive. By actual survey it was revealed that
> these schools were providing essentially the
> same instructional program as in 1920. A limited
> number of subject matter courses had been added
> to the curriculum of the larger schools and
> several vocational courses had been added in a
> number of schools. The courses were determined
> by the demands of college entrance. High school
> enrollment had increased to such an extent that
> 65% or more of the young people of high school
> age were in school. Michigan was rapidly chang-
> ing from an agricultural and lumbering state to
> an industrial, economic organization with nearly
> 60% of the population residing in industrial
> centers. There were a large number of high
> schools offering a strictly college entrance
> program in communities located in cut-over timber
> sections with marginal or sub-marginal soil.[4]

The major purposes of the study then were to dis-

cover, develop, evaluate, and promote understanding and use

of effective modifications in secondary education. It

should not be inferred that need assessment has been non-

existent since 1937. Numerous studies have been carried out

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[3]Theodore D. Rice and Roland C. Faunce, *The Michigan Secondary Study*, a Report of the Michigan Study of the Secondary School Curriculum 1937-1945. State Board of Education, Lansing, Michigan, 1945.

[4]J. Cecil Parker, Wilmer Menge, and Theodore D. Rice, *The First Five Years of the Michigan Secondary Study* (Lansing, Michigan: Michigan Study of the Secondary School Curriculum, 1942), p. 22.

on a local and/or regional basis in Michigan. Some of these studies have had the backing of the Michigan Department of Education while others have been initiated by other educational agencies or local school systems. However, the Department of Education has usually played a supporting role and has not dictated what variables should be included and what areas of the state should be investigated. Too often these studies investigated microcosms within the educational scene and therefore presented only limited data. Thus these findings could not be used to generalize to the entire state. Also, inadequate or faulty methods and procedures for collecting data made findings unusable.

Because of the lack of any one concrete model, the committee responsible for constructing and conducting the ESEA Title III Needs Study spent much time investigating both the positive and negative aspects of previous studies. The decision was finally made to use the major Michigan studies by MOREL,[5] ASSIST,[6] and Thomas[7] as a basic foundation in conducting the Title III Needs Study.

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[5]Michigan-Ohio Regional Educational Laboratory (MOREL), Detroit, Michigan, 1966.

[6]Activities to Stimulate and Support Innovation in Schools Today (ASSIST), Wayne County Intermediate School District, Detroit, Michigan, 1967.

[7]J. Alan Thomas, School Finance and Educational Opportunity in Michigan (Lansing, Michigan: Michigan Department of Education, 1968).

It is the purpose of this chapter to present an over-
view of these three studies as they were most influential in
the development of the Title III needs assessment instrument.
Other minor sources used in establishing a direction for
this Study will also be presented so that the reader will
understand the process involved in the design of the Title
III Study.

<div align="center">MOREL</div>

The Michigan-Ohio Regional Educational Laboratory
(MOREL), established under Title IV of the Elementary and
Secondary Act of 1965 (Public Law 89-10), is one of twenty
regional laboratories in the United States.* Title IV of
ESEA is an amendment to the Cooperative Research Act of 1954
which permits grants and contracts to and with public and
private research agencies for the purpose of making demon-
strated improvements in educational practice. The legis-
lative intent for laboratories established under Title IV
is as follows:

> The National Program of Educational Labora-
> tories is designed to identify educational prob-
> lems, to create new institutions to conduct
> educational research and research-related activ-
> ities, to train individuals for leadership in
> such activities, and to assure educational
> improvements by implementing that research.
> The program will work toward these objectives
> through the initiative and the cooperative

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*MOREL has not been re-funded and will not be in
existence after May 31, 1969.

planning of scholars, school personnel, and representatives of various other groups interested in education.

Regionally based laboratories will be multidisciplinary, multi-functional endeavors which include several different institutions, organizations and agencies that will function in concert in research and research-related activities.

Laboratories will conduct a wide range of research, development, and dissemination programs including basic and applied research, curriculum development and evaluation, development of promising innovations, demonstrations of noteworthy programs and practices, training and dissemination activities, research information centers, and consultation services to assist schools in the implementation of educational improvements developed through research. A communications network is expected to enable the laboratories to complement and supplement each other.

Diversity of program is intended and expected in order that laboratories will respond in different ways to research needs and to the educational characteristics of the regions in which they are established and to the Nation as a whole.

The purposes of the laboratory program require an emphasis on cooperation much beyond that of project research programs. In particular, local school systems of the region must participate in the planning and operation of the laboratory. In developing plans for a laboratory, the first question ought not to be "who gets the laboratory," but rather how the constituent elements will be organized to:

1. define the regional membership,

2. identify the particular problem areas to be explored,

3. include the available and appropriate resources,

4. carry out the laboratory's function and purpose, and

5. allow for orderly future change.[8]

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[8]U.S.O.E. Guidelines for Title IV (taken from a MOREL working paper, The Charge to the Task Force on Organization).

As an independent non-profit corporation, MOREL was
provided funds under Title IV ESEA and began developing a
plan in June 1966 which would improve educational programs
in the two states. Although the major purpose of the
laboratories was to serve their designated regions, it was
also expected that successful endeavors would be disseminated
to all other educational agencies throughout the Nation. The
desire for the laboratories to improve school systems and to
bring about change by focusing on a national upgrading of
education was stated by President Johnson in July 1966:

> . . . These laboratories constitute a major new
> kind of institution to achieve rapid increases
> in educational quality of a mass scale. . . .
> I hope you will continue to press forward with
> the development of those laboratories to assist
> in improving our school systems. . . . I look
> to these laboratories to deal with the highest
> priority common problems of education with which
> every community struggles and in doing so to
> contribute to a general elevation of the quality
> of education everywhere. Each laboratory, with
> unique talents, resources, and focal points,
> should, therefore, be broadly concerned with
> education in the whole Nation.[9]

Before turning to an overview of the MOREL survey of
needs as indicated in the introduction to this chapter, a
description of the concept of MOREL will provide further
background information concerning the philosophy behind the
educational laboratory. The following was developed by

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[9]Letter to John W. Gardner, Secretary of the Health,
Education and Welfare Department from President Lyndon B.
Johnson, July 5, 1966.

MOREL staff as a working statement and was used for communicating information about the laboratory along with serving as an orientation document for the survey. The statement is as follows:

Title IV of the 1965 Elementary and Secondary Education Act (Public Law 89-10) provides for the establishment of regional educational laboratories. These laboratories have a primary responsibility for assisting in identifying, researching, and implementing educational improvements. Educators in Michigan and Ohio have cooperated in creating one of twenty such laboratories. An independent non-profit corporation, Michigan-Ohio Regional Educational Laboratory (MOREL), has been provided funds under Title IV for the purpose of developing a plan for the two-state regional laboratory. Planning is expected to be completed by December 1, 1966.

This statement represents the concept of the laboratory as of June 30, 1966. It is subject to change as it is analyzed, criticized, and redesigned during the developmental and operational stages. Hopefully, this attempt to characterize the thoughts and opinions of those involved to date will cause further examination and thinking which may result in recommendations to strengthen or reshape the concept.

A major concern of educators and others interested in the educational enterprise has been the difficulty of bringing together ideas and clearly defined needs or problems in a way which might further the improvement of educational programs. More educational research needs to have impact upon field practice and more such research needs to grow out of field-defined needs. Rather than thinking of the laboratory as a place in the physical sense, in this context it is looked upon as a process or a concept. This process is one which implies the continuous interacting of ideas with needs in a major effort to strengthen educational programs. Thus, the activity of the laboratory will take place in many locations throughout the region. Through the defining of concerns or needs--which, if met, would likely improve educational practice, and through the identification of innovative ideas and the bringing to light of research evidence, the staff of the

laboratory may well be able to aid local schools and other institutions and agencies in strengthening the learning opportunities provided for students. The identification of needs and resources will be the responsibility of educators in the region.

MOREL has accepted as one of its major tasks an examination of the process by which ideas are brought to bear on educational problems in such a way that change occurs; obviously a dimension of this process involves a look at the communication between the researcher and the practitioner. Through these particular efforts more may be learned about the nature of educational change.

The laboratory will involve a broad representation of educational interests in its planning and operation, and will provide leadership and other services for educational research, the development of ideas, the sharing of ideas, and implementation activities to meet the needs of the region. It is expected that laboratory activities will combine researcher, and practitioner, focusing on a specific problem. In such a process answers to one or more of the following questions will be sought:

1. What, specifically, is the problem? What are its elements?

2. What relevant information will aid in relieving the problem?

3. What programs might be developed to aid in problem solution?

4. What evaluation should be made of such programs?

5. In what ways might the new program be shared with others? By demonstration? By written word? Other?

Other laboratory tasks include:

6. Basic research on the process of change and innovation

7. Establishment of an information center

8. Solution of the laboratory staffing problem

9. Education and training of research and development persons.

In order to carry out plans for such an opera-
tion the development staff expects to (1) con-
duct conversations with those concerned with
educational research development in Michigan
and Ohio to get their views on establishing the
operational laboratory and securing staff, and
(2) conduct a preliminary survey to locate
resources; identify problems; gain suggestions;
and identify existing projects which relate
practitioner, problem, and researcher.

The identification of resources for labora-
tory operation is seen as a critical part of the
developmental period. Environments to study edu-
cational problems; personnel; equipment for
information processing, storage, and dissemina-
tion; locations for laboratory personnel and
equipment; and other sources of funding are
examples of resources. The ultimate impact and
success of MOREL depend upon the cooperative
and complementary efforts of a large number and
variety of persons and agencies who are concerned
with quality education and actively committed to
the activities and conceptual development of the
laboratory.[10]

As indicated in the above statement, the initial

major concern in the developmental stage of MOREL was to

conduct a survey to identify regional educational needs or

problems so that these areas might be satisfied or elimi-

nated respectively. Identification of ideas and resources

would also be part of this process. Using the aforemen-

tioned history and philosophy of MOREL as a knowledge base,

the reader will understand the remainder of this section

which will be devoted to describing MOREL's survey of edu-

cational needs, resources, and ideas. Because of the focus

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[10]Progress Report--"The Development of the Michigan-
Ohio Regional Educational Laboratory," September 1, 1966,
pp. 6-8.

of this thesis, major stress will be placed on the descrip-
tion of the needs identification.

Description of How General Needs of Persons in the Region Were Determined and How Priorities Were Assigned

The first phase in the developmental stage of MOREL
was the identification and articulation of educational needs
and problems in the two state region. A concise statement
by the planning and development team of MOREL (cited earlier
in its entirety) indicated the philosophy behind such an
undertaking:

> A major concern of educators and others
> interested in the educational enterprise has
> been the difficulty of bringing together ideas
> and clearly defined needs or problems in a way
> which might further the improvement of educa-
> tional programs. More educational research
> needs to have impact upon field practice and
> more such research needs to grow out of field-
> defined needs. . . . Through the defining of
> concerns or needs--which, if met, would likely
> improve educational practice, and through the
> identification of innovative ideas and the
> bringing to light of research evidence, the
> staff of the laboratory may well be able to
> aid local schools and other institutions and
> agencies in strengthening the learning opportu-
> nities provided for students. The identifica-
> tion of needs and resources will be the respon-
> sibility of educators in the region. . . . The
> laboratory will involve a broad representation
> of educational interests in its planning and
> operation, and will provide leadership and
> other services for educational research, the
> development of ideas, the sharing of ideas,

and implementation activities to meet the needs
of the region.[11]

A statement which further substantiates the philosophy

behind MOREL is found in the September 1, 1966 Progress

Report:

It has been the position of the development
staff that the creation of the Laboratory should
be field oriented just as its operation must be.
For this reason a great many persons have shared
in the continuing evolvement and evaluation of
the concept of the Laboratory--the general devel-
opment plan was--to survey the region for needs,
resources, and suggestions for the Laboratory
design and to establish communication throughout
the region--we believe that for acceptance, sup-
port, and effectiveness the Laboratory should be
field-oriented (responsive to the needs of
learners and teachers as seen by people in the
field) and should evolve from the ideas of many--
The overall goal of the Michigan-Ohio Regional
Educational Laboratory is to improve the quality
of education for children, youth, and teachers
in the region--To pursue this overall goal, it
is useful to utilize operational goals--the
operational goals will be achieved when--(1) a
preliminary assessment (in priority rank) of the
educational needs of the region as expressed
through current problems has been prepared, (2)
an initial analysis of the educational resources
of the region has been completed, (3) a program
which holds operational promise for bringing the
resources to bear on the needs has been evolved.[12]

Because the mission of MOREL was scheduled to become

operational by December 1, 1966, time limitations prevented

an exhaustive scientific study in identifying educational

needs of the region. In lieu of the time necessary to

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[11]"The Concept of the Laboratory," a statement by
the planning and development team of the Michigan-Ohio
Regional Educational Laboratory, June 30, 1966 (experimental
draft).

[12]Progress Report, September 1, 1966, loc. cit.

conduct an exhaustive study, MOREL decided to use a strati-
fied judgment sample of participants, and although random
procedures were not employed, care was taken in the selec-
tion of these participants. Using consultants from both
Michigan and Ohio, a survey instrument was developed as a
discussion guide for a lengthy in-depth interview between a
competent interviewer and the selected participant. A por-
tion of the survey form used by MOREL and relevant to the
Title III Needs Study is included as Appendix B to this
study. Because of this condensation, the format of the
MOREL survey form has been altered somewhat.

> It was extremely important that the interviewers
> were competent persons as it was necessary for
> them to convey the Laboratory concept to each
> interviewee along with gaining his confidence
> so that the needs and problems expressed would
> be as accurate as possible. Competence was
> also needed in writing, as summary sheets
> accompanied the instrument so that the inter-
> viewer could report the general thrust of the
> interview.[13]

A copy of the summary sheet is included as Appendix C.

Other communication was also provided by the inter-
viewers in the form of letters, telephone conversations, etc.
This type of information was valuable as it cut beneath the
surface to offer perhaps a more realistic appraisal of the
need survey, school systems, and MOREL. An example of this
type of communication is as follows:

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[13]Writer's personal notes of a conversation with
Charles Kromer, Coordinator, Information System, MOREL,
December 12, 1968.

The usual concerns for education and chil-
dren have been exposed in the interviews I have
done. Emphases vary from school to school, but
most schools have needs in common. It is a
simple matter to list these tangibles: money,
time, better-trained staff, opportunities for
success, in-service training, vocational educa-
tion, better facilities, curriculum coordination,
better access to current events in education.

The feeling which accompanies the expression
of these needs varies from school to school.
Some show a genuine concern for children, others
are more mercenary, others just apathetic. Inter-
est in MOREL also varies, but the universal theme
underlying it all is suspicion that here is a
potentially valuable thing that is going to go
the way of all other "research-type" programs.
It will run its course, publish and end up never
having touched the children in the classroom for
whom, supposedly, all this work is being done.
It is so dominant a theme--It is serious and
unless we keep in touch with the schools we are
"sunk. . . ."[14]

Trial interviews carried out in June indicated that a mini-

mum of two hours was needed with the interviews and a compa-

rable amount of time for arranging the interview and complet-

ing the write-up. While the procedures for carrying out the

survey were being completed, approximatly 1,200 persons from

the following categories of position were selected as inter-

viewees:[15]

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[14]Letter to MOREL Associate Director Hough, from a
MOREL interviewer regarding feelings about interviews done
to date.

[15]Progress Report, September 1, 1966, op. cit.,
pp. 9-10.

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Superintendents  . . . . . . . . . . . .  15%
Other Central Office Personnel . . . . .  10%
Principals and Assistant Principals  . .  15%
     Elementary
     Secondary
Teachers . . . . . . . . . . . . . . . .  10%
     Elementary
     Secondary
Research and Development Agencies  . . .  15%
Lay Citizens (Board Members, industry,
     parents) . . . . . . . . . . . . .  10%
College and University Personnel . . . .  15%
Government, Association, Union . . . . . _10%_
     Public and Non-Public  . . . . . . . 100%
```

A profile of the <u>interviewers</u> indicates that they were also drawn from all sectors of education. Various positions held by the interviewers included principals, teachers, research directors, central office personnel, university professors, graduate students, and lay personnel. Because MOREL planned to conduct the survey during the months of July and August, all interviewers were asked to contribute a minimum of ten days up to a maximum of twenty days. Two interviews could be conducted per day during this period.

A regional meeting of all interviewers with the development staff was held on July 20 as an orientation session for the interview process. Along with a discussion of the interview process, the working concept of the labora- tory was explained, the survey instrument presented, and the initial interviewees selected. Machinery was also estab- lished for the prompt return of the interview schedules.

Completed instruments were to be returned to the development staff for inspection and classification. An

agreement with the Educational Research Department, Detroit

Public Schools was made to analyze the returning data.

Early returns of completed instruments permitted

preliminary classification of the data. Clusters of needs

evolved from this early data analysis and were utilized to

establish preliminary priorities for the operational stage.

The priority needs indicated by the early returns were as

follows:

1. More and better skilled teachers

2. More and better skilled change agents (researchers, developers, disseminators, demonstrators, utilization facilitators, supervisors, etc.)

3. Better administrative (mainly principals) leadership for instructional improvement

4. Help with instructional programs for slower learners

5. Answers to specific administrative (central office) questions and problems (finance, etc.)

6. Answers to specific instructional problems

7. Development and evaluation of new instructional programs within specific areas

8. Knowledge of new techniques

9. Knowledge from research that has been rigorously and thoroughly designed, conducted, and replicated (that can be trusted)

10. Far greater joint effort, interaction and communication among educational organizations, especially school system--university relations, common problem groups, and increased use of the resources of private enterprise

11. Direct research, development, demonstration, and evaluation service to schools and school systems

12. Greater understanding on the part of all staff of learners and the society in which those learners live.[16]

Because of time limitations all of the interview schedules were not included in the final data analysis. Instead, 602 of the approximately 1,200 interviews were analyzed. The procedures utilized by the Detroit Public Schools Research Department along with their major findings are presented below.

Procedures Followed in Analysis of Responses on MOREL Interview Schedules[17]

1. The Supervisor categorized and tallied the responses of about 10 percent of the schedules.

2. He wrote up a procedure for categorization and tallying, which he gave to each reader. The procedure suggested writing all responses for the first 60 interievws, and then placing these in major and subcategories. Then the tally was made, using these categories. The reader wrote down any responses which did not fit into the preliminary categories. New categories were then created from the miscellaneous responses, until only those having a frequency of 1 or 2 were left in the miscellaneous group. Responses

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[16]Ibid., p. 31.

[17]"The Development of the Michigan-Ohio Regional Educational Laboratory, Second Report," October 24, 1966 (see Appendix A).

were tallied according to the position of the person interviewed.

3. The categorization and tallying of the 10 per-cent sample done by the supervisor was checked with that done by the reader. Discrepancies were discussed and a mutual agreement arrived at. While there was not sufficient time to run a reliability study on the categorization and tallying on the same 60 sheets, by two individuals, there was, in general, a high degree of agreement in all the tally sheets checked in this manner. (Note: the internal consis-tency of findings from responses to different questions (each tabulated by a different reader) gives some evidence of the reliability of the interpretations, categorizations, and tabulations of the readers.)

4. The readers continued the categorizing and tallying at home (taking from 35-40 hours for each set of 600 interview sheets). The completed tally sheet was given to and discussed with the supervisor, who checked the final total against his preliminary sample.

5. The supervisor made a summary for each detailed tally. The purpose of this was twofold: to determine gen-eral trends and to check the categorizations.

6. The supervisor wrote a preliminary statement of the trend and findings from each of the interview question responses. This preliminary statement was not final. It

was merely for the MOREL director's convenience in giving

a preliminary report to different MOREL planning groups.

7. It was recommended that the final report be

written by a committee of persons selected by the MOREL

director.

8. The number of persons in each position for whom

interview schedule reports were read and tabulated was as

follows:

a.	Superintendents	99
b.	Other Central Staff Personnel	131
c.	Principals and Assistant Principals	119
d.	Teachers	73
e.	Research Agency Personnel	16
f.	Lay Citizens	45
g.	University Staff Personnel	91
h.	Representation of Other Agencies	28
	Total	602

The October 24, 1966 Second Report of MOREL, Appen-

dix A, provides a complete summary of the survey of educa-

tional needs. The following pages present only the major

findings of these needs as indicated in that report.

The greatest number of concerns deal with pupil

needs, both according to type of pupil and the type of needs.

This concern is followed by that dealing with teachers,

their education, attitudes, skills and human relationships.

The third category of concern, in terms of frequency of

responses, deals with problems of the school system in

relation to the public and in getting qualified staffs.

Last in terms of frequency is the concern for curriculum

improvement, especially in the teaching of reading. A short

summary of the categories of needs as presented in the

report is presented as follows:

Learner Needs

Question 3 (page 3): "Learner. In your opinion

what are the most pressing needs of learners in your orga-

nization?"

Summary of Responses

Almost every need of the learner is in some way

related to his experiences in school. There are interre-

lationships between physical and psychological needs, and

between teacher's skills and pupils' achievements and con-

cepts. The listing of learner needs on the reader's tally

sheet shows about 2,000 mentions of specific needs. The

total impact of the tally suggests an indictment of educa-

tion in all its phases--teachers, curriculums, facilities,

and philosophies.

The frequencies of responses indicating learner

needs within each category is as follows:

psychological	344	administrative	92
program	269	instructional	91
skills	268	counseling	88
curriculum	236	school community	87
teacher	145	medical-dental	64
special services	112	teacher-pupil	51
academic	105	facilities	37

The major presses of learner needs seem to be atti-

tudinal (self-concept and motivation), instructional (indi-

vidualization and skills development), and curricular

(development and adjustment to needs). The education of
teachers received relatively infrequent mention in response
to this one question. However, the skill of the teacher--
his techniques, his personal relationships with pupils, and
his knowledge of psychology and subject matter--is so closely
related to the fulfillment of learner needs, that teacher
education becomes, by implication, a major learner need.
Indeed if the reader's tallies for "teacher," "teacher-
pupil," and "instructional" are combined, teacher education
becomes second on the list of learner needs.

Teacher Needs

Question 4a (page 4): "In your opinion what are the
most pressing needs regarding the staff of your organization
who do the actual teaching?"

Summary of Responses

Evidences of teacher needs come much more strongly
from administrators than from the teachers themselves.
Superintendents, central staff personnel, and principals or
assistant principals expressed opinions that teachers are
lacking in university training essential to efficient in-
struction. Some of the pre-service lacks, or needs, and the
frequencies with which they were mentioned by the 602 persons
interviewed are listed below.

Education in behavioral sciences 99
Subject matter knowledge 98
Knowledge of the learning process 68
Ability to put theory into practice 27

The persons interviewed felt teachers had had too

little pre-service experience in:

Practice teaching 68
Teaching-technology 44
Appraisal and evaluation 47
Research 35

It would seem that the practitioners in the field,

including some university personnel, feel that there are

some weaknesses in the teacher training given by colleges of

education. Most frequent are the comments on the need for

development of desirable attitudes in teachers. This type

of need is expressed by persons in all of the eight catego-

ries of people interviewed, teachers included. Roughly

speaking, the needs and the frequencies with which they were

mentioned are:

Improvement of attitudes toward pupils 124
Disposition toward change and innovation 99
Attitudes toward their roles as teachers 44
Professional commitment to their work 43

In view of these expressed lacks, it is not surpris-

ing that there are 450 mentions of needs for inservice edu-

cation of teachers. The types and frequencies of inservice

education specified as needs by the persons interviewed are:

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Skills and techniques of teaching  . . . . . .   125
Human relations  . . . . . . . . . . . . . .    69
Visiting and observing other classes . . . . .    52
Knowledge of the school community  . . . . . .    41
Research . . . . . . . . . . . . . . . . . .    41
Ability to change  . . . . . . . . . . . . .    33
Unspecified and miscellaneous  . . . . . . . .    89
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Other teacher needs mentioned specifically by the respondents include working conditions (40), facilities (53), teacher load (18), pupil-teacher ratio (22), time for planning (42), consultant needs (13), and knowledge of collective bargaining techniques (5).

Eighty-seven suggestions were made of the teacher needs for supportive specialists and consultants in materials and curriculum development, testing and evaluation, identifying problems, and solving personal problems.

The final teacher need, mentioned about 100 times is the need for teachers. Specifically, this need might better be classified under a business-political-financial heading, as the tenor of the statements was that a change is needed in structure of financial support for education, so that qualified teachers may be recruited and retained in the teaching profession.

The analysis of this section of the interview suggests to the reviewer that the subject of teacher education, both pre-service and inservice, could be a subject for extensive research and demonstration, and that there is great need for dissemination of the knowledge of research and successful practices in teacher education.

Needs Regarding Specialists

Question 4b (page 5): "In your opinion what are the
most pressing needs regarding specialists in your organiza-
tion, specifically:

1. Specialists in research?
2. Specialists in development?
3. Specialists in diffusion of programs?
4. Specialists in utilization of ideas?
5. Other specialists?"

Summary of Responses

While the major thrust was for research (250),
development (160), and diffusion specialists (196), with
lesser emphasis on specialists on the utilization of the
findings of research (83), there is also strongly expressed
need for specialists in curriculum (117), and all types of
pupil-personnel services (147).

Administrator Needs

Question 4c (page 6): "In your opinion what are the
most pressing needs regarding administrators of your organi-
zation, specifically:

1. Needs for administrative ability?
2. Problems that administrators have?"

Summary of Responses

The most pressing needs and problems of administra-
tors are those involving interpersonal relationships. Para-
mount among these are the handling of public relations,

dealing with community pressures, and communicating with parents and the public at large.

Lack of trained staff, both professional and clerical, and the pressure of work which does not allow time for the more essential role of leadership, compounded by problems of insufficient money for schools, the new role of the principal in negotiating with teachers, all detract from the leadership role which the administrators feel is their function. (There is some feeling, especially among central office staff members that the administrative function is not too clearly defined.)

Arising out of these problems is the expressed need for better selection, orientation, and especially, inservice education of administrators. The need for these aids to better administration is implied in statements of some of the most pressing problems named by the greatest percentage of superintendents, central staff administrators, principals and assistant principals, and teachers; namely:

1. Encouraging innovations among teachers

2. Supervising and evaluation of teachers

3. Developing knowledge of educational technology and giving leadership in curriculum change

4. Developing efficient administrative organization.

These problems and needs are expressed most generally by the administrators themselves, although the same administrative needs are reflected to a lesser degree in the responses of teachers. University personnel, lay persons,

and representatives of non-educational organizations show much less awareness of these needs and problems, although there is some indication that university staff members perceive the lack of efficient communications and human relations skills. The encouragement of research is relatively low in the statement of administrative needs.[18]

Following the two month interview period, the forty-four interviewers met with MOREL staff on September 28 to review the analysis of the survey, check it against their own experience as interviewers, and add their qualitative results to the reported quantitative results. As a result of this meeting, the following list of priority needs was developed. The Program Task Force of MOREL was in agreement that a Laboratory program could be designed to be responsive to these needs. The list included:

1. The need for an information system which could disseminate innovations and respond quickly to requests from the region for information.

2. The need for consultants in program development, evaluation, research, demonstration, and implementation.

3. The need for knowledge about how change can take place effectively for the improvement of education.

4. The need for improved education of educational personnel both pre-service and inservice and especially during the critical period immediately following pre-service education:

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[18]"The Development of the Michigan-Ohio Regional Educational Laboratory, Second Report," October 24, 1966 (see Appendix A).

a. Sub-professional
b. Teachers
c. Administrators
d. Other staff roles (Specialists and Generalists)

5. The need for research and development efforts and projects which are aimed at helping children and youth who have learning difficulties to achieve more meaning, purpose, and success in their learning activities. (This item includes both diagnosis and development.)

6. In a little different sense, there is a need to meet these needs in a way that (1) fosters a cooperative relationship between schools and colleges, and (2) supports the bringing together of diverse resources which might contribute effectively.[19]

At a later meeting of the Program Task Force on October 2 and 3, 1966, in Detroit, a program was designed and presented in document form to the Organization Task Force. The program was aimed at the major concerns of MOREL. The needs of the region had been identified and now the program mission of MOREL was to begin. Portions of this program are summarized as follows:

The long-range mission and challenge for MOREL is to improve the instructional program for learners--nursery education through grade 12 and teacher education--by supporting and studying innovation and change activities and disseminating knowledge about the success of innovation and change processes in the Ohio-Michigan region.

During the year of operation commencing December 1, 1966, the major focus of the Laboratory is on school staff development activities aimed at making staff more effective in working with children

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[19]Letter to Program Task Force, from Development Staff of MOREL, regarding Major Need Categories of the Region, September 30, 1966.

and youth who are not having success in school, especially those who are environmentally dis- advantaged. MOREL is concerned with students who have learning difficulties and need to achieve more meaning, purpose, and success in school. This focus and the program functions which were developed by the Program Task Force were responsive to the needs of the region and were in keeping with the mission of the Labora- tory.[20]

An important factor related to this thesis, and one which was found throughout the MOREL publications and docu- ments researched by this writer, was the focus on CHANGE. It is realistic to assume that not all of those needs iden- tified by MOREL in the summer of 1966 are the priority edu- cational needs of today. MOREL was quite fluent in pointing out that continuing means must be found to maintain a cur- rent assessment of needs. If school systems can assess their current needs, then appropriate changes in program should be developed to focus on them. Again, it is the purpose of this thesis to provide information on how this assessment might be provided.

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[20]Letter to Organization Task Force, from MOREL Development Staff, regarding Program Overview for Decem- ber 1, 1966-December 1, 1967, October 6, 1966.

ASSIST

Activities to Support and Stimulate Innovation In Schools Today (ASSIST) was established to serve as a model regional services center. Its major purpose was to meet the educational needs of Wayne County through the dissemination of information, staff development activities, the development of exemplary programs, and evaluation service. Both local public and non-public schools combine to serve nearly one-third of Michigan's school population served by the Wayne County Intermediate School District. Of this total, approximately 25 percent of the county school enrollment is served by the non-public schools.

ASSIST, then, began the above mentioned tasks by submitting a planning grant proposal to Title III of ESEA 1965, entitled "A Study of Educational And Cultural Needs of Wayne County, Michigan, for the Purpose of Planning the Coordination and Extension of Supplementary Educational Services." The Intermediate Board of Education's grant of $85,000 was funded and ASSIST officially began its planning operations July 1, 1966 to continue to March 31, 1967.

Because of the nature of this thesis, this overview will consist of the procedures employed by ASSIST in identifying the educational and cultural needs together with a few statements concerning the methods developed to focus on them.

Description of How General Needs of Persons
in the Area Were Determined and
How Priorities Were Assigned

The first step in the process of identifying educa-
tional and cultural needs in Wayne County involved a pre-
liminary meeting to review the scope of the study, determine
ways of assessing educational and cultural needs, and to
review the design of the entire study. A small group of
local and intermediate personnel met with educational lead-
ers of the project. Included among the educational leaders
were Project Director Samuel Mangione; Assistant Director
Walter Schumacher; Superintendent of Wayne County Interme-
diate School District William A. Shunck; and Deputy Super-
intendent William C. Miller. Prior to this meeting, Super-
intendent Shunck called together the forty-three district
school superintendents in the county for a special briefing
session relative to the study. Although not all of the
forty-three superintendents were involved as members of the
planning committee, they were continually advised as to the
progress being made and their total endorsement was received.

The major decision of the preliminary meeting was to
involve both lay persons and local educators on a general
planning committee. Those serving on the general planning
committee, consisting of eighty-one members, included repre-
sentatives of the public schools, non-public schools, and
cultural and business resources of Wayne County. These
representatives were selected on the basis of their

qualifications with regard to educational activities in their constituent groups. They first met in conference at Fairlane, on the University of Michigan Dearborn campus, where an in-depth "brainstorming" session took place allowing each person to describe what he perceived to be Wayne County's crucial educational needs. This committee was charged by the Title III staff to serve the following functions in the study:

1. Communication between the project staff and local agencies.

2. Suggest study procedures re: assessment of needs.

3. Suggest methods of identifying needs.

4. Participate in a conference utilized to identify needs.

5. Establish priority of needs.

6. Suggest possible solutions to identified needs.

7. Recommend modifications for improving the proposed program.[21]

Among those present at the planning committee meetings were elementary and secondary teachers, principals, superintendents, curriculum coordinators, central office personnel, headmasters, engineers, merchandisers, P.T.A. members, cultural organization leaders, and labor leaders.

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[21]"Activities to Support and Stimulate Innovations In Schools Today, An Operational Proposal," January 15, 1967, p. 45.

All members seemed to reveal a high degree of commitment to and readiness for an assessment of needs.

To augment the identification of needs by the planning committee, ASSIST also used the survey data on educational needs in Wayne County which was gathered by the Michigan-Ohio Regional Educational Laboratory (MOREL). The importance of this data was ascertained in a letter from William Shunck to Dr. Stuart C. Rankin, Director of MOREL:

> The staff of our Title III project have informed me of the excellent cooperation they received from your organization with reference to sharing the data on educational needs gathered by MOREL in Wayne County.
>
> The opportunity for our staff to utilize this information precluded the necessity for their having to interview certain educators in Wayne County. Needless to say, this resulted in the saving of considerable time, money, and effort, thus making it possible for the staff to concentrate on other project activities.[22]

At this planning committee meeting, at Fairlane, an agenda was established which was to be followed in additional meetings until a concrete operational process had been established. Included among the major points of this agenda were the following:

1. Continuous review of the scope of the study.

2. Continuous review of planning committee charge to the Title III staff.

3. A review of the progress made on the study.

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[22]Letter to Stuart C. Rankin, Director of MOREL, from William A. Shunck, Superintendent of Wayne County Intermediate School District, October 26, 1966.

4. Continuous review of the reactions of random groups
   of lay persons and educators regarding:
   a. methods of assessing needs
   b. establishing priorities with relation to the
      methods to be used by Title III staff in assess-
      ing needs.

5. Continuous investigation of available data on past
   need studies, i.e., local school district studies,
   Federal programs, MOREL, etc.[23]

A second planning group for the study was the steer-

ing committee which numbered twenty-one members and was

representative of the constituent elements in the general

planning committee. The steering committee performed the

following functions:

1. Provided decision-making and policy formation for
   the study.

2. Established priorities with relation to methods to
   be used in identifying needs.

3. Delimited needs identified.

4. Formed ad hoc study groups for pursuing a solution
   to specific need or needs.

5. Recommended components for inclusion in the opera-
   tional proposal to the general planning committee.[24]

The first task, then, of these selected committees

was the identification of educational needs. As indicated

previously, the planning group was involved in a "brainstorm-

ing" session at Fairlane, using random small groups for the

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[23]Operational Process Agenda developed by Planning
Committee at Fairlane, September 14, 1966.

[24]"ASSIST, An Operational Proposal," January 15,
1967, pp. 45-46.

purpose of identifying needs. Also, the steering committee gathered data from the MOREL Study to gain further knowledge of educational needs in Wayne County. These data reflected educational needs of the county as determined by interviewing educators and others in over thirty of the forty-three districts. The project staff then contacted and interviewed other educational and community agencies which were not included in MOREL's sample.

Those sampled included P.T.A. representatives, classroom teachers, administrators, students, and leaders of community organizations. They, along with members of the general planning committee, were given an instrument developed by the steering committee which simply asked them to respond to the question, "What do you perceive the most crucial educational needs to be in Wayne County?" (See Appendix D for a copy of the instrument.)

The above procedures yielded an abundance of identifiable needs (over two hundred discreet items) related to students, teachers, and administrators. Many of the discreet items were similar and a delimiting of this list was needed. To categorize the raw data, educational researchers were contracted from Wayne State University to work with the Research Department of the Detroit Public Schools.

The resulting categories yielded certain needs that consistently had a high frequency of mention. The Steering Committee of the project felt that a further delimiting of categories was necessary before beginning the task of

exploring possible programs to meet the needs. This delim-
ited list resulted in twelve high mention needs, which were
then presented to the Planning Committee for priority rank-
ing. The following list shows the final priority ranking
and the weighted scores of each need. A response of more
than 70 percent of the Planning Committee determined the
final ranking.

<p align="center">Identified Needs in Order of Priority[25]</p>

Rank	Score	
1	526	Students have a need for school experiences which will foster a positive <u>self-concept</u>.
2	524	Students have a need for school experiences which will foster <u>motivation</u> for learning.
3	468	Students have a need to be <u>understood as indi-viduals</u> for purposes of <u>instruction</u> and <u>psy-chological development</u>.
4	464	There is a need for <u>increased understanding</u> of the <u>learning process</u>.
5	401	There is a need for more <u>help</u> to deal with <u>problem students</u> found in regular classrooms.
6	345	There is a need for school experiences which will <u>expand vocational opportunities</u>.
7	319	There is a need for <u>new approaches</u> in the teaching of <u>reading</u>.
8	293	There is a need for <u>more</u> and <u>varied</u> instruc-tional materials.
9	283	There is a need for improved <u>communication</u> between <u>educators</u> and the <u>community</u>.
10	279	There is a need to promote <u>more favorable attitudes</u> toward <u>innovation</u>.
11	234	There is a need for <u>improved communication</u> among educators <u>within</u> and <u>between school districts</u>.
12	170	Students need more out-of-school experiences (<u>fieldtrips</u>).

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[25]"ASSIST, Project Addendum, Operational Grant, Wayne
County Intermediate School District," May 2, 1967, pp. 1-2.

As indicated previously, over two hundred needs were identified and categorized within three major areas. These areas included learner needs, teacher needs, and administrator needs. A brief summary of responses for these three areas will provide information on how the twelve top priority needs were selected.

Learner Needs[26]

In response to the question, "What are the most crucial educational needs in Wayne County?" the most crucial needs for learners seemed to be "psychological," curricular, and instructional. Specifically the "psychological" category encompassed such needs as self-concept, motivation, sense of responsibility, and self-image. Curricular needs were concerned with improving and expanding programs. Instructional needs centered on new approaces to reading, and the development of critical and creative thinking.

Other needs identified fell into categories of programs and environment for learning. By the high frequency of responses in the psychological and environmental areas, it became clear that the respondents felt that the most crucial needs of the schools must be met by both the school and the home. This seems true because both categories encompass areas that are the responsibility of both. Thus,

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[26]Ibid.

the most crucial needs of learners are not the responsibility of either one alone.

A shortened list of learner needs along with a frequency count of responses within each category is as follows:

Psychological	82
Curriculum	47
Skills	36
Program	23
Academic	19
Environmental	14
Health	8
Special Services	8
Teacher Preparation	5
Counseling	4
School-Community	3
Administrative	3

One interesting result of this survey is that teacher and student respondents did not feel that the most crucial needs existed in the area of learners. However, Fairlane participants, principals, and central office personnel surveyed, indicated this area as being the most crucial one.

Teacher Needs[27]

Teachers did not indicate evidences of teacher needs as often as did administrators. Administrators along with central office personnel felt the most pressing need to be in the area of instructional leadership with the greatest concern in dealing with individual differences of children. Other areas of concern were pre-service and inservice education of teachers. In agreement with the stated need for

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[27]Ibid.

better education of teachers was the concern for more under-
standing of the learning process along with child and adoles-
cent development. Students indicated that teachers did not
understand children's needs while administrators felt that
human relations between teachers, parents, and students
could be improved. Substantial concern was expressed about
teachers' disposition to innovate. There was an across-the-
board concern about the reduction of the pupil-teacher ratio.
The only classification of respondent that did not list this
as a crucial need was that of superintendents.

The area of finance was indicated as a crucial need
but only as it concerned facilities, teacher recruitment,
study leaves, and inservice training. There was no indica-
tion that salary increases were a crucial need.

Appraisal, dissemination, and the use of research
was also indicated as an area of need.

The most frequently given responses indicating
teacher needs within each category are as follows:

Instructional Leadership	57
Attitude Development	27
Financial	25
Teaching Load Reduced	21
Human Relations	15
Pre-Service Training	15
Putting Theory into Practice	14
Behavioral Sciences	13
Research	10
Knowledge of Technology	10

Administrator Needs[28]

The needs identified for administrators included communication with community, teachers, and other districts, leadership of the school program, physical needs such as financial, reduction in class size, and management (need for additional help, bargaining and negotiating, and scheduling). This delineation of several areas seems to be in keeping with the ever increasing complex role of the administrator. The responsibilities of leadership, as indicated by these responses, seem to be becoming of greater magnitude.

All categories of respondents expressed themselves in the area of administrator needs. Students expressed themselves primarily and succinctly in the areas of physical and staff needs. Teachers expressed themselves in this area also and seemed to indicate that if the physical needs are handled and consequently more services provided for problem students, then many of the other pressing needs would be met. Fairlane participants and central office personnel also felt this area was a crucial one.

The frequencies of responses indicating administrator needs is as follows:

Leadership	45	Program	15
Physical	44	Public Relations	4
Communications	40	Personal Relations	3
Management	32	Training	2
Staff	26		

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[28]Ibid.

In studying the priority ranked needs, the planning and steering committees, with the assistance of outside experts and the project staff, decided that the top five of the twelve identified needs should be the major focus of investigation. These top five needs fell into two categories:

1. Psychological Needs of Students
   a. Students have a need for school experiences which foster a positive self-concept.
   b. Students have a need for school experiences which will foster motivation for learning.
   c. Students have a need to be understood as individuals for purposes of instruction and psychological development.

2. Professional Development
   a. Educators need to increase their understanding of the learning process.
   b. There is a need for more help to deal with problem students found in regular classrooms.

Possible solutions to meet these needs were solicited from the constituent groups and outside experts and again the emphasis was on staff development activities. This analysis then led to the formation of two ad hoc study groups to consider possible solutions to the priority needs. The ad hoc study groups had the benefit of solutions submitted by: (a) the Planning Committee; (b) outside experts; (c) consultants working directly with the ad hoc groups; and (d) the Wayne County Intermediate School District's professional staff.

After solutions had been proposed to meet the identified needs, they were translated into the following major objectives:

To stimulate and support innovative and exemplary programs related to the identified needs in both local public and non-public schools.

To assist local educators in the development of professional skills necessary to work effectively toward the solution of the identified needs.

To facilitate dissemination of information among the constituent educational agencies in Wayne County, to the wider educational community, and to the public, and thereby improve educational opportunities.

To marshall educational and cultural resources of the community for purposes of meeting educational needs.

To provide local educators with research and evaluation support related to action programs and other activities of the ASSIST Center, and to conduct periodic assessments of educational needs.

To involve those in whom change is desired in activities that are designed to facilitate change.[29]

It is interesting to note that ASSIST, like MOREL, believes that a continuing assessment of educational needs is necessary. It might be pointed out at this time, although further mention will be made later, that it is the belief of this writer that the cost in time and finances has been a major factor in not continuing this assessment. Neither MOREL nor ASSIST has conducted any further assessment investigations as they initially intended and stated to do. Both used the technique of interviewing participants and although this is advantageous for many reasons, it <u>might</u>

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[29]"Wayne County Intermediate School District's Title III End of Budget Period Report, No. 4092," September 26, 1968.

not be the best method of gathering hard data. Research is limited in the area of comparing the interview-questionnaire techniques, however one recent study is relevant to this point. Perhaps it will be of help to those desiring to carry out a study but are indecisive as to what methods to use.

As indicated above, one of the problems in survey research is the expense--in terms of both time and dollars-- in conducting interviews. There is also the doubting factor caused by the possible inability of interviewers to conduct an interview with the degree of objectivity necessary to produce valid results. One question that should be considered, then, is whether mail questionnaires will not produce substantially equal results as structured interviews.

Gibson and Hawkins[30] recently conducted a study of this nature. Under a grant from the National Municipal League, the authors attempted to obtain data from members of the Georgia General Assembly that would permit the drawing of conclusions regarding legislator perceptions of the effects of reapportionment. One area of interest was to identify what the legislators felt were the greatest needs of members of the legislature.

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[30]Frank K. Gibson and Brett W. Hawkins, "Interviews Versus Questionnaires," The American Behavioral Scientist, NS-9-NS-11, September-October, 1968, pp. 290-297.

Questions with both closed and open ended sub-
sections were posed using a common interview schedule with
identical probes. The interview schedule with a few changes
in phraseology was then sent as a questionnaire to the
remaining members of the General Assembly (those interviewed
did not receive questionnaires). In both interview and ques-
tionnaires, anonymity was promised.

Running the control question against a series of
independent variables resulted in the following conclusions
between interviews and questionnaires:

> There was no substantial difference in the
> responses to a majority of the questions asked.
> In those instances when differences did occur,
> the difference was a matter of intensity rather
> than direction. The results of this study indi-
> cate that when surveying a relatively homogeneous
> group, asking questions about which the group
> can be assumed to be familiar, and promising
> anonymity of response, the questionnaire may
> produce substantially the same results as inter-
> views at a much smaller cost.

The third major study utilized by the ESEA Title III
Needs Study staff is one which employed this questionnaire
technique.

Michigan School Finance Study

The Michigan School Finance Study,[31] often referred
to as the Thomas Study after its executive director, Dr. J.
Alan Thomas, revealed many problem areas of education in the
state of Michigan. The study, authorized under Act 285,
Public Acts of 1966, was appropriated $200,000 by the Mich-
igan Legislature for a comprehensive study of elementary and
secondary education in both public and non-public schools.
Of major concern in the study, was the investigation into
the financial aspects of education although the nature of
educational opportunities available in Michigan's schools
was also examined.

Dr. Ira Polley, Superintendent of Public Instruction
in Michigan stated:

> The Michigan School Finance Study, published in
> 1968, was the first of its kind in Michigan.
> It revealed the short comings and the problems
> of education in our state and outlined various
> steps which can be taken to meet those chal-
> lenges.[32]

The study was begun on October 1, 1966, and relied
heavily on the collection and analysis of factual informa-
tion. Data were obtained by utilizing all possible available

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[31]*School Finance and Educational Opportunity in
Michigan: Michigan School Finance Study. A report by*
J. Alan Thomas (Lansing, Michigan: Michigan Department of
Education, 1968).

[32]"Michigan School Finance in the News: A Collec-
tion of Releases Covering Major Aspects of the Michigan
School Finance Study," Michigan Department of Education,
1968.

sources. Replication of desired data was avoided by using both state and national materials. Many of the sources used consisted of Michigan State Department studies along with materials from the files of the Michigan State Department of Education. Augmenting this information, data were collected through the distribution of questionnaires to all Intermediate District and Local School District Superintendents. Questionnaires were also developed and distributed by study teams to all the elementary and secondary principals in the state.

All school districts in Michigan were stratified according to three criteria: wealth (State Equalized Valuation), type of community, and geographical location. The wealth categories were defined by the ratio of State Equalized Valuation to Resident Student Membership (the state equalized value behind each child and the per pupil expenditure) as follows:

1. SEV/RES $14,000

2. $9,000   SEV/RES $14,000

3. SEV/RES $9,000

There were four categories dealing with the type of community served. They were:

1. City--School district serves a city with population 10,000 or greater. A Standard Metropolitan Statistical Area.

2. Suburb--Any school district within an SMSA (except for the inner city, which would fall in category 1).

3. Small towns--District serves a community of 2,500-9,999.

4. All other school districts.

A district was tested for satisfying the type of community criteria in the order listed above, and was assigned to the first category for which it qualified. For example, a small town of 3,000 in Wayne County was classified as a Suburb (class 2) since it is in the Detroit SMSA. The following counties were either SMSA's or parts of SMSA's: Bay, Saginaw, Genesee, Muskegon, Kent, Clinton, Eaton, Ingham, Oakland, Macomb, Wayne, Kalamazoo, Jackson, and Washtenaw. All other districts in those counties, other than the districts serving cities of 10,000 or more, were placed in class 2.

Finally there were three geographical regions defined. They included:

1. The Detroit SMSA (Wayne, Macomb, and Oakland Counties).

2. All other counties south of and including Arenac, Bay, Saginaw, Gratiot, Montcalm, Kent, and Muskegon Counties.

3. All other counties, i.e., the northern part of the lower peninsula.[33]

For schools of varying wealth, type of community, and geography, simple cross-tabulations or contingency

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[33]Letter to writer from Robert Crowson, University of Chicago, regarding data collection and data analysis of the Thomas Study, November 12, 1968; and writer's personal notes from an interview with Robert Crowson, November 6, 1968.

tables were run to compare questionnaire responses through-
out the state. All data in the study were presented in
terms of percent of school response. No other type of
analysis was conducted--i.e., correlations or regressions.[34]

Because of the length of the questionnaires, they
will not be reproduced in this thesis. Instead, a short
description of the kinds of questions asked will be pro-
vided, along with portions of the instructional letter sent
to each superintendent.

Each questionnaire was divided into three or four
sections. For example, the questionnaire for the Interme-
diate School District Superintendent had four sections.
Section one dealt with identification, the second was com-
posed of multiple-response type questions, the third con-
tained items which were open-ended in format, and the fourth
requested information about specific instructional, service,
or administrative programs. The sections were designed in
such a way that all responses could be written directly in
the spaces provided on the questionnaire form or on the
accompanying answer sheets.[35]

After the questionnaire was completed, they were
mailed back to the Finance Study Committee in Lansing.

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[34]Ibid.

[35]"Michigan School Finance Study Questionnaire:
Intermediate School District Superintendents," Michigan
School Finance Study, J. Alan Thomas, Executive Director,
State of Michigan Department of Education, Lansing, Michigan.

The major focus of the Thomas Study was based on the interrelationship between finance and provisions for educational programs considered in terms of the needs of learners in an ever changing society. As in the preceding overviews of ASSIST and MOREL, emphasis will be placed on identifying those factors identified in the study as educational needs or deficiencies. The remainder of the Thomas overview will be spent on describing those identified needs.

One of the central findings of the Thomas report is that there are extreme differences among school districts of the state in the nature and components of educational offerings. These differences are related to certain key variables which may be summarized as follows:

1. Economic factors: The state equalized value behind each pupil and the per pupil expenditure.

2. Geographic factors: The geographic location of schools and school districts, the number of students in each district, and the urban-rural dimension.

3. Socio-economic factors: The occupation, income, and housing of the clientele of the schools of the state.[36]

It was further stated that the most favorable educational opportunities with regard to these variables resides with those students who live in districts of (a) high per pupil state equalized valuation, (b) high expenditures per pupil education, (c) large size as measured by enrollment,

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[36]Thomas Study, op. cit., p. 63.

(d) high social class in terms of levels of income, quality of residence, and a preponderance of higher status occupations.[37]

Because of the differences that do prevail in education in Michigan the study stressed the importance of both qualitative and quantitative improvements. The following are some of the improvements which could be made on needs stressed by Thomas:[38]

a. A reduction of the drop-out rate in our schools would ultimately result in an extension of educational opportunity.

b. By placing more emphasis on pre-school education, more children would succeed in educational ventures. Bloom's[39] study of learning in children can be cited as support for this proposition. His study indicated that half the variation in general school achievement can be predicted on the basis of characteristics which can be measured at the third grade level. Other characteristics such as general intelligence and intellectuality can be determined at a much earlier age.
   This downward extension of education is particularly needed in large urban areas characterized by what is commonly referred to as "disadvantaged environments."

c. An upward extension of educational offerings is also needed to meet the demands of our changing society. Since high school completion is rapidly filling the role that basic literacy once played, continuing education is needed.

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[37]Ibid.

[38]Ibid., pp. 9-16.

[39]Benjamin S. Bloom, _Stability and Change in Human Characteristics_ (New York: John Wiley and Sons, 1962).

d. An expansion of vocational education programs is
    sorely needed. Thomas stated statistics from a
    Michigan State Department of Education study of
    1967[40] that although 17 percent of the secondary
    student population of the state is enrolled in
    vocational education programs, 75 percent of all
    students starting the ninth grade enter the labor
    market on or before high school graduation.

It is essential to mention at this point that
throughout the study Thomas continually stated that high
quality vocational education can not be separated from high
quality general education as it may deny students the very
combination of educational skills demanded by modern day
society. In essence he followed closely Conant's belief in
one high school providing all aspects of education to all
youth. Conant's philosophy is that

> a high school accommodating all the youth of a
> community is typical of American public educa-
> tion--it is safe to say that the comprehensive
> high school is characteristic of our society
> and further that it has come into being because
> of our economic history and our devotion to the
> ideals of equality of opportunity and equality
> of status.[41]

e. It is essential that we provide educational programs
    for all students with special needs. This is true
    for children who are physically and mentally handi-
    capped as well as those classified as gifted. It is
    necessary then to discover what needs are present
    and where they are located. Following this, modern
    curricula and up-to-date teaching methods must be
    employed until special help has been provided to all
    those who need it. To do less in each of the above

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[40]Michigan State Department of Education, "Legisla-
tive Proposals for Secondary Area Vocational Education Pro-
grams," February, 1967, p. 8.

[41]James B. Conant, The American High School Today
(New York: McGraw-Hill, 1959), p. 8.

mentioned need areas is to label our educational systems and services as failures.

Other important conclusions drawn from the study indicate that the services of well qualified teachers and other professionals are not equally available to the children of the state.[42] Because of the changes that have taken place in education during the last decade, teaching expertise depends in part on: (1) the provision of inservice training programs which encourage teachers to up-grade their skills, and (2) the wise utilization of teachers' time, for example through the assignment of non-teaching jobs to para-professionals.[43] Opportunities utilizing both of the above were found lacking in many school districts throughout Michigan. Inadequate programs of inservice training were particularly evident outside the Standard Metropolitan Statistical Areas. However, the shortage of teachers and other qualified supporting personnel was greatest in these more densely populated areas.

Individual learner needs were identified in relation to the various school organizational practices existing in Michigan. The study revealed that most educators believe that it is essential to provide enriched experiences in keeping with the abilities and interests of learners. Data revealed that the larger the district, the greater the

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[42]Thomas Study, op. cit., pp. 18-19.

[43]Ibid.

possibility that such enrichment experiences are provided.

In descending order, Detroit SMSA, southern Michigan, and

northern Michigan provide differential opportunity for

individual learners.[44]

Thus it appears that advantages abound in the large

urban systems. However, as mentioned previously, these

systems also have many serious needs. High on the list is

the need to provide specialized training to the teachers of

disadvantaged youth. Providing appropriate education to

communities impacted with "social dynamite"[45] is of major

concern. These urban areas also have overcrowded classes

and have massive school building needs.

Thomas summarized the need for new building by

stating:

> The continued improvement of education in
> Michigan requires that attention be paid to the
> nature and quality of school construction, as
> well as to curricula and personnel. School
> buildings must be sufficiently flexible to per-
> mit changes to take place in teaching methodol-
> ogy and in the organization of students for
> instruction--additional classrooms will be
> needed, even during a period when enrollments
> are constant or showing a slight decline--pop-
> ulation changes vary among regions of the state,
> so that additional rooms may be needed in one
> area of the state, while there may be surplus
> capacity elsewhere. In the second place, there
> is overcrowding in many school districts at the
> present time. The elimination of overcrowding
> and the reduction of class sizes will lead to

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[44]Ibid., pp. 20-32.

[45]James B. Conant, Slums and Suburbs (New York:
McGraw-Hill, 1961).

additional needs for school construction--some
school buildings in the state are obsolete and
in need of replacement.[46]

Other important needs identified as lacking in many

Michigan school districts include individualized instruction

and more efficient educational programs. A large number of

Michigan schools do not provide for individualized instruc-

tion in contrast to the more conventional group instruction.

Also, because of attitudes existing in the school or commu-

nity, innovative programs and services are not considered.

Related to both of the above is also the fact that school

buildings do not have the needed flexibility of construction.[47]

Inequality was also identified with regard to in-

structional equipment and practices. The availability of

instructional materials and the presence of currently

approved practices were identified as important elements in

the consideration of educational opportunity. If instruc-

tional materials are available in sufficient quantity and

variety, then it is possible for teachers to meet the indi-

vidual needs of learners. Following the pattern of many of

the needs identified in the report, those students attending

schools in the Detroit SMSA, in larger-sized school dis-

tricts with higher per pupil expenditures, and in districts

where the dominant population group has higher social class

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[46]Thomas Study, op. cit., pp. 150-151.

[47]Ibid., pp. 45-46.

backgrounds, are provided with instruction that makes use of greater variety of instructional materials.[48]

Summary

Although the overviews of the various studies in this chapter contain only brief descriptions of design and method along with the most important findings and recommendations, it is evident that educational needs and deficiencies do exist in Michigan. The job at hand, then, is to develop a means whereby these needs may be continuously identified and solutions developed accordingly.

One final need stressed by all of the major sources surveyed in this chapter was that assessment and evaluation are necessary requisites to the efficient functions of any organization. Because of the new developments which are occurring in curricula and the constant need to evaluate and reevaluate programs in terms of learner needs, it seems vital for school districts to provide mechanisms for formal consideration of these matters. It appears that some planning is done by every local school district in the state. However, certain types of planning, such as some aspects of curriculum development, are not carried out by the smaller districts. In fact, the Thomas data indicated "that planning activities are minimal in most school districts."[49]

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[48]Ibid., pp. 48-52.

[49]Ibid., p. 295.

Creating an awareness of the importance of identifying educational needs and providing a means of doing so is of major concern in this thesis. The recent ASSIST, MOREL, and Thomas studies, along with smaller local efforts, have certainly provided evidence that needs do exist.

It is the purpose of Chapter IV of this thesis to describe and analyze the process utilized by the State of Michigan in identifying the priority educational needs of the state. Hopefully, local and/or intermediate school districts will be able to use this information as a model so that continuous identification of priority needs can be carried out more effectively and efficiently.

The accuracy and success of any study is dependent on the clarity and understanding of its purpose. The basic purpose of any study should also be the yardstick against which all facets of the process are measured and evaluated. Although the purpose of the Title III Needs Study was stated in the Introduction to Chapter III, the following summarization of this purpose is presented as a basic framework of reference for Chapter IV:

1. The Federal Government required each state participating in Title III to conduct a study to identify its priority educational needs.

2. No specific guidelines were provided by the Federal Government related to constructing and conducting this priority need assessment.

3. The Michigan Department of Education then developed its State Plan which stated that the study would:

a. Assess the priority educational needs of
   elementary, junior high, and senior high
   schools.

b. Gather information for interpretation on an
   area basis (14 study areas of the state) and
   on a state-wide basis.

c. Develop long-range strategies for funding ESEA
   Title III projects to improve educational oppor-
   tunities in the various areas of the state and
   the state as a whole.

In keeping with sound curriculum planning and devel-
opment, an initial step should be to define the objectives.
The process of conducting a need study, for example, should
rely on objectives generated from its purpose. These objec-
tives should be divided into subdivisions and then into the
specific tasks to be performed. These tasks are basically
units of work which are required to complete a specific
segment of the process. Examples of tasks to be performed
in a need study include such elements as drawing the sample,
constructing the instrument, data collection, and data
analysis. Biases, oversights, and errors may, however,
occur at any one of the various task areas, from the initial
steps in stating the problem to the final phases of data
analysis. The following questions were generated from the
questions of general concern presented in Chapter I. They
deal with various factors which must be considered and dealt
with in any study. In particular, they are presented to
provide a frame of reference from which to reflect with
regard to the Title III Study.

I. Purpose

    A. What should be the purpose of a need assessment study? For example, should it reveal:

        1. <u>Vital facts</u> such as test results, finances, facilities, materials, etc.?

        2. <u>Attitudes</u> concerning what one feels about various aspects of a school?

    B. Should a need study reveal or identify the needs that learners, teachers, and/or administrators have already experienced and identified, or should it deal in terms of problems that they will be facing in the future?

II. Sampling

    A. Who should be included in the sample to be surveyed?

    B. What alternatives are available?

    C. Is balance within a sample necessary?

III. Instrumentation

    A. What type of instrument would provide the most useful data relative to a study's purpose? For example, should one use the personal interview or the mail questionnaire technique?

    B. What aspects of previous research can and/or should be utilized in constructing a survey instrument? For example, what need items identified in past research can be applied to present studies?

IV. Data Collection

    A. Is a Hawthorne Effect present in the conditions under which the respondent completes the survey instrument?

    B. Does the agency conducting the study present any biases? For example, does the agency conduct the study under stress and duress and in turn place stress and demands on the respondent?

V.   Evaluation of Measurement Techniques

   A.   Is the measure appropriate for the sample?

   B.   Do all responses have balance in the measurement technique?

CHAPTER IV

ESEA TITLE III NEEDS STUDY

Introduction

In the preceding chapters, this study's <u>raison</u> <u>d'etre</u> has been discussed, the literature related to school surveys reviewed, and the groundwork for the ESEA Title III Needs Study presented. To review briefly, each State Department of Education applying for Title III funds was charged by the Federal government to conduct a study of its educational needs at the elementary, junior high, and senior high school level. The strategy used in assessing these needs was to be included in the State Plan under Title III of the Elementary and Secondary Education Act of 1965. It was also stated previously that the findings of the Study would be used as a basis for developing long-range strategies for the funding of Title III projects to improve educational opportunities throughout the state.

This chapter is divided into two major sections. The first section is devoted to describing the Michigan Department of Education Title III Needs Study along with a presentation of the identified priority educational needs of the state. The second section focuses on an analysis of the

Title III Study in light of the questions presented in Chapter III.

Description

The Problem

In May, 1968, a study team of State Department personnel began an investigation to select the method of educational research which would provide clear and specific information about the critical educational needs in Michigan. The problem was to conduct a study which would objectively identify these needs. This was to be accomplished for various areas of the state and for the state as a whole. With over forty-four hundred school buildings in the state, and a limited time period to conduct the investigation, the selection of the process was most crucial. Various ideas were submitted as possible methods in conducting the Study. One of the methods considered was the use of a school visitation team consisting of nationally known educational experts, university personnel, State Department of Education personnel, local and/or district school staff, and lay persons. These study groups would visit a number of randomly selected schools or school districts for three to five days for the purpose of analyzing and appraising the existing educational needs. A consensus of the study team members would then provide a list of the priority needs.

A second method which was considered was the preparation of a profile chart to be used by one or two interviewers in collecting objective data about a selected school or school district. Part of the data were to be gathered by past reports and studies carried out within the school district of the state, while the remaining data were to be obtained through the visitation and interview.

A third major method discussed was the use of a survey study using an objective type questionnaire. It was this third method which finally received the Department's approval. Without lengthy discourse on why the first two suggested methods were eliminated, this writer believes that the matter of both time and expense were the main culprits. It should be pointed out that the Study was conducted during the summer months when schools were not in session and it was, therefore, difficult to use study teams in determining educational needs. The use of a survey questionnaire appeared to be the most expeditious method. Some of the beneficial aspects of using a survey questionnaire over the interview methods included:

1. More objective data

2. More schools in sample

3. Less financial expense

4. Faster investigation and processing of data.

With the method of investigation decided, the problem was then to complete an overall design of the Study, construct a questionnaire, and select a sample.

Scope of the Study

Prior to the construction of the questionnaire, a number of areas were suggested for inclusion in the overall design of the Study. These topic areas were obtained by the study team from the suggestions of the State Department personnel, university staff, and sundry related studies. Some of the topic areas considered for investigation included the following:

1. Data processing and/or computer assisted instruction

2. Pre-kindergarten and early childhood education

3. History of Negro and other minority cultures

4. Community communication and participation with the school

5. Student holding power to decrease dropouts

6. Teacher inservice and pre-service education

7. Use of paraprofessionals

8. Models for effective evaluation and/or dissemination

9. Individualization of instruction

10. Language skills development

11. Self-concept

12. Motivation

13. Student, staff, and community relationships

Also included in the scope of the Study was a list of the "types" of students who might have the greatest need within a particular school, district, and/or state. This list consisted of the following:

1. Poor, deprived children in city core areas, rural
    areas, and geographically isolated areas

2. Handicapped children, defined as mentally retarded,
    hard of hearing, deaf, speech impaired, visually
    handicapped, seriously emotionally disturbed,
    crippled, or other health impaired children who, by
    reason thereof, require special education

3. Minority groups, including racial and culturally
    different children who, by reason thereof, require
    special education

4. Potential dropout students

5. Vocationally oriented students

6. Migrant oriented students

7. Neglected and delinquent children

8. Gifted or highly talented children

9. Adults whose basic educational needs require a pro-
    gram of continuing education throughout their life
    span.

Development of the Questionnaire

Research studies have indicated that carefully con-

structed questionnaires can produce both valid and reliable

results.[1] With this in mind, careful investigation was made

with respect to the development of a good questionnaire.

Every possible effort was made to avoid weaknesses. To make

certain that the questionnaire was carefully constructed,

the State Department Study Team employed the services of

both the State Department of Education Research Bureau and

the services of Dr. Andrew Porter, Head of the Research

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[1] Van Dalen, op. cit., pp. 188-190.

Consultation Bureau and Professor of Research at Michigan State University.

Because the State Department of Education did not want to replicate previous studies such as those of MOREL, ASSIST, and Thomas in identifying educational needs, the decision was made to assess the priority needs in the state. By using the various educational needs already identified as existing in Michigan, the major objective was to discover their priority.

The Study Team began by studying many different types of questionnaires and information inventories. Because the questionnaire was to identify the educational needs of elementary, junior high, and senior high schools, caution had to be employed so that it would be short enough to be completed in a realtively short time period. Also, need items which overlapped each other had to be avoided. The questionnaire also had to be constantly checked for ambiguity, as it was crucial that the terminology used could be understood by both layman and educator.

After the completion of a rough draft of the instrument, it was submitted for examination and evaluation to the members of the Research Team. Then, to validate the questionnaire, a field study was conducted at Michigan State University. The members of a graduate course in Curriculum Improvement pre-tested the instrument. These students represented the respondents to be included in the Study's sample. The sampling and the details of obtaining it are

discussed in the next section, so they will not be covered here. Included in the pre-test were superintendents, principals, teachers, and lay persons. Each pre-test respondent was asked to comment on the instrument for the purpose of verifying clarity of need items and ease of answering. This was done by writing comments on the questionnaire itself, and in an open discussion following completion by the respondents. To provide further information, the data were tabulated and analyzed from the field study. From this extensive field study, together with comments from the research personnel, the Study Team completed the construction of a comprehensive need item instrument which would provide easily accessible data regarding the priority of educational needs in Michigan.

The questionnaire was divided into two major categories: (1) Participant Needs, and (2) Program Needs. The first category of this division provided information concerning the types of students who have the greatest educational need in a particular school. The second category, Program Needs, was further divided into three sections: (a) Program Needs for the Learner, (b) Program Needs for the Teacher, and (c) Program Needs for the Administrator. The format for the breakdown of this second category was the same as that used by both MOREL and ASSIST. It was believed that these subdivisions would provide a conceptual framework for the analysis and assessment of obtained data. In addition to the need items listed under each general heading, the

respondents were given the opportunity to supplement the
list with additional needs which they considered to be
critical.

Each respondent was asked to react to each of the
need items according to his own perception of its importance
as related to a particular school. The relationship of the
respondent to the school will be described in the next sec-
tion. Each need item was considered on a seven point scale
of need priority. The lowest need priority had a rating of
one (1), while the highest need priority had a rating of six
(6). The highest number on the rating scale continuum was
seven (7) and was equated with a "no opinion." This was
selected only if the respondent could not respond to other
parts of the rating scale continuum.

A complete copy of the questionnaire along with the
instructions to each respondent is included as Appendix E.

The Sample

The process of selecting the random representative
sampling of schools for whom questionnaires were to be com-
pleted required that a total population be determined and
that the sample be selected from this population. Further
breakdowns of the populations had to occur, however, before
a sample could be drawn.

First of all, as indicated in Chapter I, the State
was divided into fourteen areas to allow for regional differ-
ences. This division followed former Governor George

Romney's "State Planning and Development Regions--February,
1968" (see map, Appendix A). Because of the skewed popula-
tion of schools resulting in this divisional sectioning of
the state, a disproportionate number of schools had to be
sampled.

Secondly, the K-12 schools in each of the fourteen
areas were stratified into three levels: elementary, junior
high, and senior high. This division was based on informa-
tion obtained from the Michigan Education Directory.[2] The
purpose for such a stratification was to allow for the iden-
tification of different need priorities at the different
grade levels. All schools in Michigan, both public and non-
public, were included in the population to be sampled.
While Appendix A presents a map of the fourteen areas of the
state, Table 2 presents a breakdown of the number of school
districts and schools sampled in each area along with a
distribution count of public versus nonpublic schools in
each area and for the state as a whole.

Finally, each of the three school levels (elementary,
junior high, and senior high) were stratified into two cate-
gories based on operating expenditure per pupil per year. A
per pupil expenditure level of $510 was obtained from Thomas'
Michigan School Finance Study (1968) and was used as the
median for this stratification.

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[2]Michigan Education Directory and Buyer's Guide
1967-68, Lansing, 1967.

Table 2. The public and parochial school districts in the state areas, with an area breakdown of schools sampled

State Areas	Number of School Districts			Number of Schools		
	Public	Parochial	Total	Public	Parochial	Total
I	18	3	21	46	16	62
II	17	0	17	27	0	27
III	14	3	17	21	3	24
IV	11	1	12	16	1	17
V	10	0	10	15	0	15
VI	11	2	13	17	2	19
VII	9	2	11	14	2	16
VIII	13	1	14	19	2	21
IX	10	1	11	17	1	18
X	16	2	18	25	5	30
XI	26	2	28	35	8	43
XII	11	1	12	12	1	13
XIII	11	1	12	12	2	14
XIV	17	1	18	19	2	21
State Totals	194	20	214	295	45	340

After each school building in the state was cate-
gorized as to school level and per pupil expenditure, a
random selection was made. A minimum of two schools was
randomly selected for each one of the area cells represented
in Table 3. For more densely populated areas with more
schools a greater number of schools was selected for the
sample. This disproportionate sampling helped to insure a
greater degree of accuracy in the Study. The total number
of schools located in each of the fourteen areas and the
total number of schools included in the sample are also
represented in Table 3.

Each school in the randomly selected sample provided
a group of four respondents directly associated with that
school. Ideally, this group of individuals consisted of:
the superintendent of the school (or his representative),
the building principal (or his assistant), a teacher from
the school (a building representative of the major teacher
organization), and a lay representative (an officer of the
parent-school organization). These four individuals were to
complete a copy of the questionnaire as they perceived the
needs of their particular school. After rating each need
item's degree of criticalness, the respondents were given
the opportunity to supplement the list presented to them
with additional needs they considered to be critical.

It was believed that these four identified leaders
would be able to assess the educational needs of a local
school building. First of all, each of the four individuals

Table 3. State area divisions[a]

	OEPP[b]	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII	XIV	Total
Elementary Schools	Above $510	446	78	148	59	32	79	32	57	70	91	77	32	6	39	1246
		29	5	10	4	2	5	2	4	5	6	5	2	2	3	84
	Below $510	214	212	100	74	76	99	91	122	77	219	374	42	67	132	1899
		15	14	6	5	5	6	6	8	5	14	24	3	4	9	123
Junior High Schools	Above $510	110	18	14	10	4	19	4	13	8	20	13	3	4	6	246
		7	2	2	2	2	2	2	2	2	2	2	2	2	2	33
	Below $510	10	26	25	13	16	17	17	22	15	29	62	5	9	14	280
		2	2	2	2	2	2	2	2	2	2	2	2	2	2	30
Senior High Schools	Above $510	59	11	25	6	4	10	2	7	7	19	11	7	7	22	197
		4	2	2	2	2	2	2	2	2	2	2	2	2	2	30
	Below $510	75	38	14	22	37	32	29	41	23	66	89	20	29	43	558
		5	2	2	2	2	2	2	3	2	4	6	2	2	3	39
Totals		914	383	326	184	169	256	175	262	200	444	626	109	122	256	4426
		62	27	24	17	15	19	16	21	18	30	43	13	14	21	340

[a]Each of the small squares in the table is one of the cells used as a basis for the data analyses. The number at the top of each cell represents the total number of schools of this type in that particular area of the state, and the number at the bottom of the cell represents the number of schools in the sample from each cell's population.

[b]OEPP = Operation Expenditure Per Pupil Per Year.

would be directly involved with the educational enterprise.
Each would carry varying degrees of responsibility in plan-
ning and developing educational programs within the school
system. Thus an assumption accepted for the Title III Study
was that this would provide them with the experience neces-
sary in identifying the various educational needs as they
exist today. If needs did in fact differ between various
areas of the state, it was believed that these individuals
would be more in tune with any geographical or specific com-
munity needs which might exist. It was assumed, then, that
these respondents were the best qualified persons available
to specify educational needs as they exist and to place a
priority upon each. If there was consistency among the
judgment of the respondents on the existence of a need and
its relative priority, then this would bring validity to the
data.

Distribution and Data Collection

Unique features of the Study included (1) the methods
used in securing the approval of a school to participate in
the Study and (2) the distribution of the questionnaires.
As an introduction to the Study, a letter was sent to the
superintendent of each of the sampled schools. This letter
requested the approval of each superintendent to have the
randomly selected schools from his district included in the
Study. An authorization form was enclosed with the letter
and was returned to the State Department of Education for

processing. A copy of the letter and the authorization form are included as Appendix F. After an ample time for replying to this request, those superintendents not responding were contacted by telephone for approval. This was usually confirmed by letter.

It was believed that greater response to the questionnaire could be secured if the instruments were hand delivered to the school superintendents by State Department of Education personnel. At this time any questions held by superintendents could be answered. Also at this time, superintendents were reassured that all of the data gathered would remain confidential and that there would be no reporting on individual schools. Data would be reported only on an area and state-wide basis. An explanation of the coding system found on page 11 of the questionnaire is included as Appendix G. This information was necessary for the desired data analysis. Therefore, various members from the State Department of Education were assigned an area or a part of an area for the personal delivery. Superintendents were contacted by telephone and appointments arranged. Each superintendent received four copies of the questionnaire, one for each of the respondents. General instructions and information were provided by the courier. (A copy of the instructions for distribution of the instruments is included as Appendix H.) The superintendent was to complete one copy of the instrument for the particular school(s) in his district participating in the Study. Upon completion, this

instrument was to be folded, inserted, and sealed in a small

enclosed envelope, and returned to the original packet of

materials. Then, the packet of instruments was given to the

principal(s) of each of the respective school(s).

The principal then distributed a copy of the in-

strument to the respective teacher and lay person from his

school. Upon completion, the principal collected the small

sealed envelopes from each of the aforementioned four indi-

viduals and forwarded them in the larger original envelope

to the Title III office. Every school participating in the

Study was to have four survey instruments completed.

As a follow-up method in securing the return of

questionnaires, telephone calls were made to the superin-

tendent and/or principal of the delinquent schools. A

letter confirming these calls was usually sent as an addi-

tional reminder.

The total percent of all instruments returned for

the Study was 96.4 and the percent of the schools with all

four instruments returned was 95.0. Table 4 reveals the

rate of return by area and for the state as a whole. This

rate of return was labeled as exceptionally high by the

Study's research consultants.

Analysis of Data

In each school, four individuals rated each need

item and these ratings were then reported in various com-

binations for each area and for the state as a whole.

Table 4. Percent of questionnaire return for each of four-
teen areas and the state as a whole

State Areas	Total Number of Schools	Number in Sample	% of Questionnaires Returned	% of Schools with Four Questionnaires Returned
I	914	62	83	79
II	383	27	100	100
III	326	24	100	100
IV	184	17	99	94
V	169	15	100	100
VI	256	19	100	100
VII	175	16	100	100
VIII	262	21	100	100
IX	200	18	95	95
X	444	30	99	97
XI	626	43	100	100
XII	109	13	100	100
XIII	122	14	100	100
XIV	256	21	99	95
State Totals	4426	340	96.4	95.0

The need items were numerically rated by each of the school respondents, and a single score for each school was obtained. For example, to find the mean score for a given stratum of schools in Area I, the school scores within each of the cells (see Table 3) were initially averaged and multiplied by the sampling fraction* for each respective cell. The resultant cross product values for each cell were then added within the stratum of interest. Again, to find the mean score for Area I, all of the cell cross-product values in Area I were added. Therefore, to obtain the state mean score for a particular need item, the cross product values for all of the cells in the chart were added. The afore-mentioned procedures were used for the purpose of obtaining data that would be representative of the various schools in the state.

The resultant mean scores were subsequently used to rank the needs in the order of their importance for the entire state and for a given stratum within the state.

Ninety percent confidence intervals** were set up around each of these mean scores so that information could be obtained concerning the stability of each score (see Table 9).

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*The sampling fraction is defined by the number of schools in the subpopulation defined by the cell, divided by the number of schools in the population of interest.

**The confidence interval is defined as an estimated range of values with a given high probability of covering the true population value.

Although it is not possible to present all of the data findings from the Study, a complete description of the various analyses is provided as Appendix I. This information was initially prepared as the instructional guidelines necessary for the computer programming and is presented in the appendices as an aid to the reader in interpreting the data charts which follow.

Data Findings

The following tables reveal the priority needs of both sections of the questionnaire (see Appendix E). The top four Participant needs are presented along with the top ten Program needs. Because each school in the sample was originally defined by the school's superintendent, principal, teacher, and lay person (these four respondents make up combination 15 of the Study's Print Out Information (Appendix I), the rankings were based on their cumulative mean ratings.* Other information is also presented which the State Department of Education thought as having great importance.

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*All of the various school respondent combinations indicated in the "ESEA Title III Study Print Out Information" are not presented in this thesis because of the volume of data involved. This is also true for the various area, school level, and per pupil expenditure breakdowns. All of the data are available from the Michigan Department of Education, Title III.

Table 5.   Rankings of highest priority student and program
           needs in Michigan[a]

Rank	Students Having Needs
1	Vocationally oriented students
2	Gifted and talented children
3	Emotionally handicapped
4	Potential dropouts

Rank	Program Needs
1	Skill development in reading
2	State and Federal programs for supplementary educational services
3	Individualized instruction
4	Skill development in communication
5	Improvement of student's motivation to learn
6	Study habits
7	Released time for planning and for individual consultation with students
8	Diagnostic and treatment services for the physically, emotionally, and mentally handicapped
9	Mental and physical health of students
10	Learning environment: facilities, equipment, and materials

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[a]Rankings were based on the mean ratings of superintendents, principals, teachers, and lay persons associated with the schools.

Table 6. Rankings of highest priority student and program needs by different respondents[a]

Respondents

Rank	Superintendents Need	Principals Need	Teachers Need	Lay Persons Need	Superintendents + Principals Need	Principals + Teachers Need	Superintendents + Principals + Teachers + Lay Persons Need
Students Having Need:							
1	07	07	07	07	07	07	07
2	10	12	10	06	10	10	10
3	06	10	12	10	12	12	12
4	03	06	06	03	06	06	06
Program Needs:							
1	65	65	23	23	65	23	23
2	23	23	39	65	23	65	65
3	31	31	27	24	31	31	31
4	24	64	31	21	21	27	24
5	21	21	24	31	64	39	21
6	43	27	25	25	24	24	25
7	64	24	21	29	43	21	39
8	25	43	65	26	25	25	27
9	26	26	26	27	26	26	26
10	20	42	42	42	55	42	42
11	55	39	20	18	42	43	20
12	22	55	32	32	39	55	43

[a]The needs are numbered as they appear chronologically in the questionnaire (Appendix E). For example, under Students Having Need, Need 07 is "Vocationally Oriented Students," while Need 10 is "Gifted and Talented Children." Under Program Needs, Need 23 is "Skill Development in Reading," while Need 65 is "State and Federal Programs for Supplementary Educational Services." A complete listing of all participant and program needs is presented on the following page for clarity.

Need Item	Students Having Needs
03	Deprived or poor children
04	Physically and mentally handicapped
05	Minority group children
06	Potential dropouts
07	Vocationally oriented students
08	Migrant children
09	Neglected and delinquent children
10	Gifted and talented children
11	Adults
12	Emotionally handicapped

Need Item	Program Needs
18	Classroom courses and/or content
19	Out-of-class activities and experiences
20	Development of a student's positive self-concept
21	Improvement of student's motivation
22	Skill development in problem-solving & decision making
23	Skill development in reading
24	Skill development in communication
25	Study habits
26	Mental and physical health of students
27	Diagnostic and treatment services for the physically, emotionally, and mentally handicapped
28	Student relationships with the school and the community
29	Vocational education programs
30	Equal educational opportunities
31	Individualized instruction
32	Curricular offering for potential dropouts
38	Data processing and/or computer assisted instruction
39	Released time for planning and for individual consultation with students
40	Human relations and communication with students, staff, and community
41	Teaching-learning process
42	Learning environment: facilities, equipment, and materials
43	Inservice education for teachers
44	Disposition toward change and innovation
45	Development of a teacher's positive self-concept
46	Attitude toward pupils
52	Staff holding power
53	Staff recruitment
54	Staff relations and communication
55	Increased professional, paraprofessional and other staff

Need Item	Program Needs
56	Community agencies
57	Community relations and communications
58	Pre-kindergarten
59	Student evaluation
60	Curriculum consultants
61	Inservice education for administrators
62	Knowledge and experience in the teaching-learning process
63	Leadership in curriculum improvement
64	Effective use of time for the essential elements of administration
65	State and Federal programs for supplementary educational services

Table 7. Rankings of highest priority student and program needs for elementary, junior high, and senior high schools in Michigan[a]

Rank	Elementary	Junior High	Senior High
Students Having Needs:			
1	Vocationally oriented (07)	Vocationally oriented (07)	Vocationally oriented (07)
2	Gifted and talented (10)	Potential dropout (06)	Gifted and talented (10)
3	Emotionally handicapped (12)	Gifted and talented (10)	Potential dropout (06)
4	Potential dropout (06)	Deprived or poor (03)	Deprived or poor (03)
Program Needs:			
1	Skill development in reading (23)	Skill development in reading (23)	State and federal programs (65)
2	State and federal programs (65)	Curriculum for dropouts (32)	Skill development in reading (23)
3	Individualized instruction (31)	Individualized instruction (31)	Vocational education (29)
4	Released time for planning (39)	Motivation (21)	Motivation (21)
5	Skill development in communication (24)	Vocational education (29)	Skill development in communication (24)
6	Motivation (21)	Skill development in communication (24)	Study habits (25)
7	Diagnostic & treatment services for physically, emotionally, & mentally handicapped (27)	Study habits (25)	Mental and physical health of students (26)
8	Study habits (25)	State and federal programs (65)	Curriculum for dropouts (32)
9	Mental and physical health of students (26)	Development of self-concept (20)	Classroom courses and/or content (18)
10	Learning environment: facilities, equipment, and materials (42)	Classroom courses and/or content (18)	Learning environment: facilities equipment, and materials (42)

[a]Rankings were based on the mean ratings of superintendents, principals, teachers, and lay persons associated with each school in the sample. Many of the needs listed above have been abbreviated for convenience but appear in their entirety in Appendix E.

Table 8. Rankings of highest priority student and program needs by schools having different operating expenditures per pupil per year

Rank	Expenditure Below $510	Expenditure Above $510

Students Having Needs:

1	Vocationally oriented students	Vocationally oriented students
2	Gifted and talented children	Potential dropouts
3	Emotionally handicapped	Gifted and talented children
4	Potential dropouts	Emotionally handicapped

Program Needs:

1	Skill development in reading	Skill development in reading
2	State & federal programs for supplementary educational services	Individualized instruction
3	Individualized instruction	Skill development in communication
4	Improvement of a student's motivation to learn	Improvement of a student's motivation to learn
5	Skill development in communication	Study habits
6	Released time for planning and for individual consultation with students	State & federal programs for individual consultation with students
7	Mental and physical health of students	Diagnostic and treatment services for the physically, emotionally, and mentally handicapped
8	Study habits	Released time for planning and for individual consultation with students
9	Learning environment: facilities, equipment, and materials	Development of a student's self-concept
10	Diagnostic and treatment services for the physically, emotionally, and mentally handicapped	Mental and physical health of students

A. The following table represents the findings from 1,311 questionnaires returned out of 1,360 originally sent out. The breakdown of respondents in each category was:

	Number Responding	% Responding
Superintendents	327	96
Principals	330	97
Teachers	328	96
Lay Persons	327	96

B. The "no response" percent given in the table for each item represents that part of the sample of 340 such individuals who: (1) returned questionnaires but circled "no opinion" for that item, (2) returned questionnaires but failed to circle any of the rating categories for that item, and (3) failed to return questionnaires.

C. A listing of all of the need items used in the Study is attached and should aid the reader in decoding the data presented in the table.

Table 9. Rankings of need items by each of the four types of school respondents with 90 percent confidence intervals and percent of no responses given for each item

		Superintendents				Principals		
	Need Item	State Mean	90% + Confidence - Factor	% No Responses	Need Item	State Mean	90% + Confidence - Factor	% No Responses
I. Students Having Needs	07	3.552	.023	7	07	3.283	.039	9
	10	3.391	.046	14	12	3.200	.047	6
	06	3.063	.042	6	10	3.160	.008	5
	03	3.004	.042	5	06	2.900	.031	6
	11	2.901	.034	14	03	2.886	.049	5
	12	2.886	.031	8	09	2.743	.026	5
	09	2.708	.006	6	04	2.545	.050	6
	04	2.570	.044	6	11	2.518	.037	18
	05	2.061	.042	5	05	2.036	.041	7
	08	1.612	.009	7	08	1.505	.021	8
II. Program Needs	65	4.133	.019	6	65	4.209	.041	5
	23	4.023	.014	5	23	4.127	.004	3
	31	3.986	.049	5	31	3.902	.047	4
	24	3.964	.004	5	64	3.886	.049	4
	21	3.940	.036	5	21	3.872	.034	3
	43	3.894	.031	5	27	3.864	.026	4
	64	3.879	.044	5	24	3.789	.050	5
	25	3.791	.023	6	43	3.784	.044	4
	26	3.693	.029	5	26	3.773	.036	3
	20	3.691	.011	6	42	3.761	.021	3
	55	3.660	.018	5	39	3.746	.041	6
	22	3.652	.011	5	55	3.699	.019	4
	42	3.611	.021	5	25	3.677	.018	5
	59	3.589	.026	5	20	3.479	.044	3
	41	3.585	.044	5	18	3.546	.039	4
	18	3.582	.024	6	19	3.467	.037	4
	40	3.568	.037	6	22	3.431	.050	7
	39	3.552	.034	5	61	3.410	.034	4
	19	3.506	.047	4	59	3.404	.049	4
	44	3.502	.004	5	32	3.379	.042	9
	61	3.497	.019	5	29	3.325	.050	8
	63	3.469	.039	5	63	3.285	.049	4
	32	3.453	.044	8	30	3.228	.041	6
	29	3.449	.036	8	40	3.206	.041	4
	27	3.412	.008	6	41	3.186	.050	4
	46	3.361	.018	5	56	3.178	.039	3
	62	3.323	.044	7	60	3.141	.034	4
	57	3.283	.046	5	38	3.046	.041	6
	30	3.233	.024	6	44	3.019	.046	3
	53	3.223	.044	5	57	3.011	.036	3
	60	3.214	.042	5	58	2.995	.031	12
	28	3.177	.023	6	46	2.961	.003	4
	56	3.147	.041	6	62	2.941	.041	6
	54	3.104	.032	5	28	2.938	.039	5
	45	3.098	.039	7	53	3.839	.049	4
	38	3.062	.024	7	45	2.651	.039	4
	58	2.977	.032	10	54	2.555	.049	4
	52	2.959	.039	10	52	2.547	.042	7

Table 9--Continued

		Teachers					Lay Persons		
	Need Item	State + Mean -	90% Confidence Factor	% No Responses		Need Item	State + Mean -	90% Confidence Factor	% No Responses
I. Students Having Needs	07	3.592	.016	11		07	3.108	.042	17
	10	3.329	.023	5		06	2.740	.047	10
	12	3.303	.027	7		10	2.729	.034	13
	06	3.235	.042	8		03	2.609	.042	6
	03	3.011	.032	5		09	2.592	.008	10
	09	2.846	.029	5		12	2.557	.032	14
	04	2.741	.047	6		04	2.306	.018	11
	11	2.448	.042	22		11	2.232	.023	20
	05	2.068	.034	8		05	1.786	.021	13
	08	1.579	.049	8		08	1.395	.032	14
II. Program Needs	23	4.338	.016	4		23	3.594	.044	5
	39	4.125	.011	5		65	3.503	.031	16
	27	4.083	.041	5		24	3.419	.041	7
	31	4.038	.047	5		21	3.398	.041	7
	24	4.021	.014	5		31	3.369	.049	6
	25	3.997	.039	5		25	3.303	.042	8
	21	3.923	.032	4		19	3.301	.032	10
	65	3.808	.050	15		26	3.271	.044	6
	26	3.746	.050	4		27	3.199	.039	10
	42	3.712	.039	5		42	3.177	.023	7
	20	3.667	.016	4		18	3.175	.046	6
	32	3.641	.050	12		32	3.165	.049	14
	55	3.590	.027	8		19	3.144	.009	5
	18	3.581	.041	5		39	3.144	.016	9
	22	3.569	.021	7		20	3.074	.044	10
	43	3.540	.021	5		22	3.003	.029	11
	29	3.501	.032	12		57	2.959	.047	8
	30	3.297	.032	10		28	2.930	.041	8
	19	3.294	.046	4		40	2.923	.044	8
	59	3.071	.032	12		30	2.888	.027	9
	38	3.033	.026	12		55	2.825	.013	11
	64	3.032	.049	16		43	2.739	.011	17
	40	3.007	.047	5		59	2.680	.050	16
	56	3.005	.050	10		41	2.629	.050	12
	28	2.955	.026	9		56	2.614	.042	12
	41	2.938	.021	6		46	2.546	.026	8
	63	2.894	.018	11		58	2.546	.009	12
	60	2.888	.047	10		63	2.428	.049	19
	44	2.878	.024	6		52	2.413	.037	16
	58	2.876	.039	16		53	2.408	.044	14
	47	2.856	.041	9		38	2.388	.032	20
	46	2.786	.047	6		64	2.387	.042	23
	52	2.764	.032	11		61	2.329	.047	22
	61	2.593	.034	20		60	2.300	.041	21
	53	2.552	.041	12		44	2.191	.036	15
	62	2.527	.014	15		45	2.101	.049	14
	45	2.524	.014	7		54	2.099	.026	10
	54	2.504	.036	8		62	1.966	.019	31

Need Item	Students Having Needs
03	Deprived or poor children
04	Physically and mentally handicapped
05	Minority group children
06	Potential dropouts
07	Vocationally oriented students
08	Migrant children
09	Neglected and delinquent children
10	Gifted and talented children
11	Adults
12	Emotionally handicapped

Need Item	Program Needs
18	Classroom courses and/or content
19	Out-of-class activities and experiences
20	Development of a student's positive self-concept
21	Improvement of student's motivation
22	Skill development in problem-solving & decision making
23	Skill development in reading
24	Skill development in communication
25	Study habits
26	Mental and physical health of students
27	Diagnostic and treatment services for the physically, emotionally, and mentally handicapped
28	Student relationships with the school and the community
29	Vocational education programs
30	Equal educational opportunities
31	Individualized instruction
32	Curricular offering for potential dropouts
38	Data processing and/or computer assisted instruction
39	Released time for planning and for individual consultation with students
40	Human relations and communication with students, staff, and community
41	Teaching-learning process
42	Learning environment: facilities, equipment, and materials
43	Inservice education for teachers
44	Disposition toward change and innovation
45	Development of a teacher's positive self-concept
46	Attitude toward pupils
52	Staff holding power
53	Staff recruitment
54	Staff relations and communication
55	Increased professional, paraprofessional and other staff

Need Item	Program Needs
56	Community agencies
57	Community relations and communications
58	Pre-kindergarten
59	Student evaluation
60	Curriculum consultants
61	Inservice education for administrators
62	Knowledge and experience in the teaching-learning process
63	Leadership in curriculum improvement
64	Effective use of time for the essential elements of administration
65	State and federal programs for supplementary educational services

Table 10. Categorization of the written responses from the
          needs study questionnaire*

I. STUDENTS HAVING NEEDS:

  - Special education, including such areas as perceptually
    handicapped, slow learners, and emotionally disturbed
  - Socially and culturally deprived
  - Economically deprived
  - Children of poor health and nutrition
  - Average child
  - Foreign born children
  - Students needing self-esteem or image enhancement

II. PROGRAM NEEDS:

Program Needs for the Learner

  - Elementary and secondary vocational education programs,
    including more vocational training equipment, work-
    learn programs, and on-the-job training
  - Work experience for the gifted and talented
  - More and better physical education programs K-12
  - Fine arts, including art and music
  - Economics education
  - Citizenship education
  - Facilities--more classroom space
  - Remedial reading courses for both junior and senior
    high schools, as well as the need for more remedial
    reading teachers
  - Continuing education and adult education
  - Reduced class size
  - Counseling: vocational and college as well as the
    need for more counselors for the elementary grades

Program Needs for the Teacher

  - Better parent-teacher relationships, including confer-
    ences and parent involvement in the school
  - Better relationships with the community and the Board
    of Education
  - Teacher-student relationships, including an improved
    understanding of students
  - Relationship with and provision for Negroes and other
    minority groups
  - Relieve work load: provide teacher aides, give office
    help, reduce the number of class preparations, and
    reduce class size
  - Concern that teacher contracts really help students

Table 10--<u>Continued</u>

<u>Program Needs for the Administrator</u>

- Experimentation in school programs, including funds and evaluation help
- Better evaluation and supervision of teaching personnel
- Professional negotiation with teachers: facilitating such, understanding roles, and implementing of agreement
- Communication with other administrators and schools
- School plant facilities
- Helping teachers improve curriculum: inservice education, using their ideas, need for administrators in the curriculum-instructional areas
- Better communication with parents, community, and school board

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*These categories were selected from the written comments that differed from the original questionnaire items, and that were mentioned by at least three respondents.

During Phases Two and Three of the Study (discussed in Chapter V), these additional needs will be focused upon by both state and area personnel. Although a number of these needs do overlap the original needs on the Title III Questionnaire, many are different and must be considered when developing strategies to alleviate the educational needs of Michigan.

The first section of this chapter has attempted to present a detailed yet succinct description of the **ESEA** Title III Needs Study. It is evident that much planning and foresight must be extended if an assessment of educational needs is to provide both valid and reliable results. However, to make the Title III Study a more effective and efficient model for use in future local, regional, and state-wide assessment studies, an analysis of both the negative and positive aspects should be provided. For this reason, the following section is devoted to an analysis of the Title III Study in light of the questions presented in Chapter III.

Analysis

I. PURPOSE

    A. What should be the purpose of a need assessment study?

Any criticism, favorable or unfavorable, of a survey study of educational needs must take into account the purposes for which it was undertaken and the background of thinking on which it was based. A need study should, at its outset, have goals and objectives stated in such a way that the entire design of the study is directed toward them. A study of educational needs should essentially relate that which is <u>desired</u> to the present condition which <u>exists</u>. The discrepancy between the subjective desire of some individual or group of individuals and what presently exists would then be

classified as a need. A goal such as that of identifying general educational needs might have the following specific objectives:

1. To provide a two-way communication link between various schools and areas of a state to improve educational programs and practices through the exchange of ideas.

2. To improve school and community understanding of the processes for introducing new programs.

3. To encourage self-evaluation procedures of current programs and practices.

4. To improve standards for determining the merits of new programs and practices.

Following a statement of specific objectives, the next step might be to define the objectives of a proposed need study in terms of specific questions that should be answered. Such questions might include:

1. Would significant consequences be experienced if an identified need was ignored? What would be the consequences if it were satisfied?

2. What proportion of the client population shares the identified need?

3. Has the need been identified in other communities, or is the problem related to a specific school or community?

4. Is the need one which can be satisfied within available time and financial limits?

5. Are resources available for satisfying the need?

6. What alternative methods are there to satisfy the need?

7. Does the proposed strategy promise significant and attainable outcomes which will benefit the target population to be served?

An attempt to identify needs without goals and objectives could easily result in a list of unrelated, broad, topical, need areas that consensus might reveal as important but which might not be the real or important needs. For example, need assessment studies should avoid excessive fragmentation of need items, and, likewise, not be so gross as to be unmanageable. Need items such as "Reading," "Communication," "Teaching-Learning Process," "Facilities," "Attitude," and "Leadership," hinge on being so gross and pervasive as to make very difficult an approach to solving the problem. This is particularly true if constraints are made with regard to time and money.

A weakness of the Title III Needs Study was that it did not begin with any specific goals or objectives. Rather, a general goal was to identify the priority educational needs of elementary, junior high, and senior high schools. Following the identification of priority needs, strategies were to be developed and operationalized by Title III funds.

Because of the lack of specific goals, objectives, and guidelines, the Study Team spent much time and effort investigating various research methodologies to satisfy the above mentioned general goal.

Various approaches can be considered when planning an educational need assessment study. For example, depending on a study's purpose, hard factual data might be useful. Some sources of objective data which might be utilized include standardized test scores, dropout dates, unemployment statistics, patterns and levels of continuing education, crime and delinquency reports, physical and mental health statistics, socio-economic data, and current educational statistics dealing with such aspects as programs, facilities, and expenditures.

Another approach to a study's purpose might be to involve both school personnel and community persons in deciding the educational needs as they perceive them. Certainly the success of any educational system is greatly dependent upon the support and commitment of the public. To obtain this support, it is essential that the school, as an extension of society, actively involve the general public in its goals, programs, and problems. More will be said about this communication and involvement process in a later section of this chapter.

Regardless of the methodological approach that is most suited to meeting a study's purpose, a major concern should be that the process of identifying educational needs

be cyclical and ongoing. One should proceed with the assumption that a need which is identified as critical one year, may not be identified as a crucial need two or three years hence. If needs are found to persist, efforts should be made to discover, implement, and disseminate new ways to meet and eliminate them. In essence, ways to use "old" money, time, and personnel should be utilized in "new" ways.

B. Should a need study reveal or identify the needs
    that learners, teachers, and/or administrators
    have already experienced and identified, or should
    it deal in terms of problems that they will be fac-
    ing in the future?

Ideally it would appear that a need assessment study would be most beneficial if it could identify various problems that schools will be facing in the future.

It is important to note that the need for the Title III Needs Study originated from the Federal level. Because of a lack of guidelines accompanying this mandate, the Michigan Department of Education contracted outside help to form the nucleus of the Study Team. The Study Team, then, planned the overall design of the Study. Although Title III staff assumed the role of gatekeeper in accepting or reject-ing the developing design, a greater commitment to the Study might have resulted in greater expediency and expeditious-ness.

Because the design of a study is generated from its purpose, and because the Title III Study did not have a gen-eral agreement of purpose, a lack of consensus regarding

design was present. Perhaps this was the greatest flaw in
the Title III Study as all other facets of a study evolve
from the relationship of a study's design to its purpose.

II. SAMPLE

A. Who should be included in the sample to be surveyed?

Ideally a random selection of all factions of a
school-community population should be included in a sample.
This is based on the assumption that each human being who is
to be affected by a decision should have the opportunity to
become involved in the decision-making process. However,
because of such factors as time and financial cost, the
Title III Study made a decision to sample schools throughout
the state using the variables of geographical location, per
pupil expenditure, and grade level. Each school in the sam-
ple provided a group of four respondents directly associated
with that school. This group consisted of the superintendent
of the school (or his representative), the building principal
(or his assistant), a teacher from the school (a building
representative of the major teacher organization), and a lay
representative (an officer of the parent-school organization).
This sample was not representative of the overall population,
however, and may have been a major weakness in the Study.
One reason for this is that the sampled respondents were
those persons who are most directly involved with planning
and implementing a school's current program. Therefore,
they might have had difficulty removing themselves from a

role of defending current programs and practices to the role of identifying a school's real and immediate needs. For example, a respondent's own desires, values, and needs may influence his attitude toward what needs are critical, and thus his responses will be affected.

Another dimension of the sample which should have been considered is that of social class. For example, the Title III Study utilized a list of predetermined educational needs identified by predominantly middle-class respondents. This was true for the studies by MOREL, ASSIST, and Thomas, along with need items suggested by State Department of Education personnel and university staff. Using this list of need items identified by middle-class respondents, Title III then sampled middle-class persons to rank the need items in priority. Perhaps this unrepresentative weighted sample provides some explanation for Reading being identified as the number one program need in all fourteen areas of the state and for the state as a whole. What one segment of society might consider essential, another group might deem as irrelevant. A need study shows the value structure of the preparer and likewise, the data gathered reflects the values of the respondents. It appears that one is more inclined to agree with the perceptions of another if there is similarity between them with regard to experiences and interests. These perceptions are dependent upon a variety of factors. Combs and Snygg have stated:

Once established, goals and values have intimate effects upon perceiving. Indeed, the peculiar patterns imposed upon perception by goals and values produces much of the uniqueness of behavior we have come to describe as the individual's personality. The goals, values, and techniques we have differentiated as leading to need satisfaction serve us, thereafter, as reference points to the achievement of adequacy. Once clearly differentiated thus, they markedly affect behavior.[3]

It is evident that if a study is concerned with identifying the needs of a school-community, it must include in the sample of respondents all segments of the population in a balanced proportion. Also, all need studies will be dealing with "felt" needs or expressed needs versus "real" needs. Because of various factors affecting a respondent's perceptual field, the needs identified cannot be scientifically verified as "real" needs. The data provided should, therefore, be treated as expressed needs as they are perceived at a particular time and in a particular environment.

B. What alternatives are available?

One question to be asked in drawing a sample for any study, is whether the sampled schools are representative of schools in a target area. The Title III Study expended great effort in randomly selecting a sample of schools from a total state-school population. A second question to be asked is whether a sample of respondents are representative

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[3]Arthur W. Combs and Donald Snygg, Individual Behavior (New York: Harper and Brothers, 1959), p. 108.

persons. As indicated previously, there is some doubt that this criterion was met in the Title III Study. In the following paragraphs, some suggested changes related to the Title III Study are presented. Hopefully these suggestions might benefit future studies.

Accuracy of school district data is crucial in a study such as that conducted by the Michigan Department of Education. Study procedures, however, indicate that this was a weakness. For example, the breakdown of elementary, junior high, and senior high levels overlapped each other and therefore was not accurate. If a school were listed in the <u>Michigan Education Directory 1967-1968</u> as a K-12 school, then it was included in the sample as a senior high school. Likewise, schools listed as 7-12 and 9-12 were also included as senior high schools. The decision was made in the Title III Study to use the top grade of the school as the breakdown for the sample. Schools with grade levels up to six (6) were included as elementary schools; those listed with grades up to eight (8) were junior high schools; and those reaching grade twelve (12) were listed as senior high schools.

A breakdown by the size of the school selected in the sample would have provided interesting data correlating size with expenditure level. This variable was not included because it would have doubled the size of the sample.

A lack of student involvement was in evidence throughout the Study. Although this writer feels that

students should have been included as participants in identifying their own needs, a number of uncontrollable circumstances prevented this. Two of the greatest drawbacks preventing student participation were: (1) the Study was conducted during the summer vacation period when students were not available, and (2) a majority of the schools sampled were elementary schools and the questionnaire was too difficult for elementary students to complete.

Although a breakdown was made of both public and non-public schools in the sample, it was not included as a variable in the data analysis. An analysis of this breakdown indicating the differences and/or similarities of need priorities between the two would have provided interesting and informative data.

C. Is balance within a sample necessary?

As stated previously, the sample of respondents of a particular study is an outgrowth of the study's purpose. If the purpose of the Title III Study was to identify priority educational needs as perceived by the aforementioned selected superintendents, principals, teachers, and lay persons, then its sample met the objective. However, if the purpose was to identify the priority educational needs of a school--without qualifications of selected respondent perceptions--then all persons in the school-community should have had an equal opportunity to be selected in the sample.

The Title III Study used a restricted sample in a number of ways. First of all, all citizens of the school-community were not included in the population from which the sample was drawn. Secondly, within the sampled four respondents (superintendent, principal, teacher, lay person), imbalance was also present. There was an overload toward administrators, for example, with the superintendent and principal combining against the lay person and teacher. There was also a heavy imbalance favoring school personnel over lay persons. A restricted, unrepresentative sample of respondents identifying priority educational needs can lead to findings that might be misleading. Data should therefore be treated with caution and only in light of a study's purpose.

Not only might a random representative sample of respondents have been included in the Study, but a representative mix of schools within each area and the state as a whole might have strengthened it. For example, a cross-section sampling of the following characteristics might have been utilized:

1. Large versus small

2. Rural versus urban

3. Wealthy versus poor

4. Growing versus stable populations

5. Homogeneous versus heterogeneous student populations.

III. INSTRUMENTATION

A. What type of instrument would provide the most
    useful data relative to a study's purpose? For
    example, should one use the personal interview
    or the mail questionnaire technique?

When the Department of Education decided against
using a small group discussion method of identifying educa-
tional needs in Michigan, a decision to use the personal
interview or the mail questionnaire technique had to be made.
The questionnaire technique was favored and finally accepted
as the methodological approach. This technique was selected
in light of restricted time limitations to complete the
study. However, both methods should be weighed carefully
against the study's purpose before a decision to use one
over the other is reached. The following short list
describes both advantages and disadvantages of each method
as perceived by this writer during the research and writing
of this thesis. Again, each must be considered in light of
a particular study's goals and objectives.

Questionnaire Method	Interview Method
1. Less expensive financially.	1. More expensive financially.
2. Difficulty of respondent in interpreting statements, directions, items, etc.	2. Difficulty of interviewer in interpreting the comments of the respondent.
3. Less intensive-clarification and enhancement of answers is lacking. Inability to check responses.	3. More intensive-clarification and enhancement is available (two-way flow of communication). Ability to check responses.
4. Lack of responses-difficult to get high response.	4. Usually high response

Questionnaire Method	Interview Method
5. Less time needed in gathering data and usually less time needed for the study as a whole.	5. More time needed in gathering data and usually more time needed for the study as a whole.
6. More expeditious and manageable to increase the size of the sample.	6. Usually less expeditious and manageable to increase the size of the sample.

A complete description of the development of the Title III Needs Study questionnaire has been presented earlier in this chapter. The following critical comments are related directly to the Title III questionnaire in the hope that future studies utilizing a similar instrument will reach a greater degree of sophistication.

A problem which arose occasionally throughout the Study was related to the directions of the questionnaire. A majority of the questions asked by respondents were related to whether they should respond to the items according to need or importance. This dilemma was caused by conflicting statements found in the directions. On page one of the questionnaire (see Appendix E) a statement read: "Please respond to each item according to your perception of its importance* in your school and the community served by your school." However, on page three, directions were given to the respondent to: "Please rate each need for your school, and the community related to your school, on the degree of need* as it is perceived by you." These statements no doubt

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*The underscoring is provided by this writer for emphasis.

caused some respondents to answer according to their percep-
tion of an item's importance while others responded accord-
ing to their perception of an item's need. Other respon-
dents might have vacillated from one approach to the other.
A high rate of "no opinion" responses for this section
reveals this ambiguity (see Table 9).

This high rate of "no opinion" responses affected
the data analysis. For example, when using a rating scale
such as that used in the Title III Study (scale of 1-7),
it would be more useful to create a situation of a forced
choice rather than the option to select a "no opinion" re-
sponse (number 7 on the questionnaire). The "no opinion"
response is uninterpretable and therefore can not be ana-
lyzed. The "no opinion" percent revealed in Table 9 indi-
cates that it did not present a serious problem for the
Title III Study. However, any item which is not answered
(receives a "no opinion") reduces the validity of the data.

The Title III questionnaire presented the respondent
with educational needs and problems with the basic purpose
of assigning priorities to them. A good knowledge of par-
ticular educational areas and the needs related to these
areas was necessary in making a meaningful response. If one
were to accept the above concept of a forced choice (elimi-
nating the "no opinion" category), then greater effort
should be made in future studies in describing the selected
need items. The assumption should be made that many per-
sons randomly sampled from a community will not be equipped

to understand fully the educational needs existing in schools today and will not, therefore, be able to assign the "real" priorities among them.

B. What aspects of previous research can and/or should be utilized in constructing a survey instrument? For example, what need items identified in past research can be applied to present studies?

A lengthy discussion of the use of existing research in the Title III Study has been provided in Chapters II, III, and IV. Therefore, comment at this point will be related to summarizing the philosophy behind the use of existing research. Although the educational research of the past and the present will never fully meet the educational demands of the future, it is only good practice to use pertinent data which already exists. Duplication of valid and reliable data available via prior studies should certainly be avoided. Instead, effort should focus upon identifying the needs in areas where discrepancies or gaps are existing.

A major decision which had to be made initially with the Title III Study, was whether to use existing data or to plan an exhaustive and original study of educational needs. Because many studies uncover more data than can be handled or assimilated, a prevention of this happening became a major objective. One basic criterion in judging the resulting data of a study is whether or not it can be presented in terms that make the problem amenable to solution. Anticipation of this happening was another major objective.

The Title III Study utilized the efforts of MOREL, ASSIST, and Thomas, by using the data findings of these respective studies in developing the Study questionnaire. By using a list of identified educational needs, a simple rating scale was developed for finding the priority rank of each need item for each of the various areas of the state and for the state as a whole.

A major weakness with adopting this approach was that the MOREL, ASSIST, and Thomas data were all gathered in 1966. There appear to be two areas of concern with accepting this approach. First, before accepting these data as representing THE educational needs of the state, each study should have been analyzed to check the validity of the data. For example, an investigation of purpose, sample, instrumentation, data collection, and data analysis should have been made. The staff of the Title III Needs Study did not make this investigation. Second, the fact that these data were gathered in 1966 should cause one to be suspicious that these are the educational needs of 1968. The Title III Needs Study used a listing of these needs and requested a priority ranking when, in fact, the educational needs might have changed from the time they were identified two years prior.

IV. DATA COLLECTION

A. Is a Hawthorne Effect present in the conditions
under which the respondent completes the survey
instrument?

In research studies involving human subjects, a
number of factors may arise to distort or make invalid the
research findings. For example, in the Title III Study a
demand placed upon the respondents might result in pressure
produced data rather than the desired reaction to the need
itself. As will be discussed in the next section, a pres-
sure-demand producing situation was evident. A chain-reac-
tion of pressure originated when the Federal government
requested each state receiving Title III funds to carry out
a priority need assessment study. As described earlier in
this chapter, the Michigan Department of Education contacted
the superintendents of each sampled school to gain authoriza-
tion to conduct the Study. A 100 percent approval to this
request indicates possible pressure exerted on behalf of the
State Department. Each superintendent in turn received the
questionnaires from a State Department courier who requested
immediate return of the instruments. It is a logical assump-
tion that a superintendent might have exerted pressure on
the other three respondents, particularly the principal.
The principal, in turn, could have put pressure on the
teacher and the lay person. This would be particularly true
with regard to the principal and might also be true with the
lay person because of his close contact with the school.

Any pressure exerted during the entire process could have distorted the data results.

A different type of distortion might have taken place if a respondent desired to give his school a favorable impression by indicating few if any needs or by indicating that each need item was a critical need, thus giving an unfavorable impression. It is important to remember that respondents might have been thinking of finances through Title III funds and this could have caused a distortion of the data. This might have been the reason that the need item dealing with state and federal programs for supplementary educational services (the extent to which state and federal aid is needed to assist educational programs) received the top priority ranking by superintendents, principals, and lay persons.

B. Does the agency conducting the study present any biases? For example, does the agency conduct the study under stress and duress and in turn place stress and demands on the respondent?

One has to be aware of the nature of the agency conducting a need assessment study. The methodologies employed will certainly depend on who is to carry it out. For example, a comparison might be made between MOREL and the State Department of Education. A regional educational laboratory such as MOREL does not have the authority to intervene and/or exert force on local school districts. Rather, demonstrating or involving are the approaches it most likely would take.

The State Department of Education, on the other hand, might be more prone to using a mandate or in exerting force to reach its objectives. Both approaches should be considered in terms of data collection.

An earlier discussion describing the weighted sample of school administrators over other sampled respondents becomes of crucial importance in data collection. If one is concerned with collecting valid data which will describe the real educational needs and concerns of a school, area, or state, consideration of how the data are collected and who supplies it becomes essential. Factors which might have affected the Title III Study data include: (1) superintendents and principals comprised half of the sampled respondents, and (2) because communication between State Departments of Education and local school districts evolves around school administrators (for example, regarding state aid), these respondents might have been placed under a stress that affected their responses. Both of these factors could have affected the data collected.

Another factor which could have affected the validity of the data was that, of the fourteen areas of the state, only Area I (Wayne County) had a substantially poorer rate of questionnaire return (see Table 4). Because of the power structure represented in the metropolitan area of Detroit, and because many persons in this area were "against another study," this area might not have been pressed as often or as

hard in the data collection stage as were other areas of
the state.

V.   EVALUATION OF MEASUREMENT TECHNIQUES

A.   Is the measure appropriate for the sample?

As stated previously, each sector of a study's
design is dependent upon its purpose. Regardless of the
purpose of the Title III Study, two problem areas should be
avoided in future studies. The first area deals with sec-
tion one of the Title III questionnaire, Participant Needs.
In identifying the needs of school participants, the prin-
cipal and the teacher, who have the greatest contact with
students, should be more in tune with the criticality of
needs than either the superintendent or lay person. This
section of the survey questionnaire was designed to provide
data obtained from a respondent's attitude toward an educa-
tional need rather than a true measure of the need itself.
In this first section, hard factual data could be gathered
to present empirical data in support of participant needs.

A second area dealing with sample versus measurement
deals with the schools sampled in the Study. A collapse of
all cells in each area to identify overall needs of each
area favors elementary schools. There were many more elemen-
tary schools sampled than junior high and senior high schools
(see Table 3). This is also true when a collapse is made
from each area to the state as a whole.

B. Do all responses have balance in the measurement technique?

As stated previously, the lack of balance in a study's sample will most likely cause a lack of balance in the measurement. One factor which might have caused distortion in the Title III data was that often, in the larger school districts of the state, a superintendent would fill out one questionnaire to represent all of the schools sampled from his district. Acceptance of one response for more than one school was made even though the questionnaire instructions requested each respondent to rate each need item according to his perception of its importance in one particular school.

A final distortion in the measurement process dealt with the open-ended portion of the Title III questionnaire. This open-ended section was not included in the final analysis and assessment of the priority needs of the state. The design of the study did not include a procedure to consider the additional needs listed by the respondents. Thus the "set responses" of the questionnaire promoted distortion of the data.

Summary

The purpose of this chapter has been to describe and analyze the process utilized by the Michigan Department of Education in identifying priority educational needs for areas of the state and for the state as a whole. By utilizing the

information presented here, hopefully local, intermediate,
and state-wide areas will be able to conduct future need
assessment studies more effectively and efficiently.

The analysis of the Title III Needs Study has
pointed out the crucialness of the following factors when
conducting any need study:

1. Objectives of a proposed study should generate from
   a study's goal or purpose.

2. Objectives of a study should be defined in terms of
   specific questions which should be answered.

3. Goals, objectives, and questions of a study should
   be stated in a specific manner so that the entire
   design of the study is directed toward them.

4. A study concerned with identifying educational needs
   should include in the sample of respondents all seg-
   ments of the population in a balanced proportion.

5. A sample should be balanced and representative
   because a respondent's own desires, values, and
   needs may influence his attitude toward what needs
   are critical, and thus his responses will be affected.

6. When variables such as school level, per pupil expen-
   diture, social class, geographical area, etc. are
   factors in the drawing of a sample, accuracy of data
   used is crucial.

7. The selection of the instrument utilized in data
   collection should be considered in light of a
   study's goals and objectives.

8. A determination of the data needed to answer a study's questions should be made.

9. Duplication of valid and reliable data available from previous studies should be avoided.

10. Following an inventory of existing data, research studies, and materials, additional data needed should be determined.

11. Needs or problems identified in light of a study's specific objectives should be amenable to solution.

12. Need assessment studies should constantly be alerted to possible biases (pressure on the respondents, Hawthorne Effect, etc.) during the data collection stage which might distort or make invalid the findings.

13. Data collection should be reviewed periodically to avoid collecting data beyond the point where it is usable.

14. Caution should be used when generalizing educational needs identified in one school or state-area to other schools or areas. Biases, oversights, and errors in facets of a study such as drawing the sample, instrument construction, data collection, and data analysis might result in inaccurate and misleading data.

It is evident that much planning and foresight is necessary if a study of educational needs is to be successful. Taking advantage of identified strengths and weaknesses of past studies should provide future studies with a means of obtaining both valid and reliable results.

Chapter V will be devoted to a summary of this thesis, along with a brief description of the proposed strategies of Phases Two and Three of the Title III Needs Study. Recommendations related to future need assessment studies will then be presented.

CHAPTER V

SUMMARY AND RECOMMENDATIONS

Summary

Since the modern day origin of the school survey
movement in 1910 up to the present day, the importance of
school surveys has been well documented. A review of the
literature related to the school survey movement has re-
vealed many of the contributions made toward the improvement
of all facets of education at the local school district and/
or state-wide level. Some of the contributions made by both
past and present school surveys have included the following:

1. Provided an opportunity to improve community support
   and understanding for education.

2. Provided an opportunity for both lay persons and
   professional educators to express their own indi-
   vidual perceptions and opinions.

3. Encouraged a cooperative involvement in both problem
   solving and decision making.

4. Provided a means to gather objective data which can
   be statistically analyzed.

5. Provided data which has been significant in the
   improvement or alteration of such school factors as:

   a. Teaching (pre-school, elementary, junior high,
      senior high, and higher education)

   b. Leadership and supervision

   c. Facilities

   d. Finance

   e. Instructional materials

   f. Content

6. Encouraged all concerned persons to think more
   broadly on the sundry problems of education.

7. Encouraged all concerned persons to take positive
   action toward educational improvement.

The review of the literature also revealed that
school surveys are increasing in use. Although they should
not be thought of as a panacea for a school's needs and
problems, a well conceived, carefully planned, and effi-
ciently conducted survey can culminate in both short and
long range strategies leading toward educational improvement.

It appears that the above statement is closely
allied to the charge given each state in the development of
its Title III State Plan. The charge of the ESEA Title III
legislation was that "it is expected that the states will
conduct surveys involving objective criteria and measurements

in order to ascertain the educational needs of persons within the state."[1]

It should be evident, yet relevant to cite here, that no school system has sufficient resources to solve all of its educational needs simultaneously. A need assessment survey identifying the critical needs and placing a priority upon each should therefore provide a starting point for needed educational improvement. These data should then stimulate and assist educational personnel in developing innovative and exemplary programs and services not now available in sufficient quantity or quality. Title III funds could also be used to provide resources to each of the fourteen areas of the state in developing improved educational opportunities for children based on the critical needs identified in each area.

These, then, were the fundamental guidelines under which the Michigan ESEA Title III Needs Study originated. Because of the significant impact the Study may have on educational improvement, a short descriptive summary of Phase One of the Study is presented along with a summarization of the analysis section. Both of these sections, description and analysis, were discussed in detail in Chapter IV. Following a discussion of these two sections,

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[1]O. Ray Warner, "Assessment and Long Range Planning," PACE Report, Richard I. Miller, Director, President's National Advisory Council Conference on Innovation, Vol. II, No. 1 (October, 1968), 39.

discussion of Phases Two and Three of the Study will be presented. The final section of this chapter is devoted to recommendations and conclusions related to future studies.

Description of Title III Needs Study

Design of the Study

The Title III Study design involved the development of a questionnaire; the selection of a sample; the distribution of the questionnaire and data collection; and the analysis of the data.

Development of the Questionnaire

A questionnaire utilizing a list of previously identified needs compiled by MOREL,[2] ASSIST,[3] and Thomas[4] was developed to assess the priority needs in Michigan. The questionnaire was divided into two major categories of needs: (1) students having needs and (2) program needs.

Each respondent was asked to rate the priority of each of the need items according to his own perception of its importance as related to a particular school. Each need

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[2]Michigan-Ohio Regional Educational Laboratory (MOREL), Detroit, Michigan, 1966.

[3]Activities to Stimulate and Support Innovation in Schools Today (ASSIST), Wayne County Intermediate School District, Detroit, Michigan, 1967.

[4]J. Alan Thomas, School Finance and Educational Opportunity in Michigan, Michigan Department of Education, Lansing, Michigan, 1968.

item was rated on a priority continuum scale ranging from one (1) to seven (7). The lowest need priority had a rating of one (1), while the highest need priority had a rating of six (6). The number seven (7) was provided for "no opinion" responses. Respondents were given the opportunity to write in additional needs which they perceived as critical.

The Sample

A list was compiled of all of the schools in Michigan from K-12 school districts. This population was then stratified by geographical area, by school level (elementary, junior high, and senior high), and by school operating expenditure per pupil per year (using a median of $510). From this population, a stratified random sample of 340 schools was selected. Four persons associated with each of these schools were asked to individually complete the questionnaire. These four persons were:

1. Superintendent (or his assistant)

2. Principal (or his assistant)

3. Teacher (building representative of the teacher organization)

4. Lay Person (officer of the parent-teacher organization).

Distribution of Questionnaire
and Data Collection

As an introduction to the Study, a letter was sent to the superintendent of each of the schools sampled. An authorization form to be returned by the superintendent was

also mailed out. Following the agreement of the school to participate in the Study, State Department of Education personnel hand-delivered the questionnaires. Each school was then responsible for the completion of the four questionnaires and for their return in the self-addressed envelopes provided by Title III. As a follow-up method, a telephone call was made to the superintendent and/or principal of each missing school. A letter confirming these telephone calls was then sent as an additional reminder. This intensive procedure resulted in a return of 96.4 percent of usable questionnaires.

Analysis of the Data

Since each of the need items was to be numerically rated by each respondent, a simple mean rating was obtained for each of the various types of schools in the sample. In order that this mean rating would be representative of a particular area, it had to be weighted to account for the population of schools within that area. The resultant weighted mean estimates calculated for each of the need items were subsequently used to rank the needs in the order of their priority within a given area across the state. Confidence intervals of 90 percent were set up around each of the weighted mean estimates so that information could be obtained concerning the usefulness of each estimate.

Analysis of Title III Needs Study

The analysis of the Title III Needs Study has pointed up a number of weaknesses which should be corrected in future studies. Because of the detailed analysis presented in Chapter IV, only major areas of concern will be cited here.

The foremost problem of the Study was the initial unpreparedness for carrying out a state-wide study of educational needs. Because of the lack of specific goals, objectives, and guidelines, the Title III Study Team spent considerable time and energy investigating research methodologies to satisfy an extremely general goal of identifying priority educational needs of elementary, junior high, and senior high schools. Many suggestions were investigated on a trial and error basis until a general consensus was reached to utilize a mail-questionnaire approach. If specific objectives had been defined initially in terms of questions that needed to be answered, the Study would have progressed much more quickly and smoothly. The design of any study is formulated from the study's objectives, and the objectives are generated from the study's goal.

Another weakness of the Title III Study was its use of a restricted, unbalanced sample of respondents. All citizens of the school-community were not included in the population from which the sample was drawn. Most noticeable was the complete lack of student involvement. Those who

were included (superintendents, principals, teachers, and lay persons) could be classed, for the most part, as middle-class persons. Because a respondent's own desires, values, and needs may influence his responses of the priority needs of a school, this middle-class sample of respondents could have resulted in biased data. Also, the sample was unbalanced in favor of administrators and school personnel in general. A final weakness with regard to sample was the inaccuracy of school district data as it was utilized in drawing the sample of schools for the Study.

Although weaknesses were pointed up in Chapter IV related to the Study's questionnaire instructions and the "no opinion" section of the rating scale, two other major weaknesses were noticeable. First, the Title III questionnaire utilized a list of previously identified need items from previous studies conducted by MOREL, ASSIST, and Thomas. These studies also utilized, for the most part, respondents who could be classified as middle-class. Thus, one should use caution when interpreting the resulting data findings representing the priority educational needs of the State of Michigan.

A second noticeable weakness dealing with instrumentation was that those studies providing need items for the Title III Study questionnaire were conducted in 1966. Because the findings of the Title III Study represented a priority ranking of need items identified two years previously, caution should again be taken when utilizing the

data. The educational needs identified in 1966 might not, in fact, be the educational needs of 1968.

A possible chain-reaction of pressure on respondents might have resulted in another weakness of the Title III Study. This could have originated when the Federal government requested each state receiving Title III funds to identify its priority educational needs. The State Department of Education, in turn, might have exerted pressure on the sampled superintendents of the state to take part in the Study. Because of the necessity to receive state and federal funds to operate school districts, and because of the power force of the State Department of Education, this pressure is within the realm of possibility. It is also possible that the superintendent put pressure on the principal to take part in the Study, and the principal in turn could have exerted pressure on the teacher and lay person. If pressure was brought to bear on any one of the respondents, at any time during the Study, then the data collected could have been distorted.

Other major weaknesses deal with the Study's measurement techniques. A listing of the priority needs of each of fourteen areas of the state and the state as a whole was obtained by collapsing the data collected from each school building. By identifying overall needs in this fashion, elementary schools became the major and controlling influence. The overall ratio of elementary schools to junior high and senior high schools in the state's sample was in

excess of three to one. The area breakdown of schools also favored elementary schools proportionately.

A final weakness in the measurement process was the failure to utilize the open-ended portion of the question-naire. The additional need items listed by respondents were not included in the final analysis of priority needs. Thus the final data findings dealt only with the "set responses" of the questionnaire and did not reveal any of the additional write-in needs identified.

Phases Two and Three of Title III Needs Study

Although specific strategies and guidelines have not been finalized with regard to Phases Two and Three, this section will briefly discuss the original general plan of improving curriculum in Michigan. Following the completion of Phase One of the Needs Study, a detailed analysis of each priority need will be made and educational programs to meet various priority needs developed. This will involve a cooperative approach of all interested persons, including those who were involved in Phase One. National authorities and curriculum experts will be invited to confer with both state and area personnel concerning the identified needs. A statement by Parker summarizes the importance of this type of cooperative effort in bringing about curriculum improvement:

Continuous attention is given to the interrelationship of different groups. Groups concerned with education at the elementary, secondary, and college and university levels need to show mutual consideration. None of these groups should seek to dominate another. . . . High school teachers can learn much from teachers of elementary school, if they are willing to listen, and college and university personnel can use profitably the unique skills of both groups. All professional groups need to maintain liaison with community groups . . . and include positive cooperation of a similar nature with counselors, nurses, attendance clerks, custodians, secretarial assistants. Above all there must be a constant interchange between faculty groups and student groups at all educational levels.[5]

Following the cooperatively achieved recommendations and strategies, Title III funds could be used to finance projects to meet the priority needs in each area. With this general strategy in mind, the end result should provide impetus for continuous assessment, evaluation, and planning.

Recommendations

Schools should operate within a framework which permits them to establish goals and objectives, establish priorities, and define actions to achieve those priorities. A cooperative and systematic approach to this type of action program is fundamental in educational decision-making. To satisfy educational goals and objectives, every person associated with the educational enterprise should be given an opportunity to take part and to become involved. A truly

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[5]Cecil J. Parker, Curriculum In America (New York: Thomas Crowell and Company, 1962).

cooperative effort involves the perceptions of all concerned persons; not just a small, select group of self-appointed decision makers. The following quotations from Campbell support the philosophy behind this democratic point of view:

> Democratic living is not a station at which people arrive, it is a method of traveling.[6]

> In education the task is not to do things to people, but to help people to do things for themselves.[7]

The need for a systematic assessment of educational problems and the objective setting of priorities has mounted during the last decade. With the complexity of education increasing more quickly than people can comprehend, it appears that need assessment will also continue to increase. Complicating the problems which already exist in education, however, is the lack of proven methods and procedures which can be utilized in effectively and efficiently identifying valid and reliable educational needs. For this reason a list of suggestive strategies and guidelines for future need assessment studies, highlighting and augmenting the information presented in Chapters II, III, and IV, is presented here:

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[6]Clyde M. Campbell, "A Democratic Structure to Further Democratic Values," Progressive Education, XXX (November, 1952), 26.

[7]Clyde M. Campbell, "Human Relations Techniques Useful in School Administration," The American School Board Journal, CXXX (June, 1955), 32.

1. Prepare a clear statement of the goals and objectives for the proposed study, along with a clear specification of the parameters needed and of the degree of precision required.

2. Provide a budget with sufficient funds to carry to a conclusion the type of educational assessment survey desired.

3. Estimate the lead time necessary to conduct the study and the amount of time required to satisfy identified needs.

4. Recruit local and/or outside persons when special skills are required in conducting a survey study. These "experts" can then be used to train local survey staff and could be used as consultants throughout the assessment study.

5. Plan and conduct as many preliminary meetings or activities as are necessary to insure that the scope and sequence of the study are clearly understood. These sessions should be open to all interested persons and should be conducted on a cooperative basis.

6. Provide an efficient design for the study by taking full advantage of strategies and data available from existing research.

7. Provide for cooperative involvement through each phase of the study from its initial stages of development to its conclusion. This should include students, teachers, lay persons, and administrators--

anyone who is related to the general topic area of the study.

8. Select a representative sample for the study. If an intensive, in-depth study is carefully conceived, developed, and carried out, this might provide a basis for generalizations. A particular school or area, for example, might then take the results and do a relatively inexpensive replication or corroborative study to determine their own needs or to determine the extent to which the results might apply to their own situation.

9. Avoid ambiguous or error-loaded questionnaires. Avoid also responses which can not be scientifically treated. Consultant help and a series of pre-tests and/or pilot study may eliminate many problems in the analysis of the resulting data. A preliminary trial of the research methodology is essential to the development of a sound study design. This preliminary investigation could provide knowledge leading to the improvement of procedures such as sampling, instrumentation, data collection, and measurement techniques.

10. Select appropriate methods of measurement when treating the data. For example, appropriate variance formulas for computing confidence intervals are necessary for indicating the usefulness and confidence of the data results. Again, consultant help

should eliminate any serious problems in data analysis.

11. Provide continuous information of the status of the study to all concerned.

12. Determine priorities of needs for action purposes.

13. Investigate and analyze possible causal reasons for the identified need in light of environmental and cultural changes.

14. Assess the identified needs in terms of alternative solutions.

15. Develop strategies and plans to resolve need problems.

16. Implement solution methods and strategies.

17. Evaluate changes in terms of the effectiveness of solution methods and strategies in terms of the study's goals and objectives.

This suggested approach deals with planning, development, implementation, and evaluation. It should not be thought of as a continuum but rather as a closed-loop sequence of steps. It should, as presented here, be cyclical and on-going.

Concluding Statement

A continuous and cooperative assessment of the total school program is basic to a well planned and dynamic educational program in a society which is constantly and rapidly changing. A study of this type should look to see where we

have been, where we are now, and where we need to go.

Through such an approach, it should be possible to assess

both the strengths and the weaknesses of educational pro-

grams and to plan for curriculum improvement. Methods and

procedures used in a constant and continuous assessment must

become part of each educational institution. Through the

use of a cooperative and systematic survey, educational

leaders will have a means for verifying hunches and for

approaching the possible real problem areas of a school.

One conclusion of this thesis is that need assess-

ment can be a catalyst leading to curriculum improvement.

A second conclusion is that the quality of educational pro-

grams depends in large measure upon the perceptive needs

that all lay citizens, students, teachers, and administra-

tors hold for themselves and for their children. A final

conclusion is that further research is needed to reveal more

effective and efficient means of conducting continuous need

assessment studies. By utilizing both the strengths and

weaknesses of previous studies, perhaps more valid and reli-

able data can be gathered. One goal of all need assessment

studies should be based upon the premise that the education

of the past and present can never be assured of meeting the

educational needs of the future.

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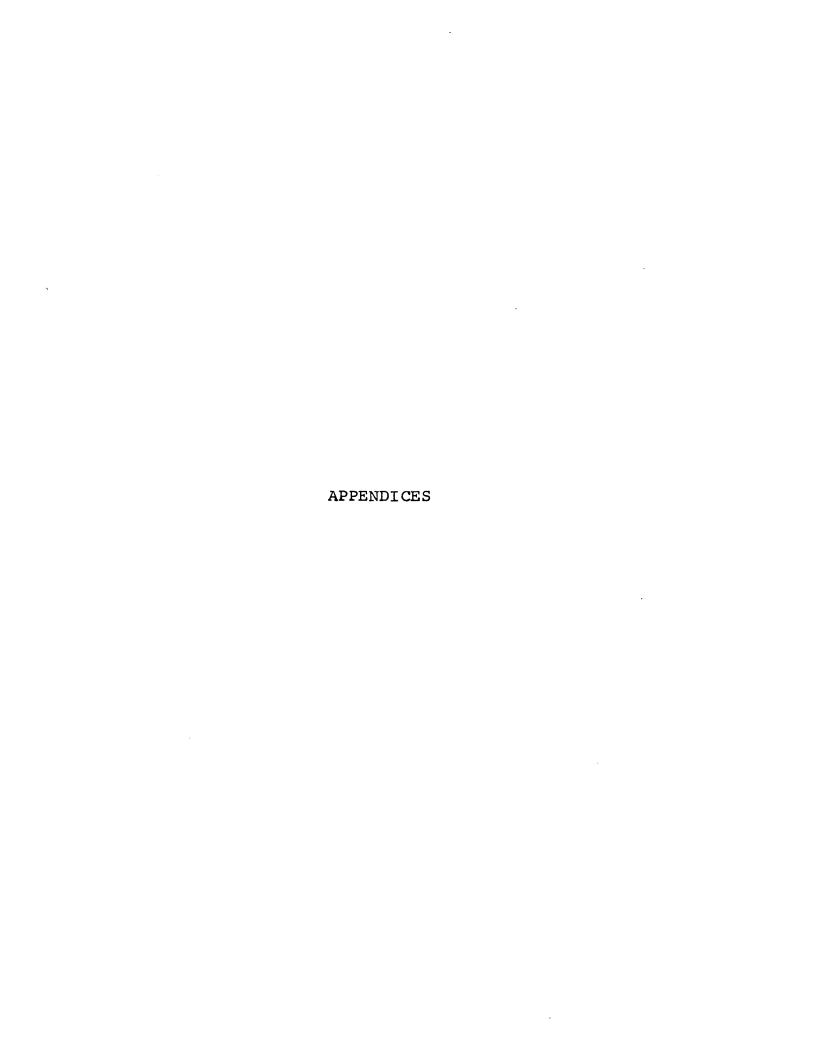
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APPENDICES

APPENDIX B

SURVEY OF NEEDS, RESOURCES, AND SUGGESTIONS

for the

MICHIGAN-OHIO REGIONAL EDUCATIONAL LABORATORY

Summer, 1966

Interview Schedule

1. Identification of Interviewee

   Name and Address of Organization: Date_____

   _____   Time_____

   _____

   _____

   _____

   Kind of Organization (purpose):

   _____

   _____

   Size of Organization:

       No. of employees:_____ Schools:_____ Pupils:_____

   Names of persons interviewed:

   1. Name_____ Position_____
      Address_____

   2. Name_____ Position_____
      Address_____

   3. Name_____ Position_____
      Address_____

   4. Name_____ Position_____
      Address_____

MICHIGAN-OHIO REGIONAL EDUCATIONAL LABORATORY

3. <u>Learner</u>. In your opinion what are the most pressing
    <u>needs</u> of <u>learners</u> in your organization?

    (learning, social, health, psychological, opportunity
    needs)

                                        (Interviewee may prefer
                                        "problems" to "needs")

(Can needs be classified as requiring research, development,
diffusion, and/or utilization processes?)   (R, Dv, Df, U)

MICHIGAN-OHIO REGIONAL EDUCATIONAL LABORATORY

4.   <u>Staff</u>. The first set of questions about the staff of
     your organization deals with <u>needs</u>.

     a.   In your opinion what are the most pressing <u>needs</u>
          regarding the <u>staff</u> of your organization who do
          the actual teaching? (knowledge, skill, disposition
          for innovation and change, qualification, certifica-
          tion, recruiting, training)

MICHIGAN-OHIO REGIONAL EDUCATIONAL LABORATORY

4. b. In your opinion what are the most pressing <u>needs</u>
        regarding specialists for your organization,
        specifically:

    (1) specialists in research?

    (2) specialists in development? (innovation,
        program development and design)

    (3) specialists in diffusion of program? (dis-
        semination, demonstration)

    (4) specialists in utilization of ideas? (trial,
        implementation, installation, establishment)

    (5) other specialists

Interview No._____   Interview Schedule Page 6

MICHIGAN-OHIO REGIONAL EDUCATIONAL LABORATORY

4. c. In your opinion what are the most pressing <u>needs</u>
        regarding administrators of your organization,
        specifically:

        (1) needs for administrative ability?

        (2) problems that administrators have?

Interview No._____

SURVEY OF NEEDS, RESOURCES, AND SUGGESTIONS
FOR THE MICHIGAN-OHIO REGIONAL EDUCATIONAL LABORATORY

Summer, 1966

Report Sheet for Interviewer

Date of Interview:_____   Interviewer_____

Name of Organization:_____

Persons Interviewed:_____

_____

_____

1. What was the major concern or thrust of the interview?

2. Record your subjective feelings about the interview.

WAYNE COUNTY INTERMEDIATE SCHOOL DISTRICT
TITLE III PROJECT

Interview Schedule

Question:

What are the most crucial educational needs in Wayne County?

Definition:

Educational needs are defined as those experiences of the school child which are planned by school personnel. The focus of the question relates to those children found in regular classrooms, grades K-12, of the public and non-public schools of Wayne County.

Name of Interviewer:_____

Name of Interviewee:_____Occupation:_____

Response(s) gathered: 1. Face-to-face ☐ 2. Telephone ☐

DEPARTMENT OF EDUCATION
Lansing, Michigan
ESEA Title III Needs Study - August 1968

INSTRUCTIONS

To: The Respondent

This instrument is designed for a two-fold purpose: (1) to determine the educational needs of the State of Michigan, and (2) to provide information to the State Department of Education for planning long-range strategies to meet these needs through the funding of ESEA Title III Projects. Your school has been selected to participate in this study as one of the schools to represent your State Area.

This instrument is divided into two major categories: (1) PARTICIPANT NEEDS, and (2) PROGRAM NEEDS. This division will provide information for the analysis of curriculum needs for various types of students. The second category, PROGRAM NEEDS, has been subdivided into three sections: (A) Program Needs for the Learner, (B) Program Needs for the Teacher, and (C) Program Needs for the Administrator. This subdivision will provide a conceptual framework for the analysis and assessment of obtained data.

Please respond to each item according to your perception of its importance in your school and the community served by your school. Each item should be considered on a seven point scale of need priority. Lowest need priority should have a rating of one (1); highest need priority a rating of six (6). Circle Column 7 - No Opinion - only if you cannot respond to other parts of the rating scale. At the end of the first category, and likewise at the end of each division of the second category, space is provided for you to add and rate important needs that were not listed.

CURRICULUM IMPROVEMENT

NEEDS STUDY

PLEASE PROVIDE THE FOLLOWING INFORMATION BY CHECKING THE APPROPRIATE
BOX. THIS DATA WILL BE USED FOR ANALYSIS OF THE DATA OBTAINED FROM THE
INSTRUMENT.

1. Respondent's Position

    (1) ☐ Superintendent or
             representative

    (2) ☐ Principal or
             representative

    (3) ☐ Teacher

    (4) ☐ PTA Member or Other
             Community Representa-
             tive

        ☐ Other_____
                      (Specify)

2. School Enrollment

    (1) ☐   0 - 199

    (2) ☐   200 - 399

    (3) ☐   400 - 599

    (4) ☐   600 - 799

    (5) ☐   800 - 999

    (6) ☐ 1000 - 1199

    (7) ☐ 1200 - Over

PARTICIPANT NEEDS

The following is a list of frequently mentioned student needs in Michigan Public Schools. Please rate each need for your school, and the community related to your school, on the degree of need as it is perceived by you. Circle one, and only one, rating. Circle Column 7 - No Opinion - only if you cannot respond to other parts of the rating scale

STUDENT NEED LIST	Not a Need	Slight Need	Noticeable Need	Considerable Need	High Priority Need	Highest Priority Need	No Opinion
3. Deprived or poor children	1	2	3	4	5	6	7
4. Physically and mentally handicapped	1	2	3	4	5	6	7
5. Minority group children	1	2	3	4	5	6	7
6. Potential dropouts.	1	2	3	4	5	6	7
7. Vocationally oriented students.	1	2	3	4	5	6	7
8. Migrant children	1	2	3	4	5	6	7
9. Neglected and delinquent children	1	2	3	4	5	6	7
10. Gifted and talented children.	1	2	3	4	5	6	7
11. Adults.	1	2	3	4	5	6	7
12. Emotionally handicapped	1	2	3	4	5	6	7
13. _____	1	2	3	4	5	6	7
(Specify Other)							
14. _____	1	2	3	4	5	6	7
15. _____	1	2	3	4	5	6	7
16. _____	1	2	3	4	5	6	7
17. _____	1	2	3	4	5	6	7

An effective school program is dependent upon specific need areas related to the learner, the teacher and those needs relevant to the administration of the educational program. Circle one, and only one, number representing the most appropriate rating of the following needs, and add others below as you perceive them:

A. PROGRAM NEEDS FOR THE LEARNER	Not a Need	Slight Need	Noticeable Need	Considerable Need	High Priority Need	Highest Priority Need	No Opinion
18. CLASSROOM COURSES AND OR CONTENT	1	2	3	4	5	6	7

Adequate course offerings and content to meet the interests and needs of all students (e.g., history of Negro culture, vocational programs, sex education).

19. OUT-OF-CLASS ACTIVITIES AND EXPERIENCES	1	2	3	4	5	6	7

Adequate provisions for out-of-class activities to supplement the classroom learning experiences and growth patterns of each student: Mentally, socially, emotionally and physically (e.g., playground activities, clubs, athletics, intramural programs).

20. DEVELOPMENT OF A STUDENT'S POSITIVE SELF-CONCEPT	1	2	3	4	5	6	7

Self-concept is considered in the context that all students want to belong, to be accepted by their families and their school groups. They have a need for achievement and for the experience of success. They have a need for love and affection, for emotional response from others, and for warmth in human relations. They need to be free from intense feelings of guilt. They need genuine respect for self and for others.

21. IMPROVEMENT OF STUDENT'S MOTIVATION TO LEARN	1	2	3	4	5	6	7

The development of intrinsic motivation toward positive learning experiences (e.g., the incentive and drive of each student to learn).

	Not a Need	Slight Need	Noticeable Need	Considerable Need	High Priority Need	Highest Priority Need	No Opinion
22. SKILL DEVELOPMENT IN PROBLEM-SOLVING AND DECISION-MAKING	1	2	3	4	5	6	7

Provisions for cognitive (mental) and motor (physical) experiences and exercises in decision-making, a prerequisite for the solving of problems.

23. SKILL DEVELOPMENT IN READING	1	2	3	4	5	6	7

Skill development in reading speed and comprehension for all students from the remedial to the gifted.

24. SKILL DEVELOPMENT IN COMMUNICATION	1	2	3	4	5	6	7

Communication skills refers to the development of verbal and non-verbal communication such as speaking, listening, writing.

25. STUDY HABITS	1	2	3	4	5	6	7

Study habits refer to planning for study time, interrelating of material learned to one's experience, and understanding, analysis, and assessment of material.

26. MENTAL AND PHYSICAL HEALTH OF STUDENTS	1	2	3	4	5	6	7

Mental and physical development in the classroom includes services such as the school nurse, social workers, psychologists, dentists, and guidance counselors.

27. DIAGNOSTIC AND TREATMENT SERVICES FOR THE PHYSICALLY, EMOTIONALLY AND MENTALLY HANDICAPPED	1	2	3	4	5	6	7

These services call for the provision of qualified personnel and adequate facilities in the diagnosis and treatment of the physically, emotionally, and mentally handicapped. An additional aspect included in this area would consider the involvement of community agencies in serving the handicapped.

	Not a Need	Slight Need	Noticeable Need	Considerable Need	High Priority Need	Highest Priority Need	No Opinion
28. STUDENT RELATIONSHIPS WITH THE SCHOOL AND THE COMMUNITY	1	2	3	4	5	6	7

Provisions for students to participate in school and community affairs (e.g., community government days, community civic activities, service groups).

29. VOCATIONAL EDUCATION PROGRAMS	1	2	3	4	5	6	7

Course offerings ranging from usable household skills to job entry skills for all students.

30. EQUAL EDUCATIONAL OPPORTUNITIES	1	2	3	4	5	6	7

Curricular offerings (courses, content, activities, etc.) should be designed both in and out of the classroom to meet the needs of each educationally and economically deprived student.

31. INDIVIDUALIZED INSTRUCTION	1	2	3	4	5	6	7

Individualized instruction includes those experiences involving close pupil-teacher contact to meet the goals and objectives of the learner.

32. CURRICULAR OFFERING FOR POTENTIAL DROPOUTS	1	2	3	4	5	6	7

The improvement of the instructional program for those identified as potential dropouts (e.g., supervised work experience, part-time employment, and experimental classes).

33. _____	1	2	3	4	5	6	7
(Specify Other)							
34. _____	1	2	3	4	5	6	7
35. _____	1	2	3	4	5	6	7
36. _____	1	2	3	4	5	6	7
37. _____	1	2	3	4	5	6	7

B. PROGRAM NEEDS FOR THE TEACHER	Not a Need	Slight Need	Noticeable Need	Considerable Need	High Priority Need	Highest Priority Need	No Opinion
38. DATA PROCESSING AND/OR COMPUTER ASSISTED INSTRUCTION	1	2	3	4	5	6	7

Availability of computer services and the use of computer technology to aid the instructional program (e.g., grading, testing, teaching machines and class scheduling).

	Not a Need	Slight Need	Noticeable Need	Considerable Need	High Priority Need	Highest Priority Need	No Opinion
39. RELEASED TIME FOR PLANNING AND FOR INDIVIDUAL CONSULTATION WITH STUDENTS	1	2	3	4	5	6	7

Time provided for teachers to plan learning activities and to provide individual counseling for students.

	Not a Need	Slight Need	Noticeable Need	Considerable Need	High Priority Need	Highest Priority Need	No Opinion
40. HUMAN RELATIONS AND COMMUNICATION WITH STUDENTS, STAFF, AND COMMUNITY	1	2	3	4	5	6	7

The ability of teachers to relate and communicate with students, other staff members and lay persons.

	Not a Need	Slight Need	Noticeable Need	Considerable Need	High Priority Need	Highest Priority Need	No Opinion
41. TEACHING-LEARNING PROCESS	1	2	3	4	5	6	7

The ability of teachers to use skills, techniques and knowledge to provide an appropriate teaching-learning environment.

	Not a Need	Slight Need	Noticeable Need	Considerable Need	High Priority Need	Highest Priority Need	No Opinion
42. LEARNING ENVIRONMENT: FACILITIES, EQUIPMENT AND MATERIALS	1	2	3	4	5	6	7

Building and site accommodations along with equipment and materials such as furniture, supplies and instructional aids necessary for an effective teaching-learning environment.

	Not a Need	Slight Need	Noticeable Need	Considerable Need	High Priority Need	Highest Priority Need	No Opinion
43. IN-SERVICE EDUCATION FOR TEACHERS	1	2	3	4	5	6	7

A planned program of continuous learning which would provide opportunities for growth through formal and informal on-the-job experiences (e.g., participation in independent reading and study, local courses and workshops, and college and university classes).

	Not a Need	Slight Need	Noticeable Need	Considerable Need	High Priority Need	Highest Priority Need	No Opinion

44. DISPOSITION TOWARD CHANGE AND INNOVATION 1 2 3 4 5 6 7

Willingness of staff to accept change and
experiment with new ideas, methods, pro-
cedures and technology.

**45. DEVELOPMENT OF A TEACHER'S POSITIVE SELF-
CONCEPT** 1 2 3 4 5 6 7

The extent to which the teacher feels acceptance
in his work group, experiences success and recog-
nition, has genuine self-respect, and is proud
he is in the education profession.

46. ATTITUDE TOWARD PUPILS 1 2 3 4 5 6 7

Adequate understanding of student learning and
behavior problems with empathy and compassion
for each student.

47. _____ 1 2 3 4 5 6 7
(Specify Other)

48. _____ 1 2 3 4 5 6 7

49. _____ 1 2 3 4 5 6 7

50. _____ 1 2 3 4 5 6 7

51. _____ 1 2 3 4 5 6 7

C. PROGRAM NEEDS FOR THE ADMINISTRATOR

52. STAFF HOLDING POWER 1 2 3 4 5 6 7

Reducing staff turnover and maintaining good
professional and nonprofessional staff.

	Not a Need	Slight Need	Noticeable Need	Considerable Need	High Priority Need	Highest Priority Need	No Opinion
53. STAFF RECRUITMENT Ability to attract staff with the skills, knowledge and experience necessary for an effective school program.	1	2	3	4	5	6	7
54. STAFF RELATIONS AND COMMUNICATION Cooperation, understanding and interaction among associates, superiors and subordinates.	1	2	3	4	5	6	7
55. INCREASED PROFESSIONAL, PARA-PROFESSIONAL AND OTHER STAFF Increasing the number of teachers, teacher aides, secretaries, maintenance people and others necessary to serve the school program.	1	2	3	4	5	6	7
56. COMMUNITY AGENCIES Utilization of agencies in the community to supplement the services provided by schools (e.g., social work agencies, health agencies, industries, public agencies).	1	2	3	4	5	6	7
57. COMMUNITY RELATIONS AND COMMUNICATION Cooperation, understanding and interaction between school administrators and the community.	1	2	3	4	5	6	7
58. PRE-KINDERGARTEN School sponsored programs providing enrichment and developing readiness in meeting educational tasks upon school entry.	1	2	3	4	5	6	7
59. STUDENT EVALUATION A program for effective school and/or district-wide evaluation of student progress.	1	2	3	4	5	6	7

	Not a Need	Slight Need	Noticeable Need	Considerable Need	High Priority Need	Highest Priority Need	No Opinion

60. CURRICULUM CONSULTANTS   1   2   3   4   5   6   7

Professional and nonprofessional consultants such as local educators, laymen, district and/or intermediate office personnel, university professors, and state and federal consultants.

61. IN-SERVICE EDUCATION FOR ADMINISTRATORS   1   2   3   4   5   6   7

Academic training, internships, and other learning experiences appropriate to enhance the administrator's skill and perceptions in dealing with various aspects of the total program (e.g., workshops, field trips, classes, reading).

62. KNOWLEDGE AND EXPERIENCE IN THE TEACHING-LEARNING PROCESS   1   2   3   4   5   6   7

The degree instructional programs are based on psychological principles of learning and human growth and development.

63. LEADERSHIP IN CURRICULUM IMPROVEMENT   1   2   3   4   5   6   7

The skill and knowledge to work with and involve groups in curricular improvement and construction.

64. EFFECTIVE USE OF TIME FOR THE ESSENTIAL ELEMENTS OF ADMINISTRATION   1   2   3   4   5   6   7

Time necessary for carrying out professional leadership tasks as opposed to those of a non-professional and/or secretarial nature.

65. STATE AND FEDERAL PROGRAMS FOR SUPPLEMENTARY EDUCATIONAL SERVICES   1   2   3   4   5   6   7

The extent to which State and Federal aid is needed to assist educational programs.

66. _____ 1   2   3   4   5   6   7
(Specify Other)

	Not a Need	Slight Need	Noticeable Need	Considerable Need	High Priority Need	Highest Priority Need	No Opinion
67.	1	2	3	4	5	6	7
68.	1	2	3	4	5	6	7
(Specify Other)							
69.	1	2	3	4	5	6	7
70.	1	2	3	4	5	6	7

This is coding space for data processing. Please do not write in it.

71	72	73	74	75	76	77	78

STATE OF MICHIGAN

DEPARTMENT OF EDUCATION

Lansing, Michigan 48902

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Superintendent of Public Instruction

August 19, 1968

Dear Superintendent:

We are asking your assistance in carrying out the adminis-
tration of the ESEA Title III State Plan in Michigan. The
Office of Education requires that each state participating
in the program conduct a study of the priority critical
educational needs at the elementary, junior high, and senior
high school levels in the state and develop long-range
strategies for meeting these identified needs.

The state advisory council for this program and the staff of
the Department of Education have developed a three-phase pro-
gram for the fulfillment of this requirement. Phase I will
consist of a study of needs within the state by regions. In
Phase II a detailed analysis will be made of each need, and
educational programs to meet the need will be projected.
Involved in these recommended programs will be suggestions
for combining the resources of local and intermediate dis-
tricts and of the State Department of Education. Phase III
will consist of specific follow-up plans to be carried out
in the various regions in the state based upon the recom-
mendations formulated in the first two phases of the program.

Your cooperation and help are needed, particularly in Phases
I and II of this program. To carry out Phase I the state
has been divided into 14 regional study areas and within
each region a random sample of elementary, junior high, and
senior high schools has been made. The school(s) of your
district indicated on the enclosed form(s) has been selected
for inclusion in the sample. If you approve of its inclu-
sion, please complete the attached form(s) and return it to

this office by the date indicated. A member of the State
Department of Education staff will contact you in the near
future by phone to provide more information and to arrange
an interview with you and deliver the survey forms. These
forms are to be completed by you, the building principal, a
representative of the teaching staff, and a lay person con-
nected with the school. All information gathered will
remain confidential. Data will be reported only on a
regional and state-wide basis. There will be no reporting
on individual schools.

The second kind of help that we would like to have from you
is to secure your participation, or that of your representa-
tive, in Phase II of the program. In this phase, long-range
programs for meeting the identified needs will be developed
by groups of local educational leaders, including adminis-
trators of schools selected for the study in Phase I, out-
standing consultants of national stature, and members of the
State Department of Education. One specific outcome antic-
ipated from Phase II activities is the development of Title
III project proposals related to the needs identified in the
regions.

May we count on your cooperation in this activity?

Sincerely yours,

Ferris N. Crawford
Associate Superintendent
Bureau of Educational Services

MICHIGAN ESEA TITLE III NEEDS STUDY

District_____ School_____

Dear Superintendent:

The above school has been selected on a random basis for inclusion in the ESEA Title III needs study. We request your permission to have this school included in this study.

I <u>authorize</u> the school to be included and understand that additional information relating to the details of the study will be supplied me by a Department of Education representative.

_____
Signature

_____
Title

Return To: Don E. Goodson, ESEA Title III,
             State Department of Education
             Lansing, Michigan, 48902

    By: August 26, 1968

CODING SYSTEM--NEEDS STUDY QUESTIONNAIRE (page 11)

☐☐   ☐   ☐

AREA	EXPENDITURE LEVEL	TYPE OF SCHOOL
I = 01	1 = Above $510	1 = Elementary
II = 02		
III = 03	2 = Below $510	2 = Junior High
IV = 04		
V = 05		3 = Senior High
VI = 06		
VII = 07		
VIII = 08		
IX = 09		
X = 10		
XI = 11		
XII = 12		
XIII = 13		
XIV = 14		

☐   ☐☐☐

PUBLIC OR NON-PUBLIC   SCHOOL

1 = Public   Code Number of the School

2 = Non-Public

APPENDIX H

TO: THE ADMINISTRATOR

RE: INSTRUMENT DISTRIBUTION FOR MICHIGAN ESEA TITLE III
     NEEDS STUDY

The enclosed survey instruments should be distrib-
uted to the following four individuals associated with <u>each</u>
<u>of the schools</u> selected for this study:

1. SUPERINTENDENT (or his assistant)

2. PRINCIPAL (or his assistant)

3. TEACHER (building representative of teacher
    organization)

4. LAY PERSON (officer of parent-teacher organization)

The SUPERINTENDENT should fill out an instrument for
<u>each</u> of the schools in his district that are participating
in this study. Upon completion, each instrument should be
folded, inserted and sealed in the small enclosed envelope
and returned to the original large envelope for the school.
Then, he should give the packet of instruments to the
PRINCIPAL(S) of each of the respective school(s).

The PRINCIPAL should distribute a survey instrument
to a TEACHER and a LAY PERSON from his school (as listed
above). The PRINCIPAL should also fill out an instrument
for his school.

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Upon completion, the **PRINCIPAL** should collect the small sealed envelopes from each of the aforementioned four individuals and forward them in the large enclosed envelope. <u>Every</u> school in your district that is participating in this study should have four survey instruments completed.

RETURN TO: ESEA Title III
             State Department of Education
             Lansing, Michigan   48902

BY: September 10, 1968

ESEA TITLE III STUDY PRINT OUT INFORMATION

The data print out should consist of lists of
weighted average score estimates with 90 percent confidence
limits and percentage of "seven" responses for the various
"need" survey items.

A separate list of such scores should be reported
for the various strata of interest for each of the following
school respondent combinations:

1. Superintendent
2. Principal
3. Teacher
4. Lay Person
5. Superintendent + Principal
6. Superintendent + Teacher
7. Superintendent + Lay Person
8. Principal + Teacher
9. Principal + Lay Person
10. Teacher + Lay Person
11. Superintendent + Principal + Teacher
12. Superintendent + Principal + Lay Person
13. Principal + Teacher + Lay Person
14. Superintendent + Teacher + Lay Person
15. Superintendent + Principal + Teacher + Lay Person

Each of the lists of scores called for should be
ranked in five different ways:

1. Ranking of Participant Need Scores #3-12.
2. Ranking of Program Need Item Scores #18-65.
3. Ranking of Learner Program Need Item Scores #18-32.
4. Ranking of Teacher Program Need Item Scores #38-46.
5. Ranking of Administrator Program Need Item Scores #52-65.

I. STATE-WIDE DATA

Weighted Average State Estimates with 90 percent Confi-
dence Limits for Each Need Item for the Following Strata:

A. State Totals

A weighted average STATE estimate with confidence
limits should be reported for each of the survey
items.

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B. **School Type**

A separate list of weighted average STATE estimates with confidence limits should be reported for each of the following school types:

1. Elementary School
2. Junior High School
3. Senior High School

C. **Expenditure Levels**

A separate list of weighted average STATE estimates with confidence limits should be reported for each of the following school expenditure levels:

1. Above $510/per pupil/per year
2. Below $510/per pupil/per year

D. **School Type--Expenditure Level**

A separate list of weighted average STATE estimates with confidence limits should be reported for each of the following school type-expenditure level groupings:

1. Elementary School--Expenditure I
2. Elementary School--Expenditure II
3. Junior High School--Expenditure I
4. Junior High School--Expenditure II
5. Senior High School--Expenditure I
6. Senior High School--Expenditure II

II. AREA DATA

Weighted Average Area Estimates with 90 percent Confidence Limits for Each Need Item for the Following Strata:

A. **Area Totals**

A weighted average AREA estimate with confidence limits should be reported for each of the survey items.

B. **School Type**

A separate list of weighted average AREA estimates with confidence limits should be reported for each of the 14 AREAS for each of the following school types:

      1. Elementary School
      2. Junior High School
      3. Senior High School

C. <u>Expenditure Levels</u>

A separate list of weighted average AREA estimates
with confidence limits should be reported for each
of the 14 AREAS for each of the following school
expenditure levels:

      1. Above \$510/per pupil/per year
      2. Below \$510/per pupil/per year

D. <u>School Type--Expenditure Level</u>

A separate list of weighted average AREA estimates
with confidence limits should be reported for each
of the 14 AREAS for each of the following school
type-expenditure level groupings:

      1. Elementary School--Expenditure I
      2. Elementary School--Expenditure II
      3. Junior High School--Expenditure I
      4. Junior High School--Expenditure II
      5. Senior High School--Expenditure I
      6. Senior High School--Expenditure II.