DOCUMENT RESUME

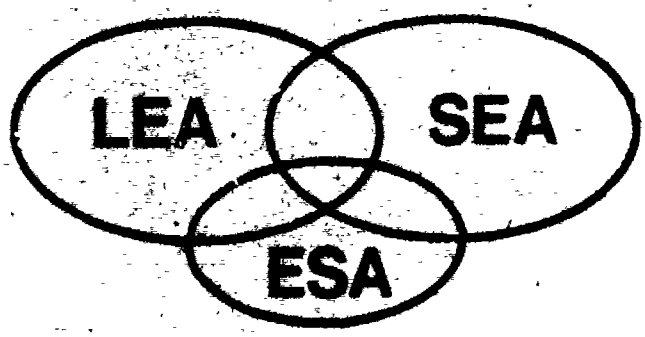
ED 207 207 EA 013 995

| | |
|---|---|
| AUTHOR | Stephens, E. Robert; And Others |
| TITLE | Factors Influencing Local Education Agency Participation in the Programs and Services of Education Service Agencies in the State of Texas. ESA Study Series/Report No. VI. |
| INSTITUTION | Stephens Associates, Burtonsville, Md. |
| SPONS AGENCY | Edgewood Independent School District, San Antonio, Tex.; National Inst. of Education (DHEW), Washington, D.C. |
| PUB DATE | Oct 79 |
| GRANT | OE-G-72-4449 |
| NOTE | 201p.; Not available in paper copy due to small print and colored paper of much of original document. For related documents, see EA 013 993-998. |
| EDRS PRICE | MF01 Plus Postage. PC Not Available from EDRS. |
| DESCRIPTORS | *Administrator Attitudes; *Education Service Centers; Elementary Secondary Education; *Quality Control; Questionnaires; School Districts; State Surveys; Tables (Data) |
| IDENTIFIERS | *Equity (Education); School District Size; School District Wealth; *Texas |

ABSTRACT

Responses to a questionnaire survey of 1100 superintendents of school districts in Texas and the 20 directors of Texas's regional education service centers (RESCs) provided the data for this study of the equity and accessibility of RESC services across the state. The report describes the Texas educational system and the RESCs, lists the data sources, and presents the findings and observations. Results are discussed in detail according to 19 questions that the study sought to answer. The findings indicate that school district use of RESC services varies more according to size than to any other district variable, especially in the area of computer services. Smaller districts tend to use more media and technical assistance services. School district wealth was found to be a significant factor in hiring substitute teachers to allow local staff to participate in RESC workshops: poorer districts participated less. With the exception of computer services, poor and wealthy districts availed themselves fairly equally of RESC services. Differences among the ESAs in Texas appear to be more dependent upon leadership than upon demographic characteristics. Recommendations include periodic performance reviews of RESC directors, improved accountability, and increases in base funding. Regional graphs and project instruments are appended. (WD)

# FACTORS INFLUENCING LOCAL EDUCATION AGENCY PARTICIPATION IN THE PROGRAMS AND SERVICES OF EDUCATION SERVICE AGENCIES IN THE STATE OF TEXAS




Stephens Associates
14404 Perrywood Drive
Buttonville, Maryland 20730

ESA Study Series/ Report No. VI

October, 1978

PUBLICATIONS OF THE ESA STUDY SERIES[a)]

*Report No. I. EDUCATION SERVICE AGENCIES: STATUS AND TRENDS

PART A TECHNICAL APPENDIX
PART B EXECUTIVE SUMMARY
PART C QUICK REFERENCE CHART
PART D A GLOSSARY, THESAURUS AND TAXONOMY OF ESA CONCEPTS AND TERMS

*Report II. THE PERCEPTIONS OF SELECTED KEY ACTORS CONCERNING ISSUES SURROUNDING EDUCATION SERVICE AGENCIES

*Report III. THE ESTABLISHMENT AND ABOLISHMENT OF A STATEWIDE NETWORK OF EDUCATION SERVICE AGENCIES: THE KENTUCKY EXPERIENCE

**Report IV. A DIRECTORY OF EDUCATION SERVICE AGENCIES 1977-78

*Report V. A SELECTED BIBLIOGRAPHY ON INTERAGENCY COOPERATION, INTERGOVERNMENTAL RELATIONS, AND REGIONAL PLANNING IN ELEMENTARY/SECONDARY EDUCATION AND OTHER PUBLIC SERVICES

*Report VI. FACTORS INFLUENCING LOCAL EDUCATION AGENCY PARTICIPATION IN THE PROGRAMS AND SERVICES OF EDUCATION SERVICE AGENCIES IN THE STATE OF TEXAS

*Report VII. MAJOR POLICY ISSUES SURROUNDING THE EDUCATION SERVICE AGENCY MOVEMENT AND A PROPOSED RESEARCH AND DEVELOPMENT AGENDA

**Report VIII. CONCEPTUAL AND METHODOLOGICAL CONSIDERATIONS FOR USE IN PLANNING STATE SYSTEMS OF EDUCATION SERVICE AGENCIES

**Report IX. THE ROLE OF EDUCATION SERVICE AGENCIES IN METROPOLITAN AREAS

a) Two other products of the ESA Study series not shown above are: a library collection of primary documents and illustration of exemplary ESA practices, housed at the AASA/National Association of Education Service Agencies, and, the staging, in June, 1979, of an Invitational Symposium on ESAs.

*Subcontract with the Edgewood Independent School District, San Antonio, Texas (National Institute of Education, Department of Health, Education, and Welfare, Grant #OE-G-0-72-4449).

**Subcontract with the AASA/National Association of Education Service Agencies (U.S. Office of Education, Department of Health, Education, and Welfare, OE #300-78-0056).

# FACTORS INFLUENCING LOCAL EDUCATION AGENCY PARTICIPATION IN THE PROGRAMS AND SERVICES OF EDUCATION SERVICE AGENCIES IN THE STATE OF TEXAS

Project Staff

E. Robert Stephens, Director
Grace A. Bensimon, Research Associate
Tony P. McAdoo, Research Associate
Noble J. Gividen, Senior Consultant

ESA Study Series/Report No. VI

October, 1979

This report was funded by a subcontract with the Edgewood Independent School District, San Antonio, Texas (National Institute of Education, Department of Health, Education, and Welfare, Grant #OE-G-72-4449). However, the contents do not necessarily reflect the position or policy of either agency, and no official endorsement of these materials by the agencies should be inferred.

ACKNOWLEDGEMENTS

More than 725 people in Texas contributed to this study. Nearly 700 LEA superintendents made approximately 40,000 judgements concerning the state's network of Regional Education Service Centers (RESCs). The executive directors of the 20 RESCs provided indispensible assistance. In addition to making themselves and their staff members available for phone calls, they provided 100 percent response on one instrument, and 95 percent response on another which required RESC input data on the participation of 236 LEAs in regional services. Several TEA officials, notably James Hill, Associate Commissioner for Field Support Services, and Ernest Chambers, Director of Regional Program Development, were critical advocates and suppliers of data. I hope all those who provided such great help find the study worthy of their patience, cooperation and assistance.

Noble J. Gividen
Senior Consultant

TABLE OF CONTENTS

TABLE OF CONTENTS

TABLE OF CONTENTS

TABLE OF CONTENTS

LIST OF TABLES

LIST OF TABLES

LIST OF FIGURES

LIST OF FIGURES

# CHAPTER I

# INTRODUCTION

One of the arguments made for the formation of educational service agencies (ESAs) in nearly every state where they have been established is that they provide improved service access to students and staff of local education agencies (LEAs). ESAs often have been able to provide services which individual LEAs were unable to offer because of limited enrollment, excessive distance, or limited financial resources. Urban, as well as non-urban districts have found it advantageous to share in the support and utilization of services provided by ESAs. While service scope and general access have increased in many jurisdictions served by ESAs, little attention has been paid to the issue of equalization.

## Problem Statement and Significance

In the course of extending opportunity for all, have the conditions of extension made programs and services of ESAs adequately and equitably accessible to districts according to their differential needs and desires? This is a complex question to investigate for a number of reasons. First one must translate adequate and equitable accessibility to appropriate use of ESA services. Then one must ask if districts make appropriate use, that is, do they participate according to their differential needs and desires? The obligation exists to gauge actual use and desired use of services and then make the necessary comparison. And finally, when and where differences exist, what accounts for them? Is it money alone that enables an LEA to get the ESA services it wants, or do size and remoteness, or more subtle factors like leadership and communication, influence participation?

The literature is essentially devoid of the treatment of this question. Some states measure participation in services and learn, thereby, the degree to which participation has been extended, but not whether or not the extension has been equitable, and whether or not appropriate use of services has been achieved. Several states have addressed the issue in the funding of ESAs, but scant attention has been given to the import of the funding or the import of other factors which affect LEA participation in ESA services. This study makes a beginning. It is confined to one state. It attempts to gatner data and make observations concerning the influence of wealth, size and other LEA and ESA variables upon the LEA use of ESA services in Texas. No claims are made about the study's applicability to other states, but it is hoped, of course, that the experience will be useful if interest in equitable accessibilty spreads and other studies are undertaken.

## Funding

Considerable ambiguity exists concerning factors which should influence LEA use of ESA services. With the exception of the funding issue, these matters are usually addressed in the planning and establishment of individual ESAs and/ or statewide networks, but forgotten thereafter.

From the 26 state descriptive study of ESAs, 22 states supplied data concerning their expenditures for all of elementary and secondary educa-

tion, and for that portion expended by ESAs.[1] While the accuracy of all reports may be subject to some question, there are reliable dimensional data that place the financial support of ESAs in proper perspective. The 22 states spent about 60 billion dollars for all elementary and secondary education in 1977-78.[2] Twenty-six billion was from state appropriations. In the same year and in those same states, approximately 1.7 billion was spent by ESAs -- 764 million from local sources, 675 million from the states, and 262 million from the federal level.

Responses to equalization in ESA financing vary from the ultimate of full funding from state and/or federal sources, to the assumption that the differential funding of LEA current expenditures according to LEA wealth is sufficient to equalize LEA access to ESA services. Several states, like Texas, are somewhere between these extremes, with ESA financial support coming from state, local and federal sources. New York and Pennsylvania, for example, partially subsidize the cost of LEA use of ESA services according to LEA wealth. In New York an incentive option for partial reimbursement according to LEA financial effort also exists. But wnatever the scheme, the ESA funding plans adopted by various states do not seriously disturb their overall equalization balance or lack thereof.

The descriptive study mentioned above indicates that the total 1977-78 ESA spending from all sources in the 22 reporting states was approximately 2.8 percent of the cost of elementary-secondary education. The study further shows that state financial support of ESAs is generally a very small portion of state aid for elementary-secondary education. It is less than one percent in 13 of tne states and exceeds five percent in only two. In Texas, 1.1 percent of state aid in 1977-78 went to the network of regional education service centers (RESCs). The impact of such small amounts of state aid upon basic equalization conditions is not likely to correct fundamental weaknesses or upset excellent models.

The foregoing statement is not intended to diminish the importance of the equalization issue as it applies to ESA financing. It merely attempts to put the issue into perspective and to thwart arguments that ESA funding is a serious contaminant to existing state finance systems. On the contrary, within the limited scope of ESA state financing the issue of fairness in funding is timely and it is quite important. The relatively small dimension of the ESA finance problems makes them manageable. It is easier to achieve needed changes, if any, before state financing of ESAs grows to the point where significant change may require more dollars than the financial and/or political environment will produce. Equitable availability of ESA programs and services for LEAs is thus an overriding issue that must accompany the extension of opportunity. The cost of improving equalization here is relatively small, yet there may be no place in the state system of finance where such small investment can achieve so much, if administrators, teachers and students in low-wealth districts are indeed experiencing less than adequate access to existing ESA programs and services they need. Relatively minor adjustments in ESA funding amounts and/or procedures may make significant differences in service utilization.

## Other Influences

Where ESA services are primarily available through state and federal support, as in Texas, the issue of local wealth may not be dominant among LEA and ESA variables relevant to participation. Thus this study must explore the role

TABLE 1

ESTIMATED RECEIPTS, IN TWENTY-TWO REPORTING STATES, FOR ALL ELEMENTARY/SECONDARY EDUCATION AND FOR ESAs; THE PERCENTAGES OF EACH STATE'S TOTAL RECEIPTS AND ESA RECEIPTS FROM FEDERAL, STATE AND LOCAL SOURCES

| | Total Revenue Receipts | | | Federal Receipts | | | State Receipts | | | Local Receipts | | | Percent[c] of Total Elementary/ Secondary Receipts From | | | Percent[c] of ESAs' Receipts From | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | All Elementary/ Secondary Education[a] (000's) | LSAs[b] (000's) | | All Elementary/ Secondary Education (000's) | ESAs (000's) | | All Elementary/ Secondary Education (000's) | ESAs (000's) | | All Elementary/ Secondary Education (000's) | ESAs (000's) | | Fed'l | State | Local | Fed'l | State | Local |
| 1 | 2 (5+8+11) | 3 (6+9+12) | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 |
| Alaska | $ 329,882 | $ 350 | 0.1 | $ 51,399 | $ - | - | $ 220,752 | $ 350 | 0.2 | $ 57,731 | $ - | - | 15.6 | 66.9 | 17.5 | - | 100.0 | - |
| California | 8,983,838 | 410,000 | 4.6 | 1,002,088 | 45,000 | 4.5 | 3,425,189 | 150,000 | 4.4 | 4,556,561 | 215,000 | 4.7 | 11.2 | 38.1 | 50.7 | 11.0 | 36.6 | 52.4 |
| Colorado | 1,168,800 | 17,360 | 1.5 | 49,500 | 4,900 | 9.9 | 428,000 | 170 | 0.04 | 691,300 | 12,290 | 1.8 | 4.2 | 36.6 | 59.1 | 28.2 | 1.0 | 70.8 |
| Georgia | 1,218,422 | 7,394 | 0.6 | 161,874 | 1,900 | 1.2 | 605,619 | 3,000 | 0.5 | 450,929 | 2,412 | 0.5 | 13.3 | 49.7 | 37.0 | 26.8 | 40.6 | 32.6 |
| Illinois | 4,628,639 | 5,986 | 0.1 | 309,800 | 225 | 0.07 | 2,317,737 | 3,886 | 0.2 | 2,201,102 | 1,875 | 0.1 | 6.7 | 45.8 | 47.6 | 3.8 | 64.9 | 31.3 |
| Indiana | 1,827,630 | 1,075 | 0.06 | 106,630 | 50 | 0.05 | 945,000 | 650 | 0.07 | 776,000 | 375 | 0.05 | 5.8 | 51.7 | 42.5 | 4.7 | 60.5 | 34.9 |
| Iowa | 1,333,230 | 68,381 | 5.1 | 71,340 | 5,000 | 7.0 | 546,459 | 23,081 | 4.2 | 715,431 | 40,300 | 5.6 | 5.4 | 41.0 | 53.7 | 7.3 | 33.8 | 58.9 |
| Massachusetts[d] | 2,467,658 | 825 | 0.03 | 101,880 | 300 | 0.02 | 840,286 | 525 | 0.06 | 1,525,492 | - | - | 4.1 | 34.1 | 61.8 | 36.4 | 63.6 | - |
| Michigan | 4,040,696 | 262,945 | 6.5 | 203,534 | 39,969 | 19.6 | 1,375,863 | 88,471 | 6.4 | 2,461,299 | 134,505 | 5.5 | 5.0 | 34.1 | 60.9 | 15.2 | 33.6 | 51.2 |
| Minnesota | 1,788,658 | 3,812 | 0.2 | 105,093 | - | - | 1,034,454 | 3,812 | 0.4 | 649,111 | - | - | 5.9 | 57.8 | 36.3 | - | 100.0 | - |
| Nebraska | 447,111 | 15,296 | 3.4 | 32,500 | 921 | 2.8 | 80,500 | 344 | 0.4 | 334,111 | 14,031 | 4.2 | 7.3 | 18.0 | 74.7 | 6.0 | 2.2 | 91.7 |
| New Jersey[d] | 3,174,000 | 3,500 | 0.1 | 115,000 | 2,500 | 2.2 | 1,258,000 | 1,000 | 0.08 | 1,801,000 | - | - | 3.6 | 39.6 | 56.7 | 71.4 | 28.6 | - |
| New York | 8,250,400 | 305,308 | 3.7 | 333,300 | 20,354 | 6.1 | 3,165,100 | 135,959 | 4.3 | 4,752,000 | 148,995 | 3.1 | 4.0 | 38.4 | 57.6 | 6.7 | 44.5 | 48.8 |
| North Carolina | 1,767,658 | 3,635 | 0.2 | 247,582 | 1,530 | 0.6 | 1,190,076 | 2,105 | 0.2 | 330,000 | - | - | 14.0 | 67.3 | 18.7 | 42.1 | 57.9 | - |
| Ohio[d] | 3,415,000 | 65,642 | 1.9 | 201,500 | 4,812 | 2.4 | 1,393,300 | 21,789 | 1.6 | 1,820,200 | 39,041 | 2.1 | 5.9 | 40.8 | 53.3 | 7.3 | 33.2 | 59.5 |
| Oklahoma | 918,000 | 3,050 | 0.3 | 102,000 | - | - | 506,000 | 3,050 | 0.6 | 310,000 | - | - | 11.1 | 55.1 | 33.8 | - | 100.0 | - |
| Oregon | 1,000,500 | 29,100 | 2.9 | 48,000 | 5,400 | 11.3 | 300,000 | 3,300 | 1.1 | 652,500 | 20,400[e] | 3.1 | 4.8 | 30.0 | 65.2 | 18.6 | 11.3 | 70.1 |
| Pennsylvania | 4,737,500 | 355,788 | 7.5 | 395,000 | 84,800 | 21.5 | 2,142,900 | 187,958 | 8.8 | 2,199,600 | 83,030 | 3.8 | 8.3 | 45.2 | 46.4 | 23.8 | 52.8 | 23.3 |
| Texas | 4,797,737 | 73,241 | 1.5 | 484,003 | 22,233 | 4.6 | 2,486,000 | 27,554 | 1.1 | 1,827,734 | 23,454 | 1.3 | 10.1 | 51.8 | 38.1 | 30.4 | 37.6 | 32.0 |
| Washington | 1,468,690 | 22,500 | 1.5 | 111,180 | 7,700 | 6.9 | 935,555 | 7,200 | 0.8 | 421,955 | 7,600 | 1.8 | 7.6 | 63.7 | 28.7 | 34.2 | 32.0 | 33.8 |
| West Virginia | 605,314 | 2,971 | 0.5 | 69,683 | 1,097 | 1.6 | 370,865 | 1,679 | 0.5 | 164,766 | 195 | 0.1 | 11.5 | 61.3 | 27.2 | 36.9 | 56.5 | 6.6 |
| Wisconsin | 1,846,362[b] | 42,000 | 2.3 | 84,520 | 13,000 | 15.4 | 632,386 | 8,800 | 1.4 | 1,129,456 | 20,200 | 1.8 | 4.6 | 34.3 | 61.2 | 31.0 | 21.0 | 48.1 |
| 22 States Total | $60,215,725 | $1,700,159 | 2.8 | $ 4,387,406 | $261,773 | 6.0 | $26,000,041 | $ 674,683 | 2.6 | $29,828,278 | $763,703 | 2.6 | 7.3 | 43.2 | 49.5 | 15.4 | 39.7 | 44.9 |

[a] National Center for Education Statistics, Statistics of Public Elementary and Secondary Day Schools, 1977-78 School Year (Final)
[b] From questionnaire to state education agencies (SEAs) in Stephens' multi-state LSA study, phone calls to SEAs in Iowa, Michigan, Nebraska, Oregon, Pennsylvania and Texas
[c] Totals for rounded percentages may vary from 99.9 to 100.1
[d] Massachusetts, Regional Education Centers only, New Jersey, Education Improvement Centers only, Ohio, three networks--County Superintendencies, Special Education Regional Resource Centers (SERRCs) and Regional Education Service Centers (RESAs)
[e] Regional tax, $14,800,000. + local contracts, $5,600,000

of size, remoteness, effort, ethnicity, leadership and other factors as well as wealth as it attempts to assess their influence upon LEA use of ESA services.

Why Texas?

The Request for Proposal (RFP) to which this study responds called for an examination of the role of ESAs in increasing educational opportunity "in no less than three and no more than six states."[3] The project staff's request that the multi-state requirement be dropped and replaced by a focus on Texas alone, was approved. There were a number of reasons for the request:

1. After exploring the literature and examining the return of data in the 26 state descriptive sutdy, it was assumed by project staff that a multi-state study of factors which influence LEA participation in ESA services was premature. A single-state study seemed a logical and necessary prelude to a multi-state consideration, and there were insufficient resources and time to do both. There are so many differences in the quality and availability of data among various states, that it was appropriate to concentrate on one state and develop study technology which could be adapted for use in other states at another time.

2. The RFP designation of Texas as a necessary component of the study reflects a number of important considerations.

   a. This study is subcontracted through the Edgewood Independent School District in San Antonio, Texas. It was logical, therefore, for the RFP to specify the district's native state as one of those to be studied. Furthermore, while Edgewood was not a participant in the proposal development, its interest in the accessibility issue should be great. The district, with a large Mexican American population, has meager local resources to support is schools. Known to be among the bottom on the scale of wealth for Texas local districts, in 1977-78 Edgewood proved to be the poorest, at $12,399 per child, of the 684 LEA respondents in this study.*

*Wealth was computed by dividing (refined) average daily attendance (ADA) into the district's Average GOER property value. "Average GOER" (Governor's Office of Education Resources) is the average of two property wealth indices from 1977-78 data base files, "GOER Full Market Value" and "GOER Agricultural Use Market Value." Edgewood's $12,399 index of wealth was obtained by dividing the ADA, 17,409, into GOER Average Value, $215,848,200.

b. There was inordinate interest in and commitment to this study in Texas. It was expressed by Commissioner Brockette; by Associate Commissioner for Field Support Services, James Hill; by Ernest Chambers, Director of Regional Program Development; and by the Executive Directors of the state's Regional Education Service Centers (RESCs). It was later confirmed by the impressive response rate from LEA superintendents and by repeated assistance provided by the Texas Education Agency (TEA) and the RESCs.

c. In many ways, Texas has the diversity in funding strategies to make it an appropriate arena in which to investigate the variables that seem to impact upon accessibility. Some services are supported entirely by state and/or federal funds, some by local funds, and the costs of others are shared.

d. Texas has great diversity in other factors that affect LEA use of ESA services; factors such as wealth, enrollment, pupil/teacher ratio, effort, ethnicity and remoteness (distance between LEAs and ESAs).

e. The Texas RESCs do not appear to be tradition bound. This young network is barely a decade old, but it has sought and/or been subjected to several changes in its brief history, it prides itself on its openness and its flexibility. The chances of implementing some study recommendations, be they of substance, would seem reasonably good.

f. Despite the network's youth, it had continually become more important and more secure in the eyes and intentions of the Texas Education Agency (TEA) and the Texas Legislature prior to 1979-80. Born in 1966-67, in a decade the network moved from a tenuous federally supported network at the $1,500,000 annual support level, to a $70,000,000 operation supported by a mix of state, local and federal funds, with the latter the smallest of the three.* In 1978-79 investment in RESCs approximate $75,000,000, with the state providing about $30,000,000 and the LEAs providing more than half of the remainder.**

## Limitations

This study reflects the traditions and the uniqueness of Texas. The general study design and methodology should be useful to other states, as will implications of some of the findings. However, great care should be exercised in attempting to translate findings to other settings.

*See Table 4, p. 18

**1977-78 data for this study was collated and analyzed, and this report well underway prior to the Legislature's action to reduce base RESC funding for the next biennium, 1979-81. The implications of that action and the future adjustments it may prompt in RESC are mentioned in the final Chapter.

## Definitions

The terms and acronyms, and the variables for local education agencies (LEAs) and the Regional Education Service Centers (RESCs) are defined to faciliate reading and understanding of the report.

Terms and Acronyms. The following are the most frequently used expressions.

1. State Education Agency (SEA): The state agency which has prime responsibility by law for elementary and secondary education.

2. Texas Education Agency (TEA): The SEA in Texas.

3. Local Education Agency (LEA): The school administrative district at the local level which is supported and maintained by public funds and local leadership. It includes all local and county unit districts which exist as distinct administrative units under boards of education and which are assigned primary program responsibility by the State for delivering elementary and/or secondary education.

4. Education Service Agency (ESA): A public agency organized to serve a group of LEAs and /or the SEA in the sub-state geographic region which encompasses the LEAs. In Texas, ESA is synonymous with RESC or ESC.

5. Regional Education Service Center (RESC) or Education Service Center (ESC): The ESA in Texas.

6. Refined Average Daily Attendance (ADA): Regular ADA minus ineligible ADA (underaged, overaged), reported annually by each LEA superintendent.

7. GOER Average Value: The average of two full market property values established by the Governor's Office of Educational Research (GOER) when varying local assessment ratios and values were translated to a state standard.* GOER full market value and GOER agricultural use market value are used to determine the local share of the state Foundation Program, and the average of the two, when divided by refined ADA, is GOER average value, the measure of LEA wealth used in this study.

LEA Variables. The following six LEA variables were used in regression analyses to determine their relationship to the LEA use of RESC services. Size and wealth were also used is comparisons of means of use measures and perceptions measures.

1. Size: Number of pupils in refined ADA.

2. Wealth: GOER average value per pupil in refined ADA.

*TEA's office of Education Information suggested the use of GOER average value as a wealth index, and advised that the State Tax Assessment Practices Board now computes the standard property values.

3. Effort: Local school tax rate computed by dividing GOER average value into the maintenance levy.

4. Remoteness: Distance in miles from LEA central office to the RESC central office or RESC satellite, whichever is closer.

5. Staff Ratio: Average number of students per professional staff member.

6. Ethnicity: Percentage enrollment for Spanish surname, black and all other students, fall survey, 1977.

RESC Variables: The relationship of LEA use of RESC services to regional variables was probed.

1. Number of LEAs: Count of LEAs in region. (Vary from 13 to 100 in Texas.)

2. Size: 1977 fall enrollment of all LEAs in region was used in analysis. Refined ADA instead of enrollment was used for wealth and receipts measures.

3. Wealth: Regional GOER average value per pupil in refined ADA, or sum of all LEA GOER values divided by sum of all LEA refined ADAs.

4. Expenditure Level: Estimated 1977-78 RESC receipts divided by refined ADA of region (sum of LEA ADAs). Per pupil expenditures estimates computed according to total receipts and according to sources: federal, state and local.

5. Remoteness: The number of miles from the farthest LEA central office to the RESC central office is used in the regression analyses. In the analyses of means, the regions with satellites were compared to a group of regions without satellite offices and with more than 150 miles between the farthest LEAs and the RESC offices.

6. Size of Staff: Total number of professional staff, full-time equivalents, reported by each region for the 1977-78 school year.

7. Ethnicity: Percent of general population for black, Spanish surname, and all others.

## CHAPTER II

## THE EDUCATION SETTING -- TEXAS AND ITS REGIONS

Presented in this chapter are selected characteristics of public elementary-secondary education in the state of Texas and of the Regional Education Service Centers (RESCs). This overview is limited to those factors which bear most directly on the main emphases of the present investigation, and are intended to contribute to an understanding of a number of major contextual features under which the RESCs function.

### A. THE STATE SYSTEM OF ELEMENTARY AND SECONDARY EDUCATION

In Texas, the Legislature entrusts policy direction and general oversight of elementary and secondary education to the State Board of Education, a corporate body whose 24 members are elected for six-year terms by the voters in each of the state's 24 congressional districts. With State Senate confirmation, the State Board of Education appoints the Commissioners of Education for a six-year term. The Commissioner provides leadership and management direction for the state school system, which includes the LEAs and the 20 Regional Education Service Centers.

#### Selected Characteristics of Texas LEAs

In 1977-78, the base year for the present study, 1100 public LEAs were in existence in the state. A total of 2,726,490 students were enrolled. The state's average daily attendance (ADA) was 2,576,002. The 52 largest districts, representing only 4.7 percent of the 1100 LEAs, enrolled over 54 percent of the states' total student ADA. Over 75 percent of the public LEAs (844) had an ADA of 1000 students or less.[4]

The preponderance of LEAs in Texas are k-12 districts known as Independent School Districts (ISDs). The few Rural High School Districts (RHSDs) are, despite their title, also k-12 districts. The Common School Districts (CSDs) are rapidly disappearing.*

#### Wealth-Size Distribution of LEAs

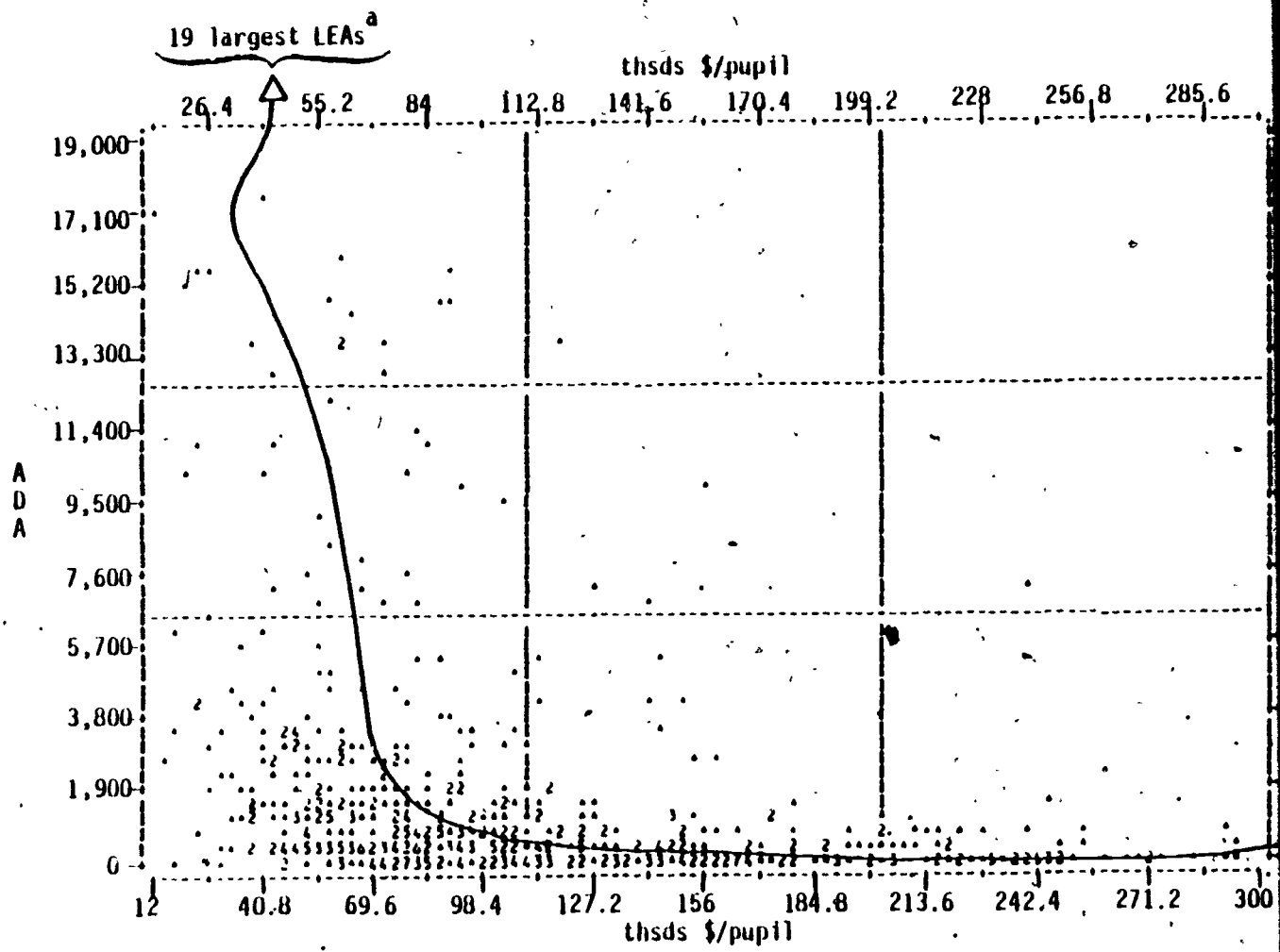
At the suggestion of the TEA's Office of Education Information, the project staff utilized GOER average market value as the index of local wealth. Using 1977-78 data tapes supplied by the Texas Education Agency (TEA), average LEA wealth for Texas was computed as approximately $83,000 per pupil in refined ADA, the median as approximately $94,000.

Figure 1 shows the wealth-size distribution of 684 LEAs whose superintendents (or their designees) responded to the survey instrument mailed to all

* 1977 legislation discontinued state funding of county superintendents' offices as of 12/31/78. Many common school districts are joining neighboring ISDs.

FIGURE 1

WEALTH-SIZE SCATTERGRAM AND DISTRIBUTION CURVE OF 684 LEAs




[a]10 from < $30,000 to $60,000/pupil
6, $60,000 to $83,000/pupil (state avg.)
3, $100,000 to $106,000/pupil

[b]39, < 300 ADA
13, 300 to 1,000 ADA
9, 1,000 to 3,200 ADA

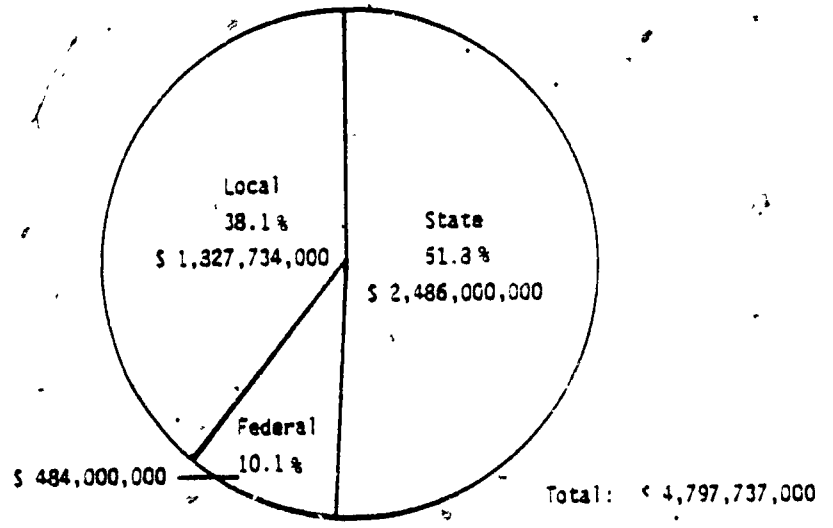
districts. Six hundred four are plotted on the graph, and 80 LEAs fell beyond its ranges. Nineteen are above the size of 19,000 pupils and another 61 are beyond the $300,000 mark in wealth per pupil. Each asterisk (*) represents one LEA. Numbers replace asterisks where more than one LEA falls at a given wealth-size point. The significance of the distribution lies in the clustering of districts toward the bottom and left of the chart, the tendency for most large districts to be relatively poor, and the marked, almost exclusive, tendency for the very rich districts to be confined to small LEAs.

## Sources of Funding

Revenue receipts for public elementary-secondary education in 1977-78 was $4,797,737,000. As shown in Figure 2, these monies were derived from three principal sources: state receipts (51.8 percent), local receipts (38.1 percent), and federal receipts (10.1 percent). This percentage distribution compares with the national average of 44.1 percent from state sources, 47.8 percent from local sources, and 8.1 percent from federal sources. The total revenue receipts of approximately 4.8 billion dollars ranked third in the nation behind California and New York.[5]

FIGURE 2

ESTIMATED LOCAL, STATE AND FEDERAL RECEIPTS FOR ALL ELEMENTARY/SECONDARY EDUCATION FOR 1977-78 IN TEXAS




Source: Statistics of Public Elementary and Secondary Day Schools, 1977-78, School Year (Final), National Center for Education Statistics, Washington, D.C., p. 33.

## National Rankings and Comparisons of Selected Texas Data with National Averages

Personal income and selected governmental and educational finance data are cited here to place Texas in relationship to the national picture. For

example, as shown in Table 2, in 1975-76 the Texas per capita total revenue of all state/local governments was $911.11 compared to the national average of $1,193.41. This ranked Texas 39th in the country and represented 83 percent of the national average. In per capita property tax for state and local government, Texas, at $213.18, ranked 29th and was at 80 percent of the national average of $265.54. In total expenditures of state and local governments for all education in 1975-76, Texas ranked 30th at $427.48. This represented 94 percent of the national average. In 1977-78 estimated current expenditures for public elementary/secondary schools, Texas ranked 42nd at $1,352.00 per pupil ADA. This represented a 78 percent level of the national average of $1,742 per ADA.

TABLE 2

PERSPECTIVE: RANKINGS OF SELECTED 1975-78 TEXAS DATA, AND COMPARISONS WITH NATIONAL AVERAGES

| Selected Characteristics | Amount | Rank | U.S. Avg. | % of U.S. Avg. |
|---|---|---|---|---|
| Per capita personal income 1976 | $6,201.00 | 25 | $6,399.00 | 97 |
| Per capita total general revenue of all state/local government, 1975-76 | 991.11 | 39 | 1,193.41 | 83 |
| Per capita property tax of state and local government, 1975-76 | 213.18 | 29 | 265.54 | 80 |
| Per capita total expenditures of state and local governments for all education, 1975-76 | 427.48 | 30 | 452.80 | 94 |
| Estimated current expenditures for public elementary/secondary school per pupil in average daily attendance, 1977-78 | 1,352.00 | 42 | 1,742.00 | 78 |

Source: Ranking of the States, 1978, National Education Association, Washington, D.C., 1978.

In the 1970's, Texas has made great improvements in its equalization effort. The state's share of the Foundation Program reached 85 percent, and the state-local sharing, $915 per pupil, in 1977-78. Nevertheless, this "equalized level" was more than $400 below the state's average current expenditure of $1352 per pupil.[6] LEAs tend to see their payments for RESC services as coming from this unequalized portion of their expenditures.

## B. A BRIEF DESCRIPTION OF THE REGIONAL EDUCATION SERVICE CENTERS*

### Establishment

In 1965, the Texas legislature authorized the State Board of Education to develop plans and operating procedures for a state-wide system of regional education media centers to be supported with equal amounts of state and local funds. Under Senate Bill 408, the state of Texas established Regional Education Media Centers"... to provide educational media materials, equipment, maintenance thereof, and services to the public free school districts of this state who participate herein." In 1967, prior to the activation of the Regional Education Media Centers, and at the request of the State Board of Education, the legislature broadened the scope of the 1965 legislation to include provisions for the establishment of Regional Education Service Centers (RESCs).

Presently there are 20 such regional centers in the state. As indicated in Figure 3, the regions include all areas of the state. The RESCs are an integral component of the Texas elementary/secondary education system funded from a combination of local, state, and federal sources. They are not branch offices of the Texas Education Agency, but should be defined as special district ESAs.** The Texas Attorney General's Office certified RESCs as local education agencies (LEAs) eligible to receive federal funds.

### Programs and Services Provided by RESCs

The legislation concerning Regional Education Service Centers in Texas specifies that they are to provide educational media services and other services to local districts, and coordinate educational planning within their respective regions. In addition, regulations adopted by the State Board of Education for the RESCs specified a fourth basic purpose: to participate in appropriate statewide programs approved by the Commissioner of Education and the State Board of Education. Services mandated by state legislature and/or the TEA include:

- regional planning
- educational media services
- computer services
- educational services for children with handicapping conditions
- guidance and counseling services
- assistance with crime prevention and drug education programs***
- bus driver training

---

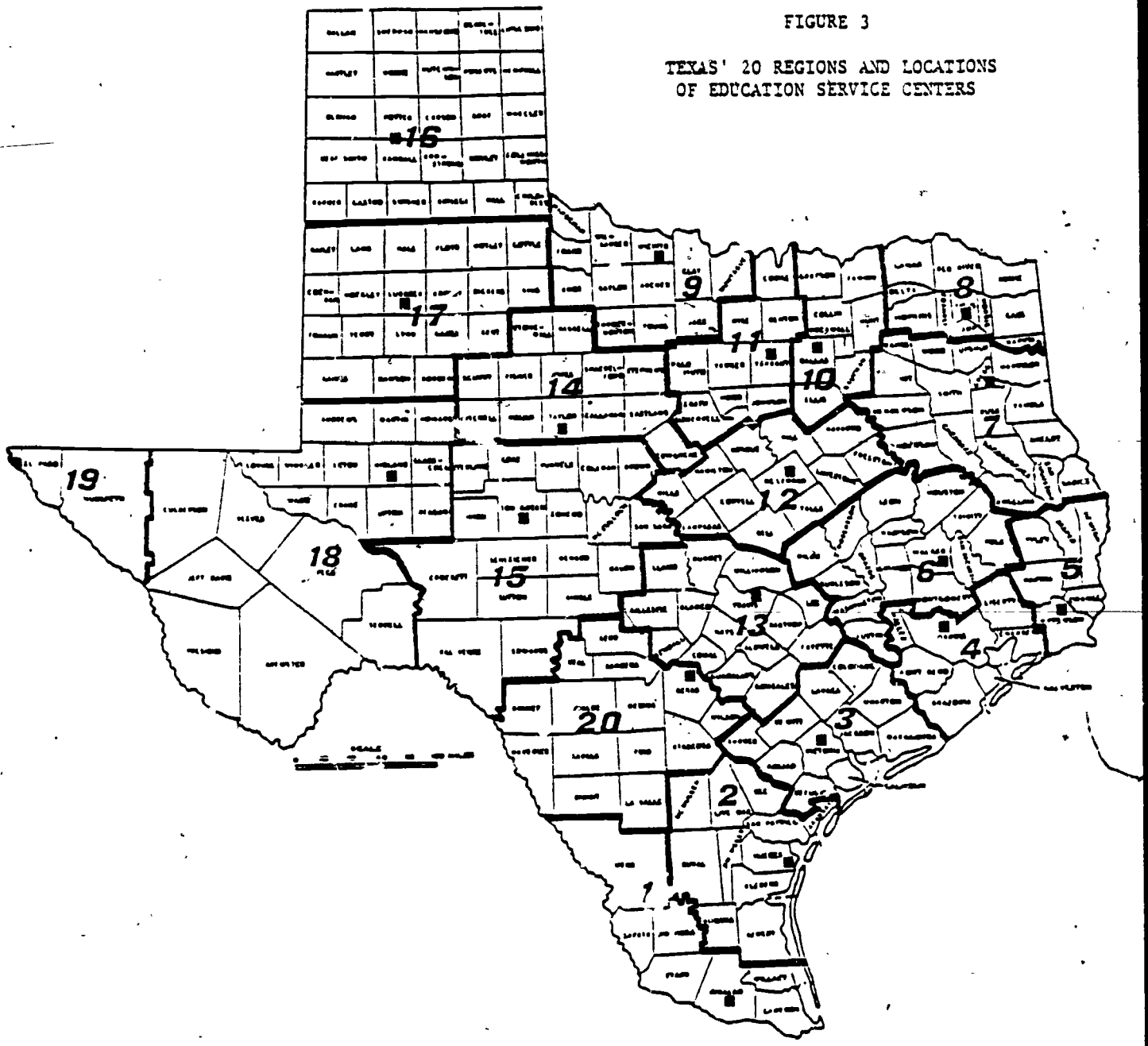
* The historical background and governance characteristics cited are taken from an unpublished speech delivered by TEA's Director of Regional Program Development, Ernest Chambers, in Austin, Texas, in 1977.

** This term is used in the Stephen's descriptive study to identify intermediary service agencies which are supported and controlled by both the state and local levels.

***Special funding through RESC will be dropped in 1979-80.

FIGURE 3

TEXAS' 20 REGIONS AND LOCATIONS
OF EDUCATION SERVICE CENTERS



Programs in bilingual and/or migrant education are supported by categorical funding where targeted populations exist. A somewhat standard group of services is covered by parts of this study and they are listed, along with brief descriptions and related information in Table 3.

## Governance Characteristics

The state legislation authorizing service centers gave the State Board of Education authority to create rules and regulations for the establishment and governance of the centers. The flow chart presented in Figure 4, indicates the leadership, advisory, and authority lines of governance of the Texas RESCs as it existed in 1977-78.

According to this governance system, each RESC has a seven-member board of directors whose members were elected by a joint committee.* The joint Committee, which also acts as an advisory body to RESC, is composed of representatives of LEAs. The board of education of each twelve-grade LEA selects one representative, usually the superintendent, as its joint committee member. Members of the RESC board of directors, the policy-making body of the agency, may not be activey engaged in education as an employee or LEA board member, nor can he or she sell goods or services to the RESCs. Each RESC also has an advisory committee which must include LEA teachers, supervisors and principals.

## Finance Characteristics

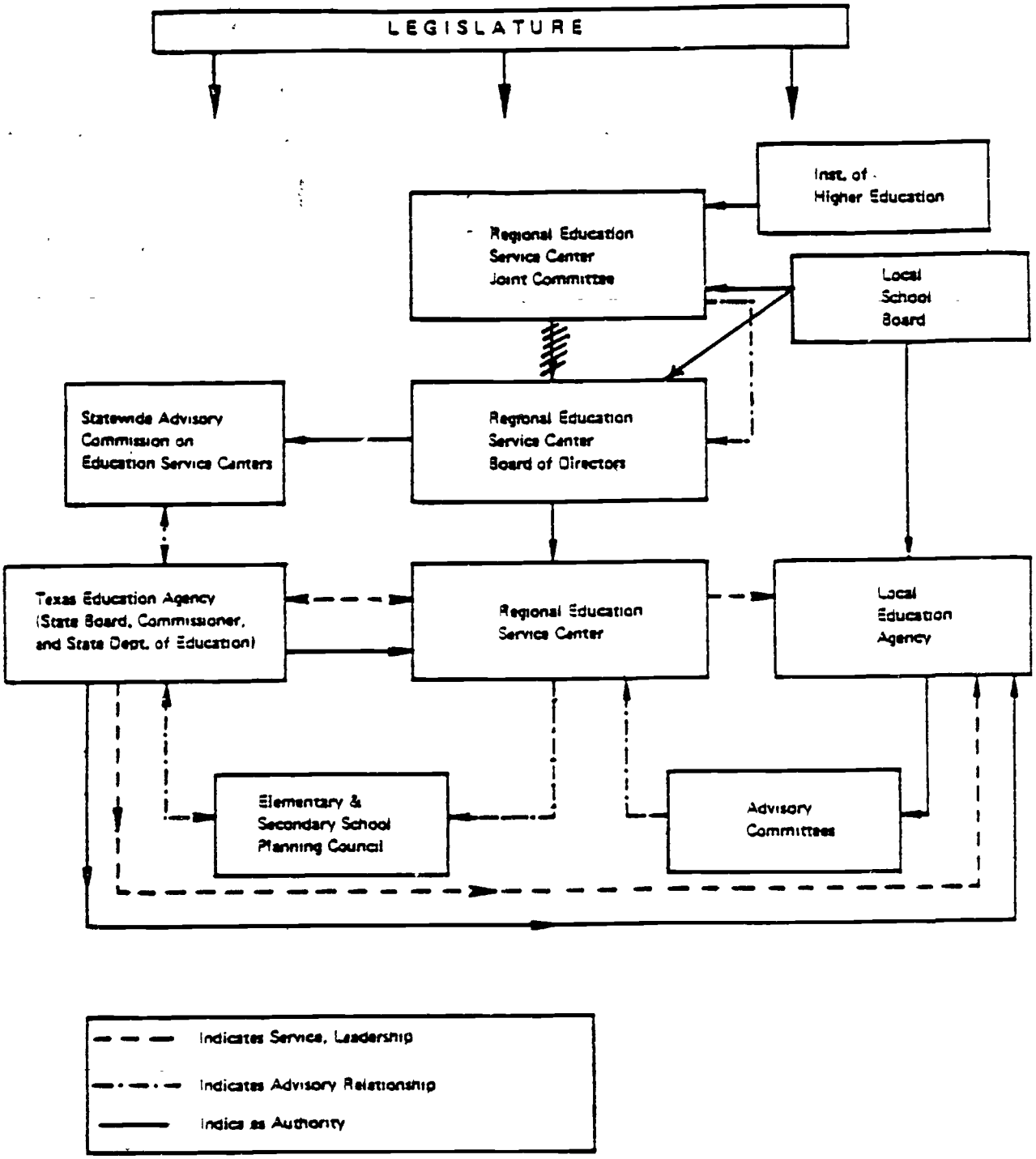
In 1967-68 the initial basic support for the regional agencies was provided by federal ESEA, Title III funds. Media funds were supplied by state/local matching funds and ESEA, Title VI funds were used to assist programs for children with handicapping conditions. In 1969-70, programs for these children were also supported by state funds, and in the same year, state assistance for RESC computer services began. In 1972, the end of reliance on Title III funds for basic support was initiated with state funding equal to the 1967-68 Title III level. In 1975 basic statewide support, exclusively from state funds, was increased from $2 per student in ADA to $3 per student. The legislation authorized the Commissioner of Education to develop a formula for distribution of the funds. In 1977 the Legislature approved Senate Bill 1, thereby increasing base funding to approximately $10,150,000 or 0.45 percent (0.45 of one percent) of the state's Foundation Program. The Legislature also directed that the distribution provide $200,000 for each RESC, a total of $4,000,000, and that the remainder, approximately $6,150,000, be distributed on an ADA basis. Region IX, the smallest in ADA, got approximatley $291,000, and Region IV, the largest, received about $1,400,000.**

* In 1979, the State Board of Education changed the governance system. Members of RESC Boards of Directors are now elected by LEA Board Members and the RESC Joint Committee is advisory only.

**For 1979-80, base funding was reduced approximately 14 percent statewide because some RESC balances at the end of 1977-78 were regarded as excessive by the Legislature. For the current school year the appropriation is $9,100,000.

FIGURE 4

LEADERSHIP-SERVICE, ADVISORY AND AUTHORITY RELATIONSHIPS FOR RESCs




*The relationship shown in this Cis Myers chart in 1977 was representative in 1977-78, the year studied.[7] However, the authority line between the joint committee and the board of directors has been crossed out, and a new slanted arrow added to show changes enacted by the Texas State Board of Education in 1979.

TABLE 3

DESCRIPTION AND RELATED DATA FOR 25 RESC SERVICES
(All LEA participation is voluntary)

| | Service | Description | # Regions Offering | Recipients | Financial Support |
|---|---|---|---|---|---|
| 1. | Planning, Evaluation and/or Accreditation | Assist LEAs with needs assessment, goal setting, planning; assist in proposal development, evaluation of federal programs; assist in accreditation plans and other requested processes | 20 | LEA staffs | Mix of base funding, LEA payments, workshop participant fees |
| 2. | Media, Film Library | Requested 16mm films, 8mm films, tapes, slides and other media delivered to LEAs and picked up at regular intervals | 20 | LEA staffs | LEA payments matched by maximum of $1/ADA by state payments to RESC |
| 3. | Media, In-Service | Instruction in media strategies, use of materials and operation of equipment | 20 | LEA staffs | Variety of strategies includes base funding, use of portion of film library funds, LEA payments, workshop participant fees |
| 4. | Media, Equipment Repair | RESC picks up, replaces parts, repairs and returns media equipment; at least one RESC, as convenience to LEAs, gets equipment to and from commercial repairer | 11 | LEAs | LEA payments |
| 5. | Computers, Student Accounting | Report cards, attendance, test-scoring, etc. | 20 | LEAs | Some state subsidy to Regional and Multi-regional Processing Centers (RPCs and MRPCs), bulk of support from LEA payments |
| 6. | Computers, Business Services | Tax rolls, payrolls, accounts payable, budget reports, etc. | 20 | LEAs | Same as computers, student accounting |
| 7. | Computers, Student Terminals | Student use of terminals in LEAs for computer programming, problem-solving, variety of autotutorial programs, and guidance information re: post-school plans | 13 | LEA students | LEA payments |
| 8 | Special Education, Child Find | Assist LEAs in identifying and locating handicapped children in need of special LEA programs | 20 | LEAs | Categorical federal funds |
| 9 | Special Education, In-Service | Staff and curriculum development, including "how to" develop IEPs (individual education plans) and FEPs (facility education plans) | 20 | LEA staffs | Categorical state funds and LEA payments |
| 10. | Special Education Materials (SEIMC) | Supplying of resource materials for special classes | 20 | LEA teachers | Mix of categorical state and federal funds, LEA payments |
| 11. | Pupil Services | Staff training and advisement, student assessment and counseling | 20 | LEA staff and students | Mix of base, federal and state categorical, LEA payments |
| 12. | Crime Prevention and Drug Education | Support and in-service education, special programs | 20 | LEA staff and students | Categorical state funds |
| 13. | Bus Driver Training | Driving and safety instruction | 20 | LEA drivers | Categorical state funds |

TABLE 3 (Continued)

| | | | | | |
|---|---|---|---|---|---|
| 14. | Driver Education | All or part of complete training -- in-service education, classroom instruction, behind-the-wheel instruction, simulator loan or rent, simulator training, at least one region has driver range | 20 | LEA staff and students | LEA payments |
| 15. | Career Education | Resources, in-service education to diffuse career education in regular curriculum | 20 | LEA staff | Categorical state funds, LEA payments |
| 16. | Diffusion, Promising Practices | Disseminate new knowledge, report promising practices, respond to requests for information | 20 | LEA staff | Categorical state and federal funds |
| 17. | Bilingual Education | Instructional support, including curriculum and staff development, training requirements for certification | 18 | LEA staff in schools with minority students, especially Mexican American | Categorical state funds |
| 18. | Migrant Education | Fiscal agent for cooperatives, in-service education and/or direct instruction | 18 | LEA staff and students | Categorical federal funds |
| 19. | Gifted and Talented | In-service education and/or special programs | 19 | LEA staff and students | Mix of base funding, grants, LEA payments |
| 20. | Cooperative Purchasing | Pooling of LEAs' needs for quantity discounts | 6 | LEAs | Base funding or LEA payments for program administrations |
| 21. | Adult Education | Basic education for adults, HS equivalency, other adult education | 12 | Drop-outs and interested adults | Categorical state and federal funds, participant fees in some programs |
| 22 | Right to Read | In-service education | 20 | LEA staff | Categorical federal funds |
| 23. | Health Services | School nurse, collaboration with public health agencies | 8 | LEA students | LEA payments, public health services |
| 24 | Management Services (other) | In-service education for administrators, planning services, consultation in management by objectives, program budgeting, legislative information, etc. | 20 | LEA administrative and non-instruction staff | Base funding, grants, LEA payments, workshop participant fees |
| 25. | In-Service Education (other) | Any in-service education not included in above services | 20 | LEA staff | Base funding, categorical funds, LEA payments, workshop participant fees |

Sources for "# Regions Offering" (number of), RESC executive directors, see instrument, Appendix B; for other data, Stephens' multi-state ESA study and phone calls to RESCs

As shown in Table 4, since its beginning there have been steady, sometimes sharp, increases in RESC funding through the 1977-78 study year. In the first year of tri-part funding, 1967-68, the total revenue from all sources was $8,103,774, with 62 percent from federal sources, and 19 percent from each of the state and locals levels. In 1977-78, support had risen to $73,241,075, with the state the leader at 38 percent followed by 32 percent local and 30 percent federal support. This funding was equivalent to $28 per student, statewide, with regional variations from $13 to $51 per student (Table 5 and Figure 5).

TABLE 4

1966-67 THROUGH 1977-78 FUNDING SUMMARY, REGIONAL EDUCATION SERVICE CENTERS

| Year | Federal | State | Local | Total |
|---|---|---|---|---|
| 1966-1967 | 1,457,402 | --- | --- | 1,457,402 |
| 1967-68 | 5,026,584 | 1,498,196 | 1,578,994 | 8,103,774 |
| 1968-69 | 9,034,218 | 2,740,223 | 3,191,948 | 14,966,389 |
| 1969-70 | 8,081,312 | 3,832,144 | 4,104,124 | 16,017,580 |
| 1970-71 | 12,199,881 | 7,700,329 | 5,286,851 | 25,187,061 |
| 1971-72 | 14,146,834 | 6,603,710 | 7,413,028 | 28,163,572 |
| 1972-73 | 7,685,168 | 11,535,431 | 10,993,682 | 30,214,281 |
| 1973-74 | 12,460,896 | 14,575,463 | 12,084,151 | 39,120,510 |
| 1974-75 | 12,315,209 | 15,968,611 | 15,092,759 | 43,376,579 |
| 1975-76 | 13,377,000 | 22,298,400 | 15,194,700 | 50,870,100 |
| 1976-77 | 23,866,882 | 23,910,429 | 21,530,180 | 69,307,491 |
| 1977-78 | 22,232,823 | 27,554,227 | 23,454,625 | 73,241,075 |

Source: TEA, Division of Regional Program Development

RESCs do not possess taxing authority. In addition to the cited revenue receipts from the federal, state and local levels, there are some non-revenue receipts, such as fees sometimes charged to participants in adult education and in-service education.

## State Commitment to the RESC Network

The strong commitment of the Texas Education Agency (TEA) and the State Legislature to the RESCs can be demonstrated in a number of ways. Fiscal support for the service centers from state sources has been increasing from the inception of the network. In addition, the TEA has made categorical funds available to RESCs as an incentive for local school districts to participate in regional activities.

TABLE 5

ESTIMATED LOCAL, STATE, FEDERAL AND TOTAL RESC REVENUE RECEIPTS PER PUPIL IN ADA; 1977-78

| Region | Headquarters Location | RESCs Receipts: $/Student | | | |
|---|---|---|---|---|---|
| | | Local | State | Federal | Total |
| I | Edinburg | 7 | 6 | 15 | 28 |
| II | Corpus Christi | 3 | 10 | 12 | 25 |
| III | Victoria | 8 | 12 | 13 | 33 |
| IV | Houston | 12 | 16 | 2 | 30 |
| V | Beaumont | 1 | 8 | 4 | 13 |
| VI | Huntsville | 4 | 9 | 15 | 28 |
| VII | Kilgore | 4 | 9 | 5 | 18 |
| VIII | Mount Pleasant | 5 | 14 | 6 | 25 |
| IX | Wichita Falls | 9 | 35 | 2 | 46 |
| X | Richardson | 10 | 7 | 6 | 17 |
| XI | Fort Worth | 5 | 8 | 5 | 18 |
| XII | Waco | 5 | 29 | 1 | 35 |
| XIII | Austin | 9 | 25 | 9 | 43 |
| XIV | Abilene | 4 | 13 | 30 | 47 |
| XV | San Angelo | 5 | 20 | 26 | 51 |
| XVI | Amarillo | 11 | 24 | 8 | 43 |
| XVII | Lubbock | 10 | 9 | 8 | 27 |
| XVIII | Midland | 5 | 10 | 13 | 28 |
| XIX | El Paso | 9 | 20 | 9 | 38 |
| XX | San Antonio | 11 | 10 | 6 | 27 |
| Avg. per Region* | | 6.85 | 14.75 | 9.70 | 31.30 |
| Statewide Avg.** | | 8.35 | 13.13 | 7.14 | 28.62 |

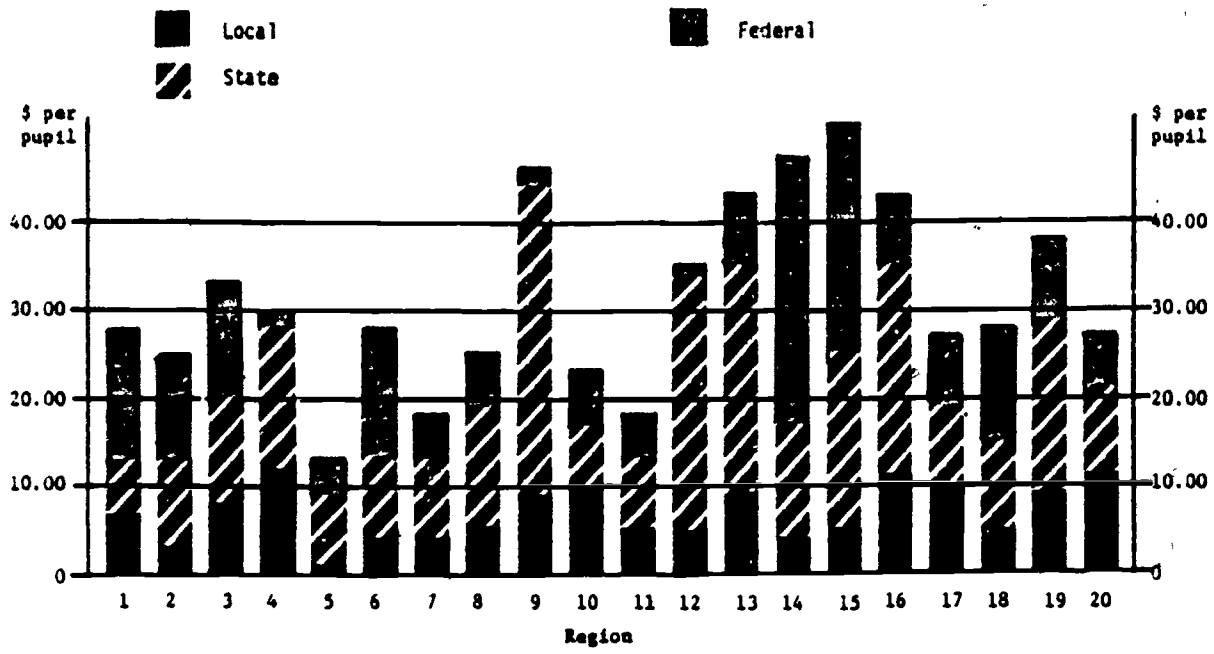
*Assigns equal weight to all regions. Thus, the "average per region" is the sum of each column divided by twenty.

**The estimated statewide receipts in each category were divided by the statewide ADA of 2,576,002.

Data Sources: 1977-78 refined ADA for each region and the receipts for Region I, from TEA, November, 1978. Estimated receipts for other regions from RESCs, Summer, 1978.

FIGURE 5

ESTIMATED LOCAL, STATE, FEDERAL AND TOTAL RESC REVENUE RECEIPTS PER PUPIL IN ADA, 1977-78




The joint planning activities between the TEA and the 20 service centers is perhaps unmatched in the nation and stands as clear evidence of the importance of the network to the state education agency. The principal agency for joint planning activities between the TEA and the network is the Commissioners Planning Council for Regional Services. Membership on the Planning Council is composed of the 20 executive directors of the service units, and these senior level TEA officials: the Commissioner of Education; Deputy Commissioner for Administrative Services; Deputy Commissioner for Program Development; and the nine associate commissioners of the nine departments of the agency. The Planning Council is chaired by the Associate Commissioner for Field Support Services.

The Planning Council meets monthly. In a recent speech on the Texas system of service agencies, Associate Commissioner for Field Support Services, James L. Hill, cited three values of the Planning Council: the executive directors of the RESCs systematically bring field concerns and problems from the LEAs to the TEA's senior staff; the meetings afford the executive directors opportunity to share issues relative to mandates for RESCs to provide

services and coordinate planning in the regions; and, the executive directors can "... asist the TEA in the development and implentation of statewide plans for educational improvement."*

Further evidence of state commitment to RESCs is provided by the designation of a full-time middle manager and small staff to facilitate coordination activities between the TEA and the 20 service agencies.

## Accountability of the Units

The 20 RESCs presently operate under a legislatively mandated accountability system which may be unique for states with ESAs. Senate Bill 1, passed in 1977, requires that the RESCs in each five-year period:

1. perform a self-study of the effectiveness of its services to local schools districts;

2. invite a panel of distinguished personnel from other service agencies, public school administrators, and other persons deemed appropriate by the service center board to evaluate the practices and services provided; and,

3. be subject to a management and service audit conducted by the Texas Education Agency.[8]

The new legislation augments administrative, political, program and financial accountability associated with the governance and advisory structure earlier identified as boards of directors, joint committees and professional advisory committees of teachers, principals and supervisors. In addition there are two other requirements in place:

1. The Commissioner of Education must approve final candidates for the position of executive director before final selection is made by the board of directors.

2. Each RESC must submit an annual operating report to the TEA.

## Selected Descriptive Data for RESCs

Demographic Characteristics. Table 6 was devised to provide quick insight into general size and wealth aspects of the RESCs by showing region-by-region data and state totals or averages.

* James L. Hill, Associate Commissioner for Field Support Services, Texas Education Agency (unpublished speech delivered at Annual Conference of the AASA/National Organization of County, Intermediate, and Educational Service Agencies, New Orleans, Louisiana, February 13, 1979).

TABLE 6

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

| Region | Headquarters Location | Number of Counties | Number of LEAs | Area in Square Miles | Distance to Farthest LEA | Refined ADA | Wealth Per Student | Size of Professional Staff |
|---|---|---|---|---|---|---|---|---|
| I | Edinburg | 7 | 39 | 10,515 | 145 | 147,984 | $ 39,029 | 70 |
| II | Corpus Christi | 11 | 45 | 11,414 | 101 | 94,523 | 88,009 | 15 |
| III | Victoria | 11 | 41 | 10,833 | 85 | 50,442 | 140,291 | 21 |
| IV | Houston | 7 | 56 | 6,856 | 85 | 513,722 | 93,821 | 98 |
| V | Beaumont | 6 | 30 | 5,152 | 70 | 83,362 | 81,205 | 23 |
| VI | Huntsville | 15 | 60 | 12,110 | 125 | 78,157 | 90,370 | 79 |
| VII | Kilgore | 17 | 100 | 13,305 | 111 | 122,170 | 88,706 | 41 |
| VIII | Mount Pleasant | 11 | 49 | 6,419 | 70 | 48,534 | 71,313 | 25 |
| IX | Wichita Falls | 12 | 40 | 10,513 | 70 | 37,427 | 85,345 | 38 |
| X | Richardson | 8 | 81 | 6,548 | 73 | 347,930 | 76,447 | 103 |
| XI | Fort Worth | 10 | 82 | 7,745 | 87 | 206,871 | 67,939 | 37 |
| XII | Waco | 12 | 82 | 11,316 | 100 | 89,619 | 62,230 | 45 |
| XIII | Austin | 15 | 60 | 12,957 | 90 | 126,995 | 79,748 | 93 |
| XIV | Abilene | 13 | 51 | 12,155 | 100 | 43,123 | 148,365 | 29 |
| XV | San Angelo | 18 | 49 | 25,224 | 165 | 42,314 | 85,522 | 26 |
| XVI | Amarillo | 26 | 74 | 25,805 | 150 | 68,647 | 125,115 | 44 |
| XVII | Lubbock | 20 | 65 | 18,966 | 112 | 79,757 | 142,231 | 33 |
| XVIII | Midland | 19 | 33 | 37,145 | 250 | 65,030 | 166,146 | 25 |
| XIX | El Paso | 2 | 13 | 5,095 | 120 | 102,438 | 44,762 | 53 |
| XX | San Antonio | 14 | 50 | 15,945 | 150 | 226,957 | 48,135 | 94 |
| TOTAL/AVERAGE | | 254 | 1100 | 266,018 | 113 | 2,576,002 | $ 82,809 | 992 |

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

Comparison of Selected RESC Characteristics with Those of Some Other State Networks. Additional perspective of RESCs can be gained by comparing selected characteristics of the Texas Network with those of comprehensive networks of ESAs in other states. Table 7 on the following page highlights the following: number of LEAs per region, enrollment in public LEAs, land area of the region served by the units in each network (in square miles), and the major thrusts of the networks in providing services to public LEAs. For the latter, emphasis is given to whether or not the networks provide direct instructional services to students, or instructional support services such as media and/or staff and curriculum development for LEA staffs.

TABLE 7

COMPARISONS OF SELECTED CHARACTERISTICS OF THE TEXAS RESCs WITH THOSE OF ELEVEN OTHER ESA SYSTEMS

| State | Number of ESAs in State | Number of ESAs Responding | Number of LEAs in Reporting Regions | | | LEA Enrollment in Regions, Fall, 1977 (000's) | | | Land Area of Regions (sq. miles) | | | Major Programs and Services |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | Minimum | Maximum | Median | Smallest | Largest | Mean | Smallest | Largest | Mean | |
| 1. Colorado | 17 | 16 | 6 | 20 | 10 | 4 | 83 | 22 | 2,000 | 10,350 | 6,141 | staff and curriculum development, media |
| 2. Georgia | 16 | 16 | 7 | 89 | 21 | 21 | 475 | 68 | 40 | 5,617 | 3,600 | staff and curriculum development |
| 3. Iowa | 15 | 15 | 13 | 63 | 27 | 14 | 118 | 40 | 2,000 | 6,875 | 3,800 | staff and curriculum development, media, some direct instruction (especially pupils with handicapping conditions) |
| 4. Michigan | 58 | 24 | 2 | 36 | 11 | 5 | 482 | 57 | 301 | 3,801 | 1,091 | direct instruction (including vocational/technical and pupils with handicapping conditions), staff and curriculum development, media, computers |
| 5. New York | 44 | 44 | 6 | 56 | 15 | 3 | 255 | 47 | 139 | 3,195 | 1,060 | direct instruction (including vocational/technical and pupils with handicapping conditions), media, staff and curriculum development, computers |
| 6. North Carolina | 8 | 6 | 16 | 21 | 19 | 69 | 211 | 128 | 3,450 | 8,823 | 5,845 | management, computers, staff development services from SEA regional offices |
| 7. Oklahoma | 20 | 20 | 15 | 48 | 32 | 6 | 97 | 27 | 506 | 6,500 | 3,000 | staff and curriculum development (primarily for programs for pupils with handicapping conditions) services from SEA regional offices |
| 8. Pennsylvania | 29 | 22 | 1 | 46 | 17 | 23 | 105 | 63 | 54 | 3,950 | 1,560 | direct instruction (especially pupils with handicapping conditions), staff and curriculum development, media (also, selected services to non-public schools) |
| 9. Washington | 9 | 9 | 15 | 45 | 31 | 31 | 316 | 89 | 3,750 | 15,000 | 7,800 | staff and curriculum development, media, computers |
| 10. West Virginia | 8 | 8 | 4 | 12 | 6 | 31 | 72 | 51 | 1,528 | 5,155 | 2,846 | staff and curriculum development |
| 11. Wisconsin | 19 | 19 | 14 | 44 | 23 | 20 | 180 | 49 | 633 | 5,600 | 2,900 | direct instruction (including pupils with handicapping conditions), staff and curriculum development, media, computers |
| 12. Texas | 20 | 20 | 13 | 100 | 52 | 39 | 581 | 136* | 5,100 | 17,145 | 13,300 | media, curriculum and staff development, planning, computers |

*Median enrollment, Fall, 1977, approximately 90,000 pupils

Source: Stephens' multi-state ESA study

# CHAPTER III

## THEORETICAL BASIS FOR THE STUDY

The Texas study addresses the request for the proposal's concern about equity in the availability of ESA services to LEAs. Since half of the questions in the request related to LEA wealth, a major focus of the study deals with the relationship of LEA wealth to LEA participation in RESC services. In addition, however, effort is made to determine the impact of a number of LEA and ESA variables upon adequate and equitable access to ESA services.

### Participation

As indicated earlier, adequate and equitable access is translated to the equal ability of LEAs to get appropriate services, or services according to need. Thus this study seeks insight into equity in the service system by attempting to guage the extent of LEA use and desired use of RESC services.

Superintendents' Opinions. That assessment is based primarily upon the judgement of LEA superintendents concerning the actual and desired participation.

1. The ESA client is the LEA, and the cardinal rule in Texas, as in most states with ESAs, is that client use is voluntary. No one except the LEA ultimately should decide what ESA programs and services it needs and wants.

2. The LEA's interpretation of its use and desired use of ESA services is generally best expressed through the superintendent. In large districts, a designee in each may act for the superindendent, but most of the LEAs which fill the vast expanse of Texas are small, and the superintendent in each such district is likely to be personally involved.* He or she probably serves on the RESC Joint Advisory Committee and makes all or most of the decisions about participation in RESC services.

3. In Texas, as in many states, comparable statistical reports (counts of dollars, students and staff) relating to participation in RESC services are not available for most services on an LEA-by-LEA basis.

"Hard Data." In addition to obtaining opinions of LEA superintendents concerning actual and desired participation in ESA services, the study utilizes ESA reports of LEA participation, where data is available and comparable. In Texas, the TEA requires the RESCs annually to report region-wide expenditures, but it does not get LEA-by-LEA expenditures from the RESCs, except in media services. Thus the study asks the RESCs to supply media data and selected expenditure and other data on 236 randomly selected districts from the 684 LEAs which responded to the survey of actual and desired use of services.

*Of 684 respondents (from 1100 LEAs), 449 or 66%, were from schools of less than 1000 students. The remaining 34% were almost equally divided among the LEAs below 2501 ADA and those above 2500, 118 and 117 respectively. There are less than 200 LEAs in Texas with more than 2500 students.

The data on opinions of LEA superintendents, as well as the "hard data" collected from RESCs, are to be analyzed by multiple regression and comparisons of means.

Factors Which Influence Participation

In addition to analyzing information concerning participation, perceptions of LEA superintendents and RESC executive directors are sought concerning factors which influence participation.

Differences in Actual and Desired Participation. When differences exist between actual and desired use of RESC services, what factors account for them? The tabulation of the factors are to be examined to see how they vary among twenty-five services.

Incentives and Deterrents. Among possible incentives and deterrents, which most influence LEA participation in RESC services? Is state and/or federal aid more or less important than program quality or good communications between the RESCs and LEAs? How do the perceptions of superintendents compare to those of the executive directors? Comparisons are to be made of the means of superintendents' responses upon statewide and regional bases, and upon differences in wealth and size of LEAs.

Rank-Order of Major Influences. When forced to choose among influences and rank-order them from strongest to weakest, what will be the responses of the LEA superintendents and the executive directors? What will be the relationship of their respective perceptions? Will perceptions vary among superintendents of differing types of LEAs according to wealth and size?

The three-part investigations into possible factors which influence LEA participation in RESC services should contribute to improving perspectives of the TEA, the RESCs and the LEAs concerning the funding and other conditions which affect delivery of ESA services.

Study Questions

1. What are the statewide averages of LEA uses of RESC services as perceived by LEA superintendents?

2. What are the statewide averages of desired uses of RESC services as perceived by LEA superintendents?

3. What are the statewide averages of uses and desired uses of RESC services as perceived by superintendents of high-wealth and low-wealth LEAs?

4. What are the statewide averages of uses and desired uses of RESC services as perceived by superintendents of large and small LEAs?

5. What are the regional averages of LEA uses and desired uses as perceived by superintendents? How do they compare to statewide averages?

6. According to multiple regression analysis, how does participation, as perceived by LEA superintendents, vary according to six LEA variables?

7. What do school superintendents cite as reasons for LEAs participating in RESC services at less than desired frequency?

8. What are the statewide and regional means of participation in selected RESC services by 224 randomly chosen LEAs, as measured by RESC records?

9. What are comparisons of expenditures for selected RESC services in forty-one large (ADA > 2500) and forty-four small (ADA < 2501) LEAs?

10. What are the comparisons of per pupil expenditures for selected RESC services in forty-three rich and forty-two poor LEAs?

11. According to regression analysis, how does LEA participation in selected RESC services, as measured by RESC records, vary according to six LEA variables and nine RESC variables?

12. How does LEA participation in RESC services vary among RESCs grouped according to nine RESC characteristics?

13. What degree of influences do LEA superintendents and RESC executive directors, statewide, assign to possible incentives and deterrents to ESA participation in ESA services? What is the comparison of their perceptions?

14. How do the incentive-deterrent perceptions of LEA superintendents vary according to size and wealth of LEAs?

15. How does the average of the perceptions of the superintendents in each region compare to the statewide averages and to the ranges of regional averages concerning possible incentives and deterrents?

16. How do the incentive-deterrent perceptions of LEA superintendents vary according to the existence of their LEAs in regions clustered according to nine RESC variables?

17. What are the statewide distributions and average rankings assigned to six influences on LEA participation in RESC services by LEA superintendents and RESC executive directors?

18. What are the average rankings assigned to six influences on LEA participation in RESC services by superintendents in each region? How does each region's response configuration compare to the statewide average rankings and to the ranking of the RESC executive director?

19. What rank-orders are assigned to six important influences on LEA participation in RESC services, when superintendents' responses are grouped according to regional variables?

# CHAPTER IV

## METHODOLOGY

Texas evidenced considerable interest in the 26 state ESA descriptive study from its outset. The multi-state project and the accessibility concern was discussed briefly with TEA officials, with RESC executive directors and with chairmen of RESC boards of directors in a meeting in Austin in March, 1978. In the summer which followed there was unanimous return of the descriptive study instruments by the 20 executive directors. That data is now part of the national perspective being drawn on ESAs, and excerpts were utilized to develop regional profiles for this "Texas study."

Periodic telephone discussions with the TEA's Director of Regional Program Development, Ernest Chambers, and with various RESC executive directors occurred as the instrumentation development began in late summer. In early October a project staff member met with five executive directors and two Texas LEA superintendents concerning actual and desired uses of twenty-five RESC services. Among the group were M. L. Fullerton and Raymond Trotter. Fullerton, the Executive Director of Region IX, was also the chairman of the Planning and Evaluation Committee of the Texas Elementary/Secondary School Planning Council, which is composed of the 20 regional directors and Associate Commissioner for Field Services, James Hill. Trotter was President of the Texas Association of Community Schools, which is concerned with the interests of the Texas LEAs with only one high school.* At Fullerton's invitation a project staff member presented the revised draft of the instrument and other project plans to the Planning and Evaluation Committee in Austin in late October. The committee recommended participation to the full Planning Council on the following day. The Council and James Hill, on behalf of the TEA, endorsed the plan. The October trip to Austin was a key event in the project. Great commitment of Texas officials was demonstrated. They endorsed the first instrument, advised the project staff on other data gathering and approved the general project plan. In addition, the TEA agreed to provide mailing labels and base data tapes at a nominal cost, and another meeting was held with Raymond Trotter concerning endorsement of the project.

During November, 1978, letters from Associate Commissioner Hill were sent to all LEA superintendents asking them to respond to the instrumentation. Letters from the executive directors of the RESCs were also sent to LEAs encouraging the superintendents to participate in the study. When the first instrument packets were mailed to the 1100 LEA superintendents in November, 1978, those going to LEAs below 2500 in refined ADA included Trotter's endorsement letter on behalf on the Texas Association of Community Schools.**

*Project staff assumed that all or most LEAs with an enrollment under 2500 have a single senior high school. There are more than 900 such districts in Texas.

**The first set of mailing labels for Texas LEAs listed the names and addresses of 1107 superintendents. However, state funding for the offices of county superintendents ceased in December, 1978. Apparently, seven small districts merged with neighbors. The count of 1100 superintendents was affirmed on a region-by-region tabulation.

Data Sources.

The study utilized four sources of data.

1. The Texas Education Agency (TEA) was very helpful. Computer tapes and mailing labels were purchased and source documents obtained through the Agency. Mr. Chambers was the TEA coordinator for the basic multi-state descriptive study and liaison for this extension of the study. The TEA and RESC executive directors provided state and regional materials which aided project staff understanding of Texas.*

   Under the direction of Ms. Cis Myers, Administrative Assistant, the Office of the Lieutenant Governor published Regional Education Service Centers in Texas in February, 1977.[9]. Its comprehensiveness was impressive. The book covered governance, staffing, funds and programs and it developed profiles for each of the twenty regions. The publication and its author provided background and understanding to the project staff. Another publication read with interest and benefit is Texas Regional Education Service Centers: A Review.[10]

2. Data from the multi-state descriptive study were used. One section was completed by the TEA, another was executed by all twenty RESCs and yet another part was completed by all directors and two TEA officials. This brought the Texas profile up to date.

3. The 1100 superintendents of local education agencies were requested to participate in a study of their actual and desired uses of 25 programs and services offered by several or all RESCs in the state. The superintendents were also asked to indicate their reasons for differences between actual and desired usage. In the same instrument, the superintendents were requested to rate fifteen possible incentives and an equal number of possible deterrents to participation in RESC services. A sample of the respondents to this two-part probe was further requested to rank order six factors according to their relative importance in influencing LEA participation in RESC services.

4. The twenty directors of the RESCs were asked to respond to the incentives-deterrents instrument and complete the rank-ordering exercise. In addition, they were requested to provide actual participation data on randomly selected districts in a few services where such data were available.

Approaches Used in Data Reporting and Data Analysis.

The main data collection activities used in the case study were begun in November, 1978, and ended in late February, 1979. A number of procedures were employed for the reporting and analysis of the data secured through the use of the new instruments used in the study. An overview of the major instrumentation and major procedures used follows. (See instruments in Appendix B.)

* Among various materials received were computer printouts from several RESCs concerning technical assistance services to LEAs.

Actual and Desired Use of Services and Reasons for Differences. Since comparable participation data consisting of counts of dollars and students or other measures were quite limited it was necessary to find another way to gauge participation. And since it was important to also gauge the extent to which LEAs desired to participate, emphasis in the study was placed upon client judgments. Thus, initial attention to participation was devoted to actual and desired uses of services, according to the judgment of the LEA superintendents. An instrument entitled, "Comparisons of Extents of Actual and Desired Uses of RESC Services in 1977-78 and Reasons for Differences, if Any", listed twenty-five RESC programs and services in the following format.

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| 4. Media, Equipment Repair | actual | 1 | 2 | 3 | 4 | 5 | 6 |
| | desired | 1 | 2 | 3 | 4 | 5 | 6 |

The one to six scale refers to the degree of participation:

1. Never
2. Almost Never
3. Occasionally
4. Frequently
5. Almost Always
6. Always

The respondents were asked to circle, after "actual" and "desired", the appropriate degree of participation upon completing the following statements.

(actual) "When this RESC service was available in 1977-78, this LEA _____ used it."

(desired) "This LEA should _____ have used this service in 1977-78."

Responses from 684 superintendents were analyzed by comparisons of means and by regression analysis for 25 RESC services. On a statewide basis, means of perceived use were compared to those of desired use. The same analysis was done for each region and compared to the statewide means. In addition, the responses from 273 LEAs at the wealth extremes of seven size categories were divided into two pairs of groups for large-small and rich-poor comparisons of means in each of 25 services. See Figure 6, page 31, for these size and wealth categories.

Through multiple regression analysis, the actual and desired uses, according to the perceptions of superintendents or their designees, were related to six independent or possible "predictor" variables -- size, wealth, effort, staff ratio, remoteness and ethnicity. In addition to multiple regression analysis, frequency counts were used to determine, on a service-by-service basis, which of seven possible reasons were most responsible for utilization below the desired levels. Reasons were:

1. No state/federal aid
2. Release time costs (substitutes, etc.)
3. Travel costs
4. Travel time
5. RESC fees
6. RESC program quality
7. LEA not involved in planning

Perceived Incentives and Deterrents to Participation. A list of fifteen incentives and fifteen deterrents was also part of the instrument that went to the 1100 superintendents in Texas. They were asked to, "Circle the degree of influence of factors as incentives and deterrents to your LEA's participation in RESC services." Responses were according to a five-point scale.

1. none (no incentive or deterrent)
2. weak (incentive or deterrent)
3. moderate (incentive or deterrent)
4. strong (incentive or deterrent)
5. very strong (incentive or deterrent)

In December this same instrument was sent to each executive director. The fifteen incentives and fifteen deterrents remained the same. There were slight wording changes. Whereas the LEA superintendent was asked about "your LEA" or "this LEA," each RESC executive director was asked about, "the LEAs in your region."

In addition to analyzing the means of the responses to compare the degrees of influence assigned to the various incentives and deterrents, the statewide means of the superintendents were compared to those of the twenty RESC executive directors, and to the means of the superintendents' responses from each region. Finally, the same divisions of the 273 responses analyzed for large-small and rich-poor comparisons of actual and desired uses, was used for similar comparisons of incentive-deterrent responses.

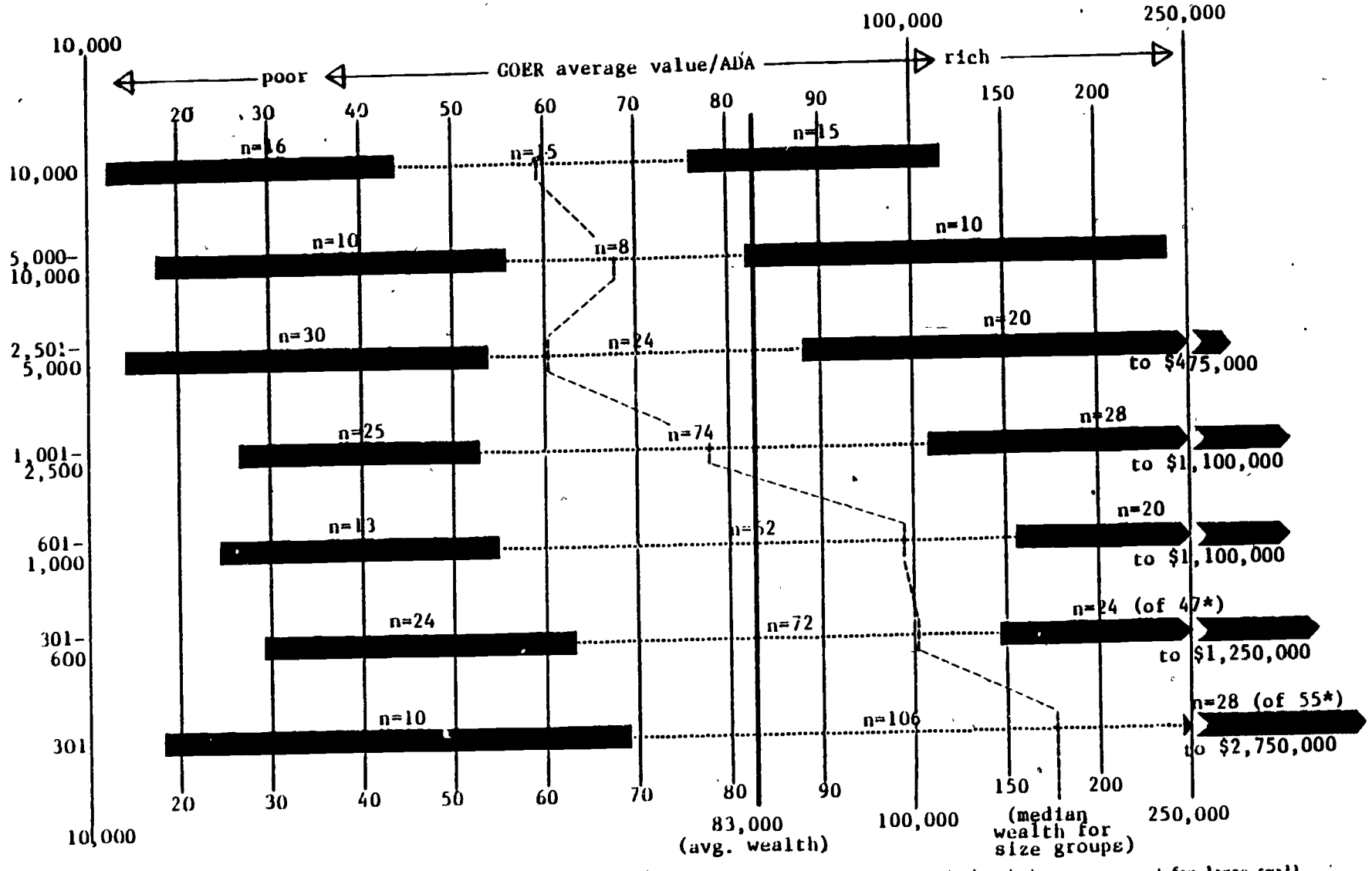
Rankings of Six Perceived Influences in Participation. From among the 684 participants in the first survey all eight respondents in Region XIX and twelve randomly selected LEAs in every other region, a total of 236 LEAs, were asked to do the following on a post-card survey. "Please rank order the factors below from strongest(1) to weakest (6) according to your opinion of their relative importance in influencing LEA participation in RESC services. (Use all 6 numbers in the ranking.)"

A. LEA wealth _____
B. LEA size (enrollment) _____
C. LEA remoteness (distance from RESC) _____
D. RESC program quality _____
E. RESC leadership _____
F. LEA leadership _____

This same information was obtained from the executive directors on the same instrument that listed the incentives and deterrents. The means of the rankings

FIGURE

DISTRIBUTION OF 273 LEAs USED FOR LARGE-SMALL AND RICH-POOR COMPARISONS




The samples. From the 684 respondent districts, 273 at the wealth extremes of the seven size categories, as depicted above, were used for large-small and rich-poor comparisons of means in actual-desired uses and incentives-deterrents. "Large" is composed of all LEAs >2,600 ADA, "small" is all those < 2,501. The "poor" group is all those at the left of the wealth scale, "rich" districts are on the right. The comparisons are shown in Tables 11, 12 and 19. In addition, 85 of 224 LEAs randomly selected for expenditures analyses, are among the 273 districts, and are represented in Table 17, and in Figure 12. From all three probes--actual-desired, incentives-deterrents, and RESC records of per pupil receipts--the bulk, 411, of the 684 LEAs were excluded. They are 361 districts in the mid-wealth range and 50 unselected LEAs* from two extremely wealthy groups.

*The range downward from such great wealth extremes was expanded by selecting only odd-numbered LEAs from the groups of 47 and 55, respectively. Thus, 23 and 27, respectively, a total of 50, were excluded.

were tabulated so that comparisons of the LEA responses with those of the executive directors could be made on a statewide and regional basis.

LEA "Hard-Date" Participation in Selected RESC Services. Despite the difficulty of getting comparable measures, the exploration of "hard-data" was not abandoned. The 20 RESCs were asked to supply actual participation data on selected services for each of 12 randomly chosen districts. The one exception, as noted earlier, was Region XIX, where data for eight districts were sought. (These 236 districts were also used for contacting LEA superintendents directly in the post-card survey.) After the sample LEAs in his region had been identified, each regional director was asked to indicate how much each LEA spent with RESC for media, driver education and computer services, and how much each LEA spent for all services in 1977-78. In addition, RESC was asked to count the number of students who participated in driver education, and the number of technical assistance contacts made with each identified LEA.

The usable data was run against the same independent variables used in analyzing the responses from LEA superintendents on extent of actual and desired uses. The multiple regression analysis was also used to determine what predictor relationship, if any, nine RESC variables might have on LEA participation in the selected services indicated above. The RESC variables were: size, wealth, expenditure (federal, state, local and total) levels, size of staff, remoteness and number of LEAs. Means of participation data were compared among regions clustered according to dimensions of the nine RESC variables.

Statewide and regional means were computed and compared, as were means of the rich and poor districts among eighty-five LEAs stratified by six size categories. The results of the hard data analyses were examined to see whether or not general and/or specific correlations existed with perceived participation.

Response Rate.

The LEA instrument mailed to 1100 superintendents consisted of both sides of a legal-size sheet. Table 9 shows the number and percent of respondents on a region-by-region basis. The sixty-two percent response, statewide, for such a formidable instrument, reflects the effectiveness of the advocacy of key officials concerning participation in the study.

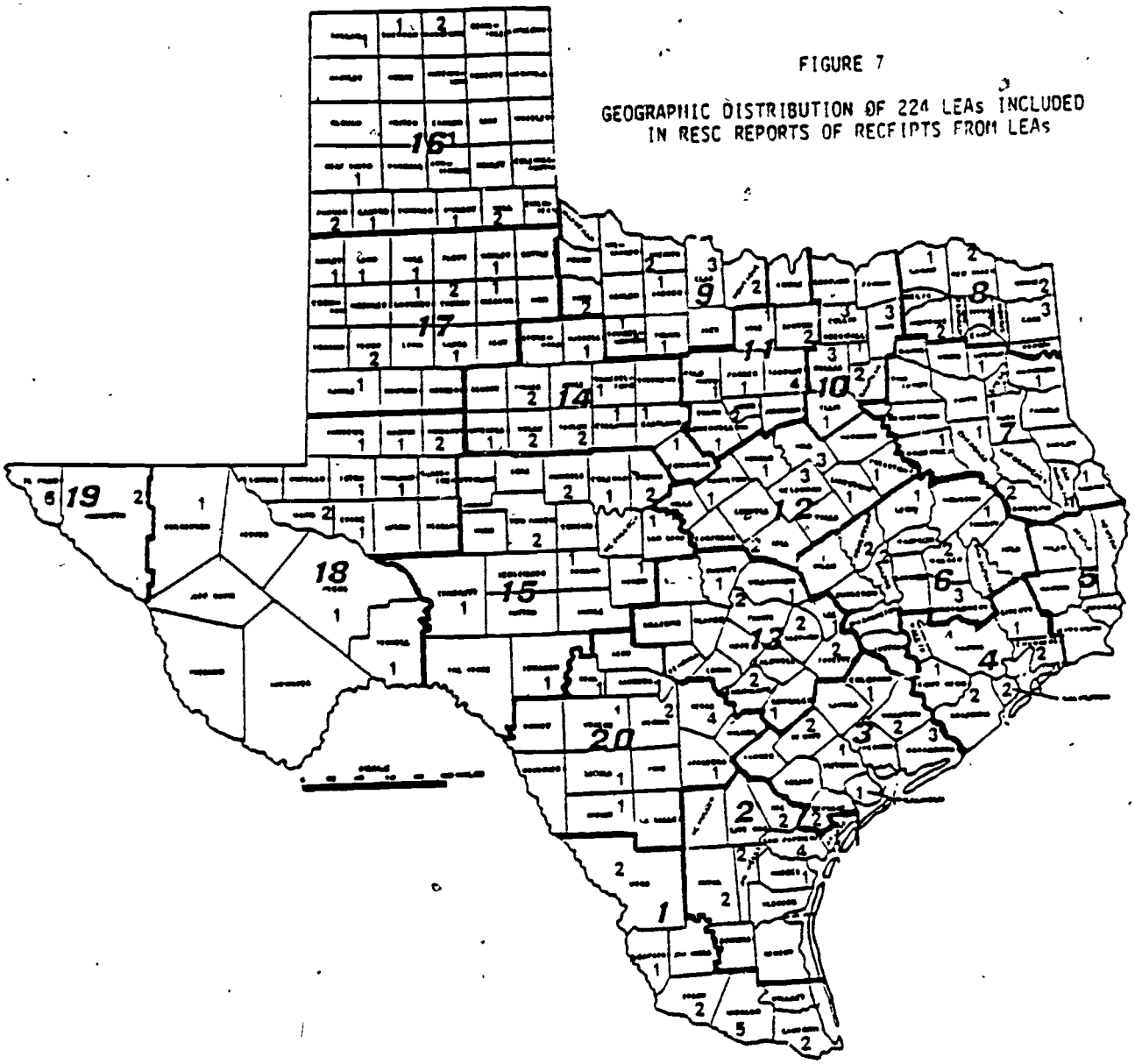
All 20 RESC directors executed and returned the December instrument which requested them to rank-order six influences and indicate their opinions of the degree to which certain factors acted as incentives or deterrents to LEA participation in RESC services.

The unanimous response of the directors was not quite matched in the request for "hard data" on 236 selected districts, but 19 of the 20 RESCs responsed on 224 districts, 95 percent of the random sample.* The geographic distribution of the 224 districts is shown in Figure 7.

*Participation data for 12 districts in Region V not received.

FIGURE 7

GEOGRAPHIC DISTRIBUTION OF 224 LEAs INCLUDED IN RESC REPORTS OF RECEIPTS FROM LEAs



The LEA superintendents responded promptly to the post-card rank order instrument. From the 236 instruments dispatched, 200 (85%) usable replies were received. Table 10 shows the number and percentage of responses.

TABLE 8

DATA COLLECTION

| Data Sought | Distribution | | Response | |
|---|---|---|---|---|
| | Source | Number Distributed | Number | Percent |
| Perceived Degree of LEA Use and Desired Use of RESC Services | Superintendents | 1100 | 684 | 62.2 |
| RESC Receipts from LEAs | (RESCs Records) | 236[a/] | 224[b/] | 94.9 |
| Incentives-Deterrents to Participation | Superintendents<br>Directors | 1100<br>20 | 684<br>20 | 62.2<br>100.0 |
| Rank-Order of Six Influences on Participation (Post cards) | Superintendents<br>Directors | 236<br>20 | 200<br>20 | 84.7<br>100.0 |

a/ Sample included 12 LEAs per RESCs, except 8 from Region XIX.

b/ Report on 12 districts in one region not received.

## Usable Data

In the "hard data" reports from RESCs, an ambiguous portion of the instrument obtained poor data on total LEA expenditures and replies were not usable. All other data were used except the technical assistance counts and replies that could not be coded. The technical assistance counts were dropped because they are not standardized from one region to another. Some RESCs count them not at all. It was not possible to make reliable comparisons. Driver education data were included in summaries of expenditures for selected services, but dropped from isolated comparisons because they were too scattered to be comparable.

Six hundred eighty four instruments out of 699 returns were used in the use-desired use and incentive-deterrent analyses. Many phone calls were made to clarify responses, but only 15 were not usable.

Only eight of 210 post-card replies were dropped because of uncodable replies.

TABLE 9

NUMBER AND PERCENT OF RESPONSES FROM SUPERINTENDENTS ON LEA USE AND DESIRED USE OF RESC SERVICES, REASONS FOR DIFFERENCES BETWEEN USE AND DESIRED USE, AND ON INCENTIVES AND DETERRENTS WHICH INFLUENCE PARTICIPATION

| Region Number | Number of LEAs | Number Returned | Percentage |
|---|---|---|---|
| I | 39 | 21 | 54 |
| II | 45 | 28 | 62 |
| III | 41 | 26 | 63 |
| IV | 56 | 49 | 88 |
| V | 30 | 14 | 47 |
| VI | 60 | 37 | 62 |
| VII | 100 | 65 | 65 |
| VIII | 49 | 26 | 53 |
| IX | 40 | 30 | 53 |
| X | 81 | 51 | 63 |
| XI | 82 | 51 | 62 |
| XII | 82 | 40 | 49 |
| XIII | 60 | 37 | 62 |
| XIV | 51 | 32 | 63 |
| XV | 49 | 40 | 82 |
| XVI | 74 | 45 | 61 |
| XVII | 65 | 41 | 63 |
| XVIII | 33 | 16 | 48 |
| XIX | 13 | 8 | 62 |
| XX | 50 | 27 | 54 |
| TOTAL | 1100 | 684 | 62.2 |

TABLE 10

POST CARD SURVEY: REGIONAL RESPONSES FROM SUPERINTENDENTS ON THE RANK-ORDERING OF SIX INFLUENCES ON LEA PARTICIPATION IN RESC SERVICES

| Region Number | Number Mailed | Number Returned | Response Rate (Percentage) |
|---|---|---|---|
| I | 12 | 11 | 92 |
| II | 12 | 10 | 83 |
| III | 12 | 10 | 83 |
| IV | 12 | 10 | 75 |
| V | 12 | 11 | 92 |
| VI | 12 | 10 | 83 |
| VII | 12 | 11 | 92 |
| VIII | 12 | 10 | 83 |
| IX | 12 | 11 | 92 |
| X | 12 | 11 | 92 |
| XI | 12 | 9 | 75 |
| XII | 12 | 9 | 75 |
| XIII | 12 | 8 | 67 |
| XIV | 12 | 9 | 75 |
| XV | 12 | 11 | 92 |
| XVI | 12 | 11 | 92 |
| XVII | 12 | 10 | 83 |
| XVIII | 12 | 11 | 92 |
| XIX | 8 | 6 | 75 |
| XX | 12 | 11 | 92 |
| TOTAL | 236 | 200 | 85 |

# CHAPTER V

# FINDINGS

Many questions were asked in the Texas study and much information was collected in an effort to answer them. To the extent feasible, data are portrayed in tables and graphs to facilitate reading. Readers interested in regional similarities and contrasts will find regional graphs (in the appendix) and tables of special interest, but they should be cautioned not to make value judgments about the RESCs as a result of studying this material. This study makes no pretense of evaluating regions. The focus is on LEA participation in RESC services, its relationship to desired participation, and implications of the data for equity in access to RESC programs and services. These findings are organized according to the project questions raised on pages 25 and 26.

## A. FINDINGS ACCORDING TO STUDY QUESTIONS

Question 1: What are the statewide averages of LEA uses of RESC services as perceived by LEA superintendents?

In addition to showing the averages, (O), of use, Figure 8 also shows the ranges of the regional averages. The lower ranges on the repair of media equipment (4), student computer terminals (7), cooperative purchasing (20), adult basic education (21), and health services (23) result from the services not being offered in some regions. (In such cases, LEAs wanting a service are sometimes able to get it from a neighboring RESC.) Conversely, the services with the highest averages, film library (2), Child Find (8), special education in-service (9), and bus driver training (13), are offered by all regions. Other variations in the average uses will be mentioned in relation to desired uses in the next question.

Question 2: What are the statewide averages of desired LEA uses of RESC services as perceived by LEA superintendents?

It is important for the reader to consider desired and actual uses together. The averages (O) in Figure 8 indicate a remarkable degree of agreement in Texas between the two -- an indication that the clients, the LEAs, are generally well satisfied with RESC services. The closeness of desired and actual uses also explains the variations in the means from service to service. In other words, some services are used more often than others because some are needed more often.

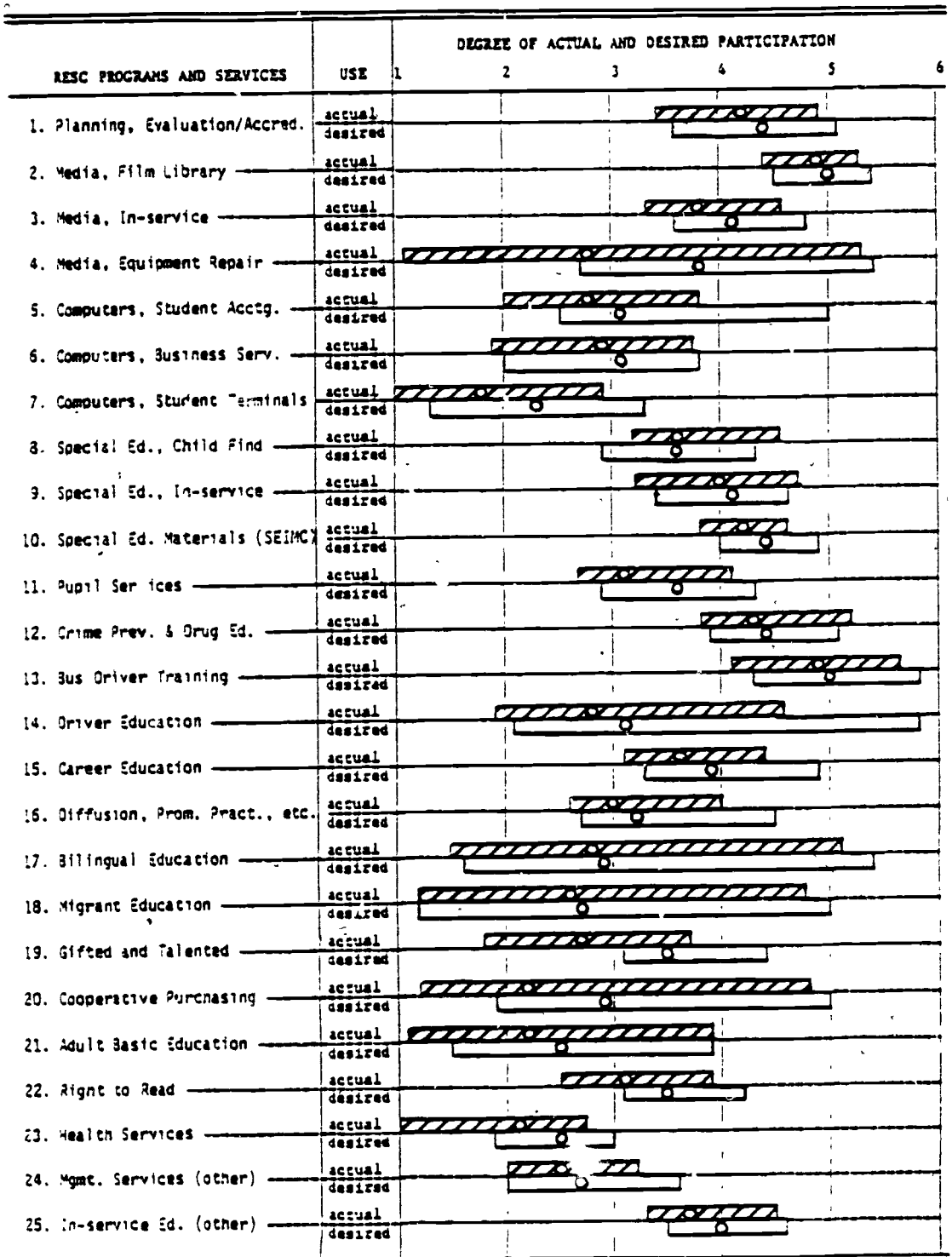
Although the differences of the means of actual and desired uses are small and reflect a high degree of client satisfaction, they are, nonetheless, statistically significant because of the large number of superintendents, 684, who responded. Only four differences, those in Child Find (8), bus driver training (13), bilingual education (17), and migrant education (18) were not statistically significant. The service areas in which clients desires most exceed perceived usage are media equipment repair (4), student computer terminals (7), pupil services (11), gifted and talented (19), and

FIGURE 5

STATEWIDE MEANS (O) OF DEGREE OF ACTUAL AND DESIRED 1977-78 USES OF TWENTY-FIVE RESC SERVICES, AS PERCEIVED BY 684 LEA SUPERINTENDENTS, AND THE RANGES OF THE REGIONAL MEANS OF THEIR RESPONSES

Ranges: "actual" use ▨ "desired" use ▭

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always



cooperative purchasing (29). These differences reflect the absence or near absence of the services in some regions. The regional variations are depicted on the regional graphs in the appendix.

Question 3: What are the statewide averages of uses and desired uses of RESC services as perceived by superintendents of high-wealth and low-wealth LEAs?

As shown by Table 11, there are no appreciable differences between the responses of superintendents of the rich districts and those of the poor ones when comparisons of perceptions are made. The largest single difference in perceived usage, from 2.5 to 3.0, finds the poor districts using media equipment repair services (4) more than the rich districts use them. One service, adult basic education (21), shows a difference of 2.4 to 2.0 with the greater usage attributed to rich districts. The seeming paradox of the poor using a contract payment service more than the rich use it, the rich using a free service more than it is used by the poor, may be explained by factors other than wealth. Clearly, it is possible that the poor contract with RESC for media repair because the alternative might cost more. Since rich districts are likely to also be small ones, it is likely that they prefer to share adult basic education (ABE) programs. It is equally possible, however, that the rich-poor relationships on these two services are coincidental fall-outs of regional policy decisions on official service offerings. As will be noted later in the "hard data" analysis, the big users of media repair are in regions I, VII, VIII, IX, XVIII, and XIX. The group includes the richest and poorest two regions in the state. Two regions are in the "average wealth" range, one is "below average" and sixth is quite poor.

The 273 LEAs in this sample represent wealth extremes in specific size categories. The data clearly reflect perceived equality in the use of RESC services among rich and poor. As will be noted later, this great agreement in perceptions is not always substantiated by comparisons of the actual "hard data" usage concerning these same LEAs. Thus, while generally reasonable agreement between real and perceived usage is depicted in this study, there is perceived equity even when unequal participation is shown in the LEA participation records of the RESCs.

Similarly, Table 11 indicates there is considerable agreement in the levels of services desired by rich and poor districts when the effect of size is reduced. In 17 of the 25 services, differences range from zero to 0.2 on the six-point scale. Though the differences in the other eight services are not dramatic, they may be noted with interest. The rich desire more cooperative purchasing services (20) than the poor districts; and the poor prefer more career education (15) and health services (23) than the rich districts desire. The poor also desire more instructional materials for the handicapped (10) and more diagnostic and counseling services (11) from RESC; whereas the rich desire more in adult education. In the computer area the rich districts want more business services (6) than the poor, the poor want more student terminals (7) than the rich.

TABLE 11

AVERAGE DEGREES OF USE AND DESIRED USE OF RESC SERVICES BY 145 RICH AND 128 POOR LEAs, AS PERCEIVED BY LEA SUPERINTENDENTS OR THEIR DESIGNEES

| | RESC Programs And Services | Use | | Desired Use | |
|---|---|---|---|---|---|
| | | Rich | Poor | Rich | Poor |
| 1. | Planning, Evaluation/Accred. | 3.9 | 4.2 | 4.2 | 4.3 |
| 2. | Media, Film Library | 4.8 | 4.9 | 5.0 | 4.9 |
| 3. | Media, In-service | 3.6 | 3.6 | 3.9 | 3.9 |
| 4. | Media, Equipment Repair | 2.5 | 3.0 | 3.5 | 3.7 |
| 5. | Computers, Student Acctg. | 3.1 | 3.1 | 3.4 | 3.4 |
| 6. | Computers, Business Serv. | 3.3 | 3.1 | 3.6 | 3.3 |
| 7. | Computers, Students Terminals | 2.0 | 2.0 | 2.5 | 2.8 |
| 8. | Special Ed., Child Find | 3.7 | 3.8 | 3.6 | 3.8 |
| 9. | Special Ed., In-Service | 4.0 | 4.1 | 4.1 | 4.2 |
| 10. | Special Ed. Materials (SEIMC) | 4.0 | 4.3 | 4.2 | 4.5 |
| 11. | Pupil Services | 3.1 | 3.3 | 3.4 | 3.7 |
| 12. | Crime Prev. & Drug Ed. | 4.3 | 4.4 | 4.3 | 4.4 |
| 13. | Bus Driver Training | 4.9 | 4.9 | 5.0 | 4.9 |
| 14. | Driver Education | 3.2 | 2.9 | 3.5 | 3.3 |
| 15. | Career Education | 3.4 | 3.5 | 3.6 | 4.0 |
| 16. | Diffusion, Prom. Pract., etc. | 3.0 | 2.9 | 3.1 | 3.3 |
| 17. | Bilingual Education | 2.9 | 3.0 | 2.9 | 3.1 |
| 18. | Migrant Education | 2.5 | 2.5 | 2.5 | 2.5 |
| 19. | Gifted and Talented | 2.8 | 2.6 | 3.5 | 3.7 |
| 20. | Cooperative Purchasing | 2.3 | 2.2 | 3.1 | 2.6 |
| 21. | Adult Basic Education | 2.4 | 2.0 | 2.6 | 2.3 |
| 22. | Right to Read | 3.1 | 3.0 | 3.4 | 3.4 |
| 23. | Health Services | 1.9 | 2.1 | 2.3 | 2.7 |
| 24. | Mgmt. Services (other) | 2.4 | 2.6 | 2.6 | 2.8 |
| 25. | In-service Ed. (other) | 3.6 | 3.7 | 3.9 | 4.0 |

Question 4: What are the statewide averages of uses and desired uses of RESC services as perceived by superintendents of large and small LEAs?

The sample of 273 school districts was broken into two groups, those LEAs above and those below 2500 in average daily attendance. Table 12 shows the means of actual and desired participation for the two groups. Unlike Table 11, which shows little or no difference among the wealth groups compared, these data show that there are differences in usage and desired usage between large and small districts in several services.

The most notable differences, as expected, are in computer services. The large districts indicate greater use in all three categories, student accounting (5), business services (6), and student terminals (7). The differences are consistent with the desired use expressed, although both groups indicate greater gaps between actual and desired use in student terminals than in other computer services. Greater usage and desired usage are also indicated for the larger districts in Child Find (8), special education materials (10), driver education (14), diffusion (16), bilingual education (17), and gifted and talented (19). While there is little difference between actual and desired usage in the first four services of this group, there are gaps in diffusion and, especially, in gifted and talented. This reflects the limited adequacy and/or availability of the latter service despite the desire for it. The small districts exceed the usage of the larger districts in ten of the twenty-five services. The largest differences are in planning and accreditation (1), media equipment repair (4), bus driver training (13), and career education (15).

Question 5: What are the regional averages of LEA uses and desired uses as perceived by superintendents? How do they compare to statewide averages?

In the appendix 20 regional profiles of means for perceived use and desired use are graphed. Readers interested in particular regions should examine the graphs to find which services, if any, are desired more than state averages, and which may be desired less. The curious will note throughout this report, that differences in participation, or in desired participation, or in perceptions of factors influencing participation, almost always are greater between regions than between different categories of LEA clients. The notable exceptions are the absence of perceived need and use of computer services in very low-enrollment LEAs, and the exclusive presence of bilingual and migrant education in schools with targeted minority populations. These differences reflect policy decisions at the state and federal levels (the locations of computer centers and services to targeted populations), and the discretion of RESCs to tailor programs to regional needs presumably expressed by the LEAs. As one TEA official said, "That's the way it ought to be -- regional policy should reflect clients' needs."

Question 6: According to multiple regression analysis, how does participation, as perceived by LEA superintendents, vary according to six LEA variables?

Multiple regression analysis was used in two ways. First, it was used to see what tendencies are suggested between LEA independent variables and the dependent variable, LEA participation in RESC services. Thus, it enabled a more comprehensive analysis than the comparisons of means alone. Secondly,

TABLE 12

AVERAGE DEGREES OF USE AND DESIRED USE OF RESC SERVICES BY 101 LARGE (ADA >2500) LEAs AND BY 172 SMALL (ADA <2501) LEAs AS PERCEIVED BY LEA SUPERINTENDENTS OR THEIR DESIGNEES

| RESC Programs And Services | Use | | Desired Use | |
|---|---|---|---|---|
| | Large | Small | Large | Small |
| 1. Planning, Evaluation/Accred. | 3.5 | 4.3 | 3.8 | 4.5 |
| 2. Media, Film Library | 4.7 | 4.9 | 4.9 | 5.0 |
| 3. Media, In-Service | 3.4 | 3.8 | 3.8 | 4.0 |
| 4. Media, Equipment Repair | 2.2 | 3.2 | 2.9 | 4.1 |
| 5. Computers, Student Acctg. | 4.0 | 2.6 | 4.4 | 2.8 |
| 6. Computers, Business Serv. | 4.4 | 2.5 | 4.5 | 2.8 |
| 7. Computers, Student Terminals | 2.8 | 1.5 | 3.6 | 2.0 |
| 8. Special Ed., Child Find | 4.2 | 3.5 | 4.2 | 3.3 |
| 9. Special Ed., In-Service | 4.1 | 4.0 | 4.4 | 4.0 |
| 10. Special Ed. Materials (SEIMC) | 4.3 | 4.0 | 4.5 | 4.2 |
| 11. Pupil Services | 3.2 | 3.1 | 3.5 | 3.5 |
| 12. Crime Prev. & Drug Ed. | 4.0 | 4.5 | 4.1 | 4.5 |
| 13. Bus Driver Training | 4.4 | 5.2 | 4.5 | 5.2 |
| 14. Driver Education | 3.5 | 2.8 | 3.3 | 3.2 |
| 15. Career Education | 3.1 | 3.7 | 3.6 | 4.0 |
| 16. Diffusion, Prom. Pract., etc. | 3.1 | 2.8 | 3.7 | 3.1 |
| 17. Bilingual Education | 3.3 | 2.7 | 3.5 | 2.7 |
| 18. Migrant Education | 2.5 | 2.5 | 2.5 | 2.4 |
| 19. Gifted and Talented | 3.1 | 2.5 | 4.0 | 3.4 |
| 20. Cooperative Purchasing | 2.3 | 2.2 | 2.7 | 2.9 |
| 21. Adult Basic Education | 2.3 | 2.2 | 2.4 | 2.6 |
| 22. Right to Read | 3.0 | 3.2 | 3.4 | 3.5 |
| 23. Health Services | 1.9 | 2.2 | 2.3 | 2.6 |
| 24. Mgmt. Services (other) | 2.5 | 2.4 | 2.9 | 2.6 |
| 25. In-service Ed. (other) | 3.4 | 3.8 | 3.8 | 4.0 |

it was used to add depth to the understanding of relationships indicated by comparisons of means.

Two kinds of correlations are portrayed in Table 13. The first is the "initial relationship" or that correlation abiding when all variables are operative. Symbols standing alone in the table, or as the first of paired symbols, refer to these correlations. The second, or the partial correlation, is the "unique association" existing when the effects of other variables have presumably been removed. Such correlations are indicated in the table only as the second symbol in paired symbols. Correlations which are statistically significant to the .01 level are indicated by P, for positive, and N, for negative. Those significant to the .05 level are shown by p and n. In addition to examining relationships in the 25 individual program or service areas, the multiple regression analysis was applied to three groups of services. Item 26, "combined in-service", pools responses for items 1, 3, 9, 15, 19, and 25 as "technical assistance" services. Item 27 combines media services 2, 3, and 4, and item 28 combines computer services 5, 6, and 7. It was assumed that the grouping of certain services with some common characteristics might reveal more reliable correlations.

Size. The correlations here essentially confirm the size comparisons of means shown in Table 12. The superintendents of small districts tend to see their LEAs as using RESC planning, evaluation/accreditation (1), media (2, 3, 4), crime and drug prevention (12), and bus driver training (13) services more than the uses perceived by superintendents of larger districts. These correlations are all significant to the .01 level for the groupings.

Wealth. There is not a single positive correlation or a unique association depicted in the entire wealth column of Table 13. There are some negative correlations which suggest that the superintendents of poor districts see their LEAs as using some RESC services more than the reported uses by superintendents of other districts. There is no confirmation or denial of the comparisons of means for rich and poor, Table 11. The negative relationships in items 5 and 28 are expected because there is a negative correlation in Texas between school wealth and size. In extremes of wealth, the negative relationship is emphatic. Larger districts tend to be poorer than small ones. As will be seen later in the "hard data" analysis, however, results differ when the effects of size are accounted for and computer usage is examined among districts of extreme wealth categories.

Where wealth and size are both negative, as in items 1 and 2 for example, there is the suggestion that the poor small districts make greater use of some RESC services than do other districts. At this point, great caution should be exercised relative to the influences of wealth on participation. But a tendency for the less wealthy districts to use cost-free (no charges to LEAs) services more than the high-wealth districts is suggested.

Effort. The superintendents of those LEAs with lower "true value" property tax rates see themselves as using RESC services to a greater degree than that perceived by superintendents of districts with higher tax rates. The results in this column of Table 13 show a stronger negative correlation in items 9 and 10 than is shown for any other single relationship in the table except that for remoteness and computers in items 6 and 28.

TABLE 13

CORRELATIONS AND PARTIAL CORRELATIONS ESTABLISHED THROUGH MULTIPLE REGRESSION ANALYSIS FOR THE RELATIONSHIP OF SIX INDEPENDENT LEA VARIABLES TO LEA PARTICIPATION IN RESC SERVICES

Code for level of significance: P and N -- positive and negative, respectively, to .01
p and n -- positive and negative, respectively, to .05

Note: Partial correlations, or indicators of "unique associations" when the effects of other variables are removed, exist in this Table only as the second symbol in paired symbols. Symbols existing singly, or as the first of paired symbols, refer to "initial associations" or correlations when all variables are operative.

| RESC PROGRAMS & SERVICES | Independent LEA Variables as "Predictors" | | | | | | |
|---|---|---|---|---|---|---|---|
| | Size | Wealth | Effort | Staff Ratio | Remoteness | Ethnicity: Mex. Amer. | Ethnicity: Black |
| 1. Planning, Evaluation/Accred. | N | N | | n | p | | |
| 2. Media, Film Library | nn | N | nn | N | | | |
| 3. Media, In-Service | Nn | | | | p | | |
| 4. Media, Equipment Repair | N | | N | N | | N | P |
| 5. Computers, Student Acctg. | P | n | nN | p | Nn | | |
| 6. Computers, Business Serv. | P | | | p | NN | | |
| 7. Computers, Student Terminals | P | | n | | Nn | | |
| 8. Special Ed., Child Find | | n | | | | P | n |
| 9. Special Ed., In-Service | | N | nn | | | | |
| 10. Special Ed. Materials (SEIMC) | | N | NN | N | | | |
| 11. Pupil Services | | | | | | | |
| 12. Crime Prev. & Drug Ed. | N | n | | nN | | | |
| 13. Bus Driver Training | N | n | | nn | | | |
| 14. Driver Education | | | | | | | |
| 15. Career Education | | | | | | | |
| 16. Diffusion, Prom. Pract., etc. | | | | | | | |
| 17. Bilingual Education | | | | | p | Pp | N |
| 18. Migrant Education | | | | | P | Pp | N |
| 19. Gifted and Talented | | | | | | | |
| 20. Cooperative Purchasing | | | | | | P | |
| 21. Adult Basic Education | | | | | | | |
| 22. Right to Read | | | | | | | |
| 23. Health Services | | | | n | | | |
| 24. Mgmt. Services (other) | | | | | | | |
| 25. In-service Ed. (other) | | | | | | | |
| 26. Combined In-service (1,3,9,15,19,25) | N | n | | Nn | | | n |
| 27. Combined Media (2,3,4) | N | n | nn | Nn | | | |
| 28. Combined Computers (5,6,7) | P | n | | | NN | | |

Staff Ratio. As expected, the staff ratio column is similar to the size column. There are few students per teacher in small schools. The relationship expressed in items 26 and 27 are even stronger than the size relationship because there are partial correlations in addition to the initial associations depicted.

Remoteness. The relationship under this variable should be expected to be opposite of those for size. The regional service centers are located in the most populous parts of the regions, and they tend to be closer to the urban and suburban LEAs than to the more remote and smaller rural districts. Thus, in computer services, strong negative correlations exist. The larger and nearer LEAs use them more. Weaker, but positive relationships, suggest greater use of some services -- planning (1), media in-service (3), bilingual (17), and migrant education (18)--by remote districts.

Ethnicity. Two expected and important program relationships are depicted under ethnicity. There are strong positive corelations indicating that bilingual (17) and migrant education (18) are utlized in LEAs with higher percentages of Mexican Americans. There is a negative correlation between each of these offerings and LEA usage in LEAs with higher concentrations of black students.

Those correlations under special education, Child Find (8), and combined in-service (26) are puzzling because the services exist in every RESC. It is thus suggested that the superintendents of predominantly Mexican American districts see their LEAs using Child Find more than use in other districts is perceived by other superintendents. The contrast is greatest with schools with relatively high percentages of black students, whose superintendents see their districts using Child Find and combined in-service education less than other superintendents see usage in other LEAs.

Since media equipment repair (4) and cooperative purchasing (20) are not offered by all RESCs, it is possible that correlations are coincidental. No logical program relationship to ethnicity is apparent.

Question 7: What do school superintendents in Texas cite most frequently as reasons for LEAs participating in RESC services at less than desired frequency?

Table 14 is a very important one for those who wish to understand client reaction to specific RESC services. It shows, for example, that only one respondent superintendent does not desire services for gifted and talented students, whereas 349 do not desire computer terminals for student use. It further indicates that only eight percent of the respondents desire more and/or better training for their bus drivers, but 40 percent and 38 percent, respectively, desire new or more frequent services for gifted and talented youth, and for repair of media equipment.

Despite the abundance of numbers in the table, careful examination of it indicates uncommon LEA satisfaction with RESC services in Texas. Not one service finds as many as half of the clients using it less than desired despite the fact that a few services are not offered in several regions. In more than half of the 25 services the average difference perceived between actual and desired uses is 0.2 or less on a six-point scale. The overall average, swollen

TABLE 14

SUMMARY OF 684 SUPERINTENDENTS' RESPONSES CONCERNING
PERCEIVED USE AND DESIRED USE OF RESC SERVICES IN 1977-78

| RESC Programs and Services | Number of Respondents | No Desired Use | Less Than Desired Use | % Less Than Desired Use | Avg. Diff. Between Actual & Desired Use | Reasons Cited for Less Than Desired Use* | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | RESC Did Not Offer the Service | No State/Federal Aid | Release Time Costs (substitutes, etc.) | Travel Costs | Travel Time | RESC Fees | RESC Program Quality | LEA Not Involved in Planning |
| 1. Planning, Evaluation/Accreditation | 668 | 17 | 104 | 16 | 0.2 | 10 | 16 | 21 | 15 | 20 | 6 | 29 | 17 |
| 2. Media, Film Library | 683 | 12 | 60 | 9 | 0.1 | 0 | 5 | 2 | 1 | 4 | 10 | 29 | 1 |
| 3. Media, In-service | 672 | 18 | 146 | 22 | 0.2 | 11 | 10 | 49 | 28 | 29 | 5 | 27 | 6 |
| 4. Media, Equipment Repair | 652 | 124 | 247 | 38 | 1.0 | 156 | 15 | 2 | 11 | 15 | 17 | 33 | 7 |
| 5. Computers, Pupil Accounting | 658 | 217 | 142 | 22 | 0.3 | 1 | 29 | 5 | 12 | 8 | 54 | 21 | 14 |
| 6. Computers, Business Services | 649 | 278 | 114 | 18 | 0.3 | 4 | 17 | 3 | 7 | 10 | 46 | 21 | 22 |
| 7. Computers, Student Terminals | 630 | 349 | 168 | 27 | 0.5 | 69 | 49 | 6 | 2 | 2 | 46 | 7 | 32 |
| 8. Special Education, Child Find | 664 | 98 | 93 | 14 | 0.0 | 7 | 7 | 7 | 11 | 7 | 2 | 8 | 7 |
| 9. Special Education, In-service | 679 | 45 | 100 | 15 | 0.1 | 3 | 3 | 24 | 15 | 17 | 4 | 17 | 10 |
| 10. Special Education Materials (SEIMC) | 676 | 29 | 96 | 14 | 0.2 | 5 | 5 | 11 | 12 | 16 | 2 | 16 | 5 |
| 11. Pupil Services (psycnological, etc. | 667 | 84 | 182 | 27 | 0.4 | 29 | 18 | 16 | 19 | 19 | 11 | 31 | 14 |
| 12. Crime Prevention & Drug Education | 681 | 22 | 89 | 13 | 0.0 | 1 | 3 | 12 | 12 | 11 | 4 | 17 | 6 |
| 13. Bus Driver Training | 679 | 30 | 51 | 8 | 0.0 | 1 | 4 | 10 | 19 | 15 | 5 | 12 | 3 |
| 14. Driver Education | 654 | 236 | 113 | 17 | 0.4 | 20 | 11 | 10 | 17 | 16 | 26 | 11 | 16 |
| 15. Career Education | 677 | 40 | 154 | 23 | 0.3 | 13 | 23 | 23 | 24 | 21 | 5 | 21 | 12 |
| 16. Diffusion, Promising Practices, etc. | 620 | 124 | 110 | 18 | 0.2 | 19 | 12 | 23 | 16 | 15 | 3 | 13 | 20 |
| 17. Bilingual Education | 662 | 213 | 121 | 18 | 0.1 | 10 | 13 | 15 | 9 | 12 | 2 | 21 | 17 |
| 18. Migrant Education | 655 | 312 | 75 | 11 | 0.0 | 10 | 1 | 3 | 3 | 3 | 1 | 13 | 25 |
| 19. Gifted and Talented | 658 | 1 | 261 | 40 | 0.8 | 47 | 74 | 50 | 33 | 25 | 5 | 29 | 34 |
| 20. Cooperative Purchasing | 649 | 262 | 167 | 26 | 0.6 | 103 | 6 | 1 | 3 | 4 | 1 | 11 | 21 |
| 21. Adult Basic Education | 646 | 302 | 102 | 16 | 0.3 | 44 | 10 | 3 | 5 | 6 | 1 | 6 | 17 |
| 22. Right to Read | 664 | 153 | 146 | 22 | 0.3 | 3 | 17 | 28 | 24 | 20 | 1 | 16 | 18 |
| 23. Health Services | 646 | 253 | 143 | 22 | 0.4 | 79 | 15 | 13 | 16 | 12 | 2 | 7 | 16 |
| 24. Management Services (other) | 629 | 211 | 85 | 14 | 0.2 | 25 | 3 | 7 | 7 | 6 | 1 | 7 | 12 |
| 25. In-service Education (other) | 667 | 70 | 117 | 18 | 0.2 | 3 | 4 | 29 | 25 | 20 | 3 | 20 | 9 |
| In-service group (1,3,9,15,19 & 25) | 4021 | 203 | 882 | 22 | 0.3 | 92 | 130 | 196 | 140 | 132 | 28 | 142 | 88 |
| Media group (2,3 & 4) | 2007 | 154 | 453 | 23 | 0.4 | 167 | 31 | 53 | 40 | 48 | 32 | 38 | 14 |
| Computer group (5,6 & 7) | 1937 | 844 | 424 | 22 | 0.4 | 74 | 95 | 14 | 21 | 20 | 146 | 49 | 78 |
| Grand total, 25 services | 16485 | 3500 | 3156 | 19 | 0.4 | 683 | 371 | 373 | 347 | 333 | 263 | 441 | 371 |

Three different clusters of services with one or more characteristics common to each cluster, are shown at the bottom of the above list of services. The six in-service, or staff development services, are technical assistance types aimed at helping staff in the LEAs improve instructional practices. They are also grouped because most are provided without cost to the LEAs. Although the method of support for each of the media services is generally different, they deal with a common topic. One technological area includes the three computer services, the group which represents the major LEA expenditures for RESC services on a statewide basis.

*One hundred thirty respondents indicated no discrepancy whatsoever in the levels of service used and desired. Of the 507 who identified some difference, seventy-seven cited no reason for such difference, and the remaining 477 checked one or more reasons for each discrepancy. Thus, the sum of the eight columns under "reasons cited..." may be more or less than the number of responses in the "less than desired use" column.

a bit by services unavailable in some regions is 0.355, rounded to 0.4 in the table.

Though the extent of dissatisfaction is extremely small, its analysis is quite instructive. The primary reason(s) for participating less than desired in services are circled in the table. Release time costs are the leading deterrent in in-service education, RESC fees keep some LEAs out of computer services and driver education, the absence of state or federal aid limits participation in the much-desired services for gifted and talented, and "not offered" leads five service areas and provides the highest total of any reason cited for not participating sufficiently in RESC services.

There are services where combinations of reasons best explain non-participation. While 349 respondents, more than the number for any other service, indicate no use of student computer terminals is desired, another 168 wish to begin or to increase the use of terminals in their LEAs. Sixty-nine of these do not have the service available, but 49 and 46 replied, respectively, that use would be started or increased if state or federal aid were available, and/or if RESC computer fees were lower or non-existent. Apparently, some RESCs may offer few services for gifted and talented children, but the absence of state or federal aid and release time costs are more often cited as participation inhibitors.

The leading prohibition to the use of RESC services is the non-availability of them, cited 683 times overall and representing four percent of the possible responses. The quality of RESC programs trailed the costs of released time and unoffered services as the leading inhibitor of participation in specific services. But program quality, for the full range of services, was cited more frequently than any other reason for limited use of available services. Readers should be reminded, however, that 441 responses under program quality is a mere 2.7 percent of the dissatisfaction which could have been expressed.

Question 8: What are the statewide and regional means of participation in selected RESC services by 224 randomly chosen LEAs, as measured by RESC records?

Requested data on receipts for certain services, student counts in driver education and contact counts in technical assistance services were received from 19 regional offices. Region XIX provided data on all eight LEAs that participated in the November survey of superintendents and 18 of the other 19 regions responded for twelve districts in each. The driver education student counts and the technical assistance counts did not provide useful and comparable data and were dropped from the analyses. The remaining data consisted of receipts from LEAs for media, driver education, and computer services. The driver education participation was too sporadic for meaningful illustration by graph, but the receipts are shown in Table 15 and included in the graphed totals in Figure 11.

Media. The State of Texas provides a maximum matching amount of one dollar per pupil for the use of regional media film services. Each RESC receives that matching dollar or a portion thereof from the state, according to its receipts from the LEAs for use of the film library. Figure 9 indicates that most regions charge the LEAs at or near the one dollar level. The average regional amounts for the sampled twelve districts are lower in Regions I, VI, and XVI because there is one non-participant among the sampled LEAs in each

TABLE 15

THE PARTICIPATION OF RANDOMLY CHOSEN DISTRICTS IN SELECTED RESC SERVICES: THE DOLLAR RECEIPTS AND THE AMOUNT RECEIVED PER PUPIL FROM n LEAs PER REGION FOR MEDIA, DRIVER EDUCATION AND COMPUTER SERVICES, AND STATEWIDE TOTALS FROM 224 LEAs in 1977-78

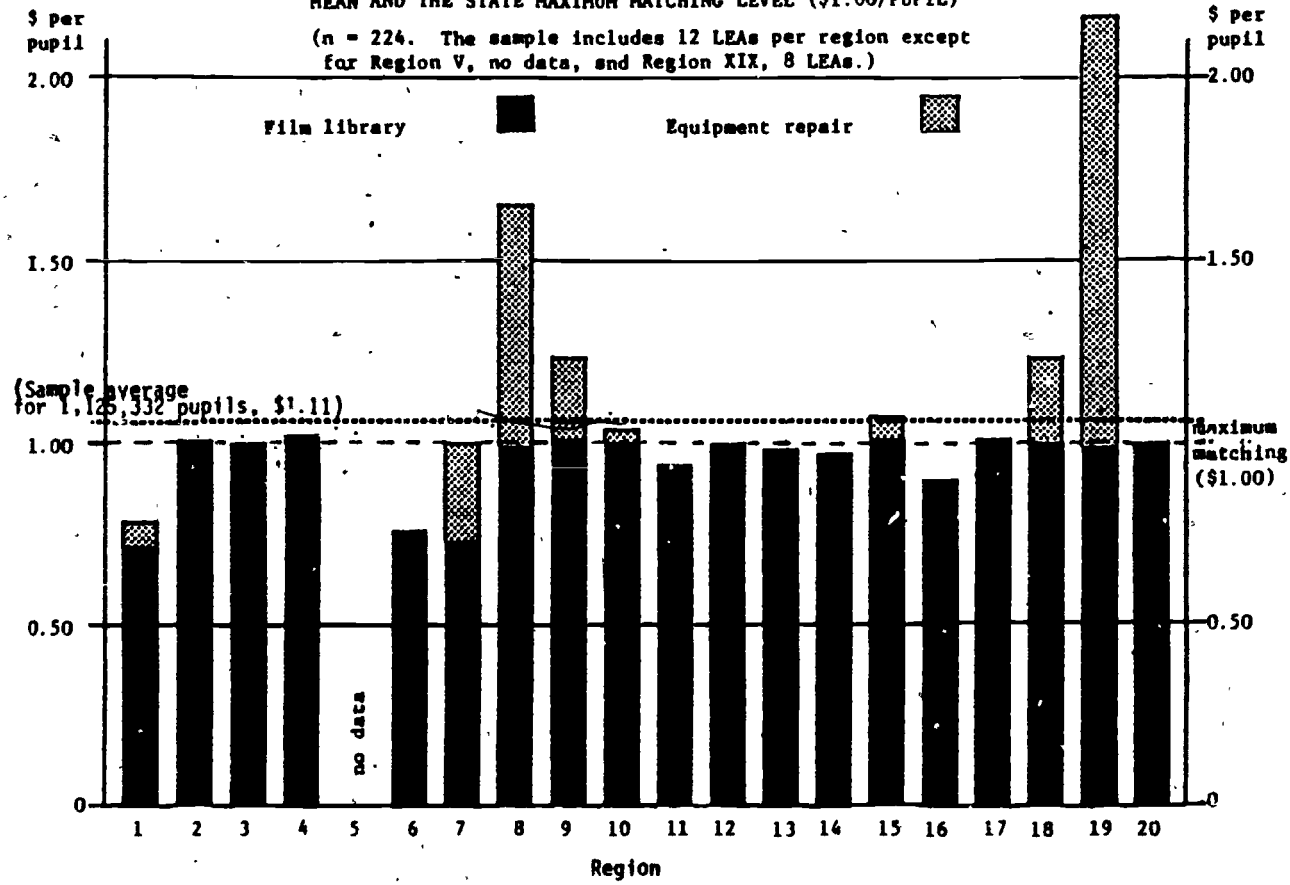
| | | | Media | | | | | | Driver Education | | Computers | | | | | | | | Total Selected Services | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | Films | | Equipment Repair | | Total Media | | | | Pupil Accounting | | Business Services | | Student Terminals | | Total Computers | | | |
| Region | n (LEAs) | ADA | Receipts | $/ Pupil | Receipts | $/ Pupil | Receipts | $/ Pupil | Receipts | $/ Pupil | Receipts | $/ Pupil | Receipts | $/ Pupil | Receipts | $/ Pupil | Receipts | $/ Pupil | Receipts | $/ Pupil |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 (4+6) | 9 (5+7) | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 (12+14+16) | 19 (13+15+17) | 20 (8+10+18) | 21 (9+11+19) |
| I | 12 | 76,646 | $ 54,976 | .72 | $ 5,147 | .07 | $ 60,123 | .78 | $ 61,946 | .81 | $ 24,575 | .32 | $ 69,059 | .90 | $ - | - | $ 93,633 | 1.22 | $ 215,702 | 2.81 |
| II | 12 | 51,257 | 51,848 | 1.01 | - | - | 51,848 | 1.01 | 5,153 | .10 | 12,266 | .24 | 39,589 | .77 | - | - | 51,855 | 1.01 | 108,856 | 2.12 |
| III | 12 | 29,953 | 30,053 | 1.00 | - | - | 30,053 | 1.00 | 76,422 | 2.55 | 14,967 | .59 | 18,877 | .63 | - | - | 33,845 | 1.13 | 140,320 | 4.68 |
| IV | 12 | 260,563 | 264,154 | 1.01 | - | - | 264,154 | 1.01 | 163,417 | .63 | 579,203 | 2.22 | 316,733 | 1.22 | 887,044 | 3.40 | 1,782,979 | 6.84 | 2,210,550 | 8.48 |
| V | no | data | | | | | | | | | | | | | | | | | | |
| VI | 12 | 39,536 | 30,205 | .76 | - | - | 30,205 | .76 | 88,865 | 2.25 | 45,689 | 1.15 | 51,352 | 1.30 | - | - | 96,842 | 2.45 | 215,912 | 5.46 |
| VII | 12 | 24,704 | 18,060 | .73 | 6,630 | .27 | 24,696 | 1.00 | 27,667 | 1.12 | 17,037 | .69 | 22,401 | .91 | 150 | .01 | 39,588 | 1.60 | 91,951 | 3.72 |
| VIII | 12 | 12,886 | 12,765 | .99 | 8,525 | .66 | 21,292 | 1.65 | 2,316 | .18 | 4,742 | .37 | 769 | .06 | 8,000 | .62 | 13,511 | 1.05 | 37,119 | 2.88 |
| IX | 12 | 7,486 | 7,537 | 1.01 | 1,681 | .22 | 9,218 | 1.23 | 560 | 07 | 4,801 | .64 | 12,723 | 1.70 | 10,945 | 1.46 | 28,469 | 3.80 | 38,247 | 5.11 |
| X | 12 | 166,335 | 166,759 | 1.00 | 4,858 | .03 | 171,617 | 1.03 | 249,760 | 1.50 | 13,312 | .68 | 367,186 | 2.15 | 22,968 | .14 | 493,466 | 2.97 | 914,844 | 5.50 |
| XI | 12 | 47,296 | 44,460 | .94 | - | - | 44,460 | .94 | - | - | 9,997 | .21 | 73,662 | 1.56 | 23,089 | .49 | 106,748 | 2.26 | 151,208 | 3.20 |
| XII | 12 | 27,124 | 27,132 | 1.00 | - | - | 27,132 | 1.00 | 3,445 | .13 | 8,946 | .33 | 11,177 | .41 | 16,680 | .61 | 36,802 | 1.36 | 67,380 | 2.48 |
| XIII | 12 | 16,463 | 16,088 | .98 | - | - | 16,088 | .98 | 5,069 | .31 | 10,847 | .66 | 19,216 | 1.17 | - | - | 30,063 | 1.83 | 51,220 | 3.11 |
| XIV | 12 | 23,336 | 22,565 | .97 | - | - | 22,565 | 97 | - | - | 5,419 | .23 | 35,584 | 1.52 | - | - | 41,002 | 1.76 | 63,567 | 2.72 |
| XV | 12 | 22,441 | 22,587 | 1.01 | 1,442 | .06 | 24,029 | 1.07 | 3,649 | .16 | 10,930 | .49 | 25,573 | 1.14 | 17,151 | .76 | 53,655 | 2.39 | 81,333 | 3.62 |
| XVI | 12 | 11,800 | 10,601 | .90 | - | - | 10,601 | .90 | 1,798 | .15 | 10,441 | .88 | 6,716 | .57 | - | - | 17,158 | 1.45 | 29,556 | 2.50 |
| XVII | 12 | 37,162 | 37,553 | 1.01 | - | - | 37,553 | 1.01 | - | - | 36,607 | .99 | 70,466 | 1.90 | - | - | 107,073 | 2.88 | 144,626 | 3.89 |
| XVIII | 12 | 51,693 | 51,693 | 1.00 | 12,073 | .23 | 63,766 | 1.23 | 1,349 | .03 | 63,116 | 1.22 | 73,156 | 1.42 | - | - | 136,272 | 2.64 | 201,387 | 3.90 |
| XIX | 8 | 99,579 | 98,658 | 99 | 116,318 | 1.17 | 214,976 | 2.16 | 227,950 | 2.29 | 229,010 | 2.30 | 178,115 | 1.79 | - | - | 407,133 | 4.09 | 850,058 | 8.54 |
| XX | 12 | 119,090 | 118,552 | 1.00 | - | - | 118,552 | 1.00 | - | - | 271,232 | 2.28 | 105,779 | .89 | 60,468 | .51 | 437,479 | 3.68 | 556,031 | 4.67 |
| Total | 224 | 1,125,332 | $1,006,246 | .97 | $156,674 | .14 | $1,242,920 | 1.10 | $919,366 | .82 | $1,472,945 | 1.31 | $1,480,132 | 1.32 | $1,046,495 | .93 | $4,007,573 | 3.56 | $6,169,867 | 5 48 |

region. The non-participants in I and VI are relatively large. The two other regions noticeably under the dollar per pupil level for film library are VII and XI. The former averaged seventy-three cents per pupil in its sample district, and Region XI averaged ninety-four cents. Region VII, however, collected an additional twenty-seven cents for equipment repair. The conspicuous use of the equipment repair service is in Regions VIII and XIX. There was unanimous participation of the reported LEAs. The amount in Region XIX, $1.17 per pupil reflects heavier-than-usual needs in the large LEAs in 1977-78.

FIGURE 9

REGIONAL MEANS OF TOTAL LOCAL EXPENDITURES PER PUPIL FOR RESC MEDIA SERVICES (FILM LIBRARY + EQUIPMENT REPAIR) COMPARED TO THE STATE MEAN AND THE STATE MAXIMUM MATCHING LEVEL ($1.00/PUPIL)

(n = 224. The sample includes 12 LEAs per region except for Region V, no data, and Region XIX, 8 LEAs.)




Driver Education. Every RESC reported that it provides driver education services. There are great variations, however, among and within regions, on the nature and extent of services utilized. Some regions apparently offer the full range of services -- in-service education for teachers, classrooms, simulator and behind-the-wheel instruction and/or simulator rental. An LEA in such a region could contract for one or all. In other regions most LEAs presumably provide their own services and RESC offerings are meager. No usage at all was recorded in the sample districts in four regions. This sporadic picture reflects no particular LEA or RESC independent variable such as size, wealth, remoteness or ethnicity, so it was not separately graphed. It is reported, however, in columns 10 and 11 in Table 15. The important variables reflected are program philosophy and leadership priorities at the LEA and RESC levels.

Computer Services. Little supplemental comment is needed for the computer services usage depicted by per pupil receipts in Figure 10. All nineteen reporting regions have users of pupil accounting and business services. Combined usage of the two services is smallest in Region VIII, which has several small districts with low or modest resources. It is generally greatest in the more populous regions where computers are located (IV, X, XI, XIX, and XX). However, Regions VI, IX, XVII, and XVIII averages more than $2.00 per pupil for pupil accounting and business services. The two biggest users of student terminals, Regions IV and IX, are the largest and smallest ADA regions, respectively, in the state. Of the six other regions where student terminals are in evidence in the sample LEAs, Region XV has the highest per pupil receipts. Region VIII is the only one which sells more student terminal services than the combination of pupil accounting and business services. But Region IV, at $3.40 per pupil in student terminals in its sample districts, not only leads all regions in the provision of such services, it leads the state in per pupil and total receipts for any one category of computer services. This probably leads the state, also, in per pupil receipts for any other single service on a region-wide basis.

FIGURE 10

REGIONAL MEANS OF LOCAL EXPENDITURES PER PUPIL FOR RESC COMPUTER SERVICES (PUPIL ACCOUNTING + BUSINESS SERVICES + STUDENT TERMINALS)

(n = 224. The sample includes 12 LEAs per region except for Region V, no data, and Region XIX, 8 LEAs.)

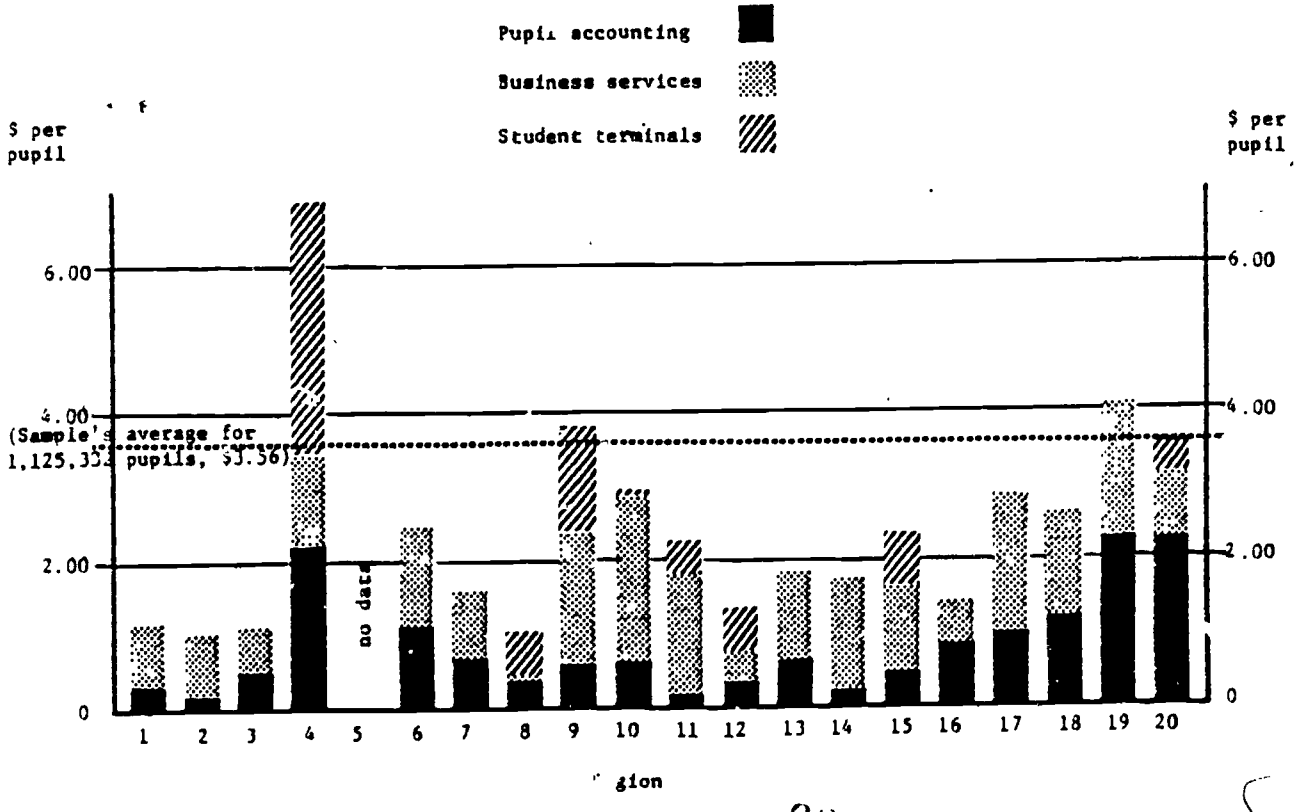
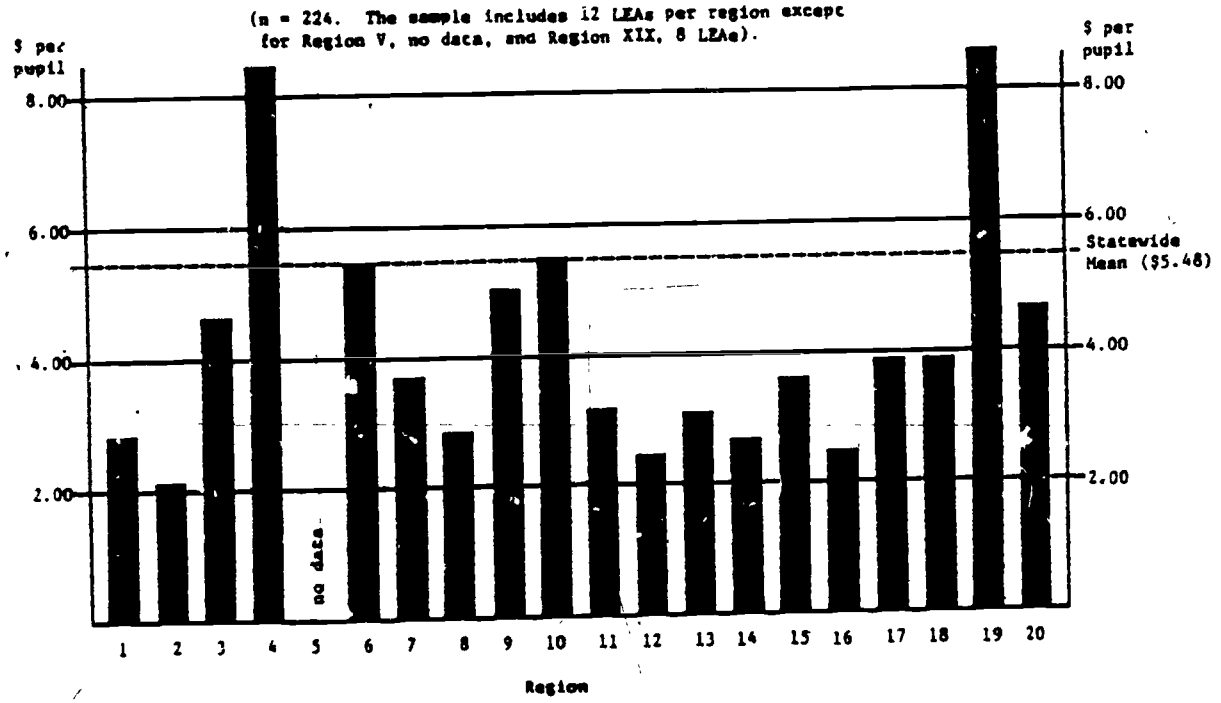


Figure 11 shows the region-by-region totals in per pupil receipts from sample districts for media, driver education, and computer services. Regions IV and XIX are far and away the state leaders, with LEA receipts for these services exceeding $8.00 per pupil. Only five other regions spend half as much or more, with the highest of these, Region X, at $5.50 per pupil -- $3.00 below the leaders. In contrast, seven regions spend less than $3.00 per student.* One should note at this point, that the average statewide LEA

FIGURE 11

REGIONAL MEANS OF TOTAL LOCAL EXPENDITURES PER PUPIL FOR SELECTED RESC SERVICES (MEDIA, DRIVER EDUCATION, COMPUTERS) COMPARED TO THE STATEWIDE MEAN




expenditures for these three service areas, $5.48 per pupil, is approximately two-thirds of the statewide average, $8.35, received by all RESCs from LEAs for all services and shown in Table 5, page 19.

Question 9: What are the comparisons of per pupil expenditures for selected RESC services in forty-one large (ADA > 2500) and forty-four small (ADA < 2501) LEAs?

This comparison of participation according to size is limited to LEAs which randomly fall into the extreme wealth categories depicted in Figure 6, page 31. Table 16 lists the means for the two groups -- those LEAs above 2500 in ADA and those below 2501. It indicates a larger expenditure per pupil

*Region V is included in that count. Even though there is no entry for Region V in Figure 11, Table 5 on page 19 indicates that the region's total LEA receipts averaged about one dollar per student.

by small districts for media, a difference in favor or larger districts in driver education and a substantially larger expenditure per pupil for computer services by larger districts. The driver education data are not graphed, but the depiction of usage in Table 16 is consistent with the results in Table 17. These data, including driver education, correlate with the degrees of perceived usage reported in Table 12 by the superintendents of 273 LEAs.

TABLE 16

COMPARISONS OF PER PUPIL EXPENDITURES FOR RESC SERVICES BETWEEN LARGE ( > 2500) AND SMALL ( < 2501) LEAs

| Service | 41 Large LEAs (736,010 ADA) | 44 Small LEAs (29,482 ADA) |
|---|---|---|
| Media | | |
| Film | $ 0.97 | $ 0.98 |
| Equipment Repair | 0.05 | 0.13 |
| Media Total | 1.01 | 1.10 |
| Driver Education | 0.76 | 0.45 |
| Computers | | |
| Pupil Accounting | 1.34 | 0.40 |
| Business Services | 1.25 | 1.05 |
| Student Terminals | 1.33 | 0.21 |
| Total, Computer Services | 3.92 | 1.66 |
| Total, Selected Services | $ 5.69 | $ 3.21 |

Question 10: What are the comparisons of per pupil expenditures for selected services in forty-three rich and forty-two poor LEAs?

This comparison is between groups in extreme wealth categories, where the effects of size have been minimized. The data according to six size categories and "all rich" and "all poor" are in Table 17, and they are grapned in Figure 12. Participation differences in media and driver education, according to LEA wealth, are essentially non-existent. However, there are marked differences in per pupil expenditures for computer services. The effect is so strong that the differences in computer services are carried into the graph for selected services. This finding takes on added significance in face of the perceived equity depicted by Table 11 and the weak negative correlations

TABLE 17

THE PARTICIPATION, ACCORDING TO LEA WEALTH EXTREMES IN SEVEN SIZE CATEGORIES, OF FORTY-THREE RICH AND FORTY-TWO POOR DISTRICTS IN SELECTED RESC SERVICES IN 1977-78

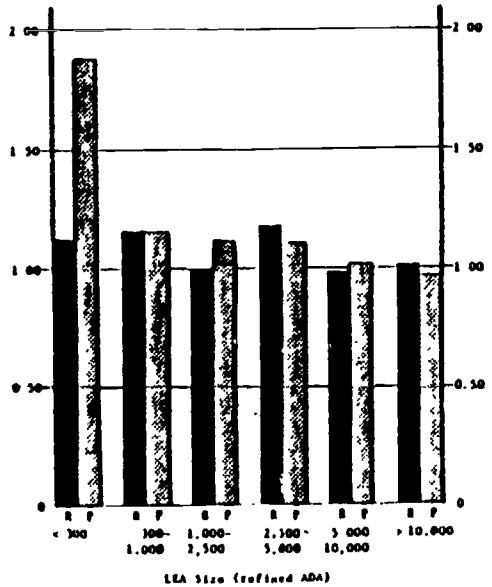
| Size Group | Wealth | n (LEAs) | ADA | Media | | | | | | Driver Education | | Computers | | | | | | | | Total Selected Services | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Films | | Equipment Repair | | Total Media | | | | Pupil Accounting | | Business Services | | Student Terminals | | Total Computers | | | |
| | | | | Receipts | $/ Pupil | Receipts | $/ Pupil | Receipts | $/ Pupil | Receipts | $/ Pupil | Receipts | $/ Pupil | Receipts | $/ Pupil | Receipts | $/ Pupil | Receipts | $/ Pupil | Receipts | $/ Pupil |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 (5+7) | 10 (6+8) | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 (13+15+17) | 20 (14+16+18) | 21 (9+11+19) | 22 (10+12+20) |
| < 300 | R | 9 | 1,571 | $ 1,496 | .95 | $ 270 | .17 | $ 1,768 | 1.13 | $ - | - | $ 61 | .04 | $ 778 | .50 | $ - | - | $ 1,325 | .84 | $ 3,094 | 1.97 |
| | P | 2 | 469 | 458 | .98 | 429 | .91 | 887 | 1.89 | 122 | 26 | 70 | .15 | - | - | - | - | 70 | .15 | 1,080 | 2.30 |
| | R+P | 11 | 2,040 | 1,954 | .96 | 699 | .34 | 2,655 | 1.30 | 122 | 06 | 131 | .06 | 778 | .38 | - | - | 1,395 | .68 | 4,174 | 2.05 |
| 300-1,000 | R | 10 | 6,812 | 6,952 | 1.02 | 922 | .14 | 7,874 | 1.16 | 2,456 | .36 | 2,064 | .30 | 4,987 | .73 | - | - | 7,051 | 1.04 | 17,382 | 2.55 |
| | P | 6 | 2,850 | 2,629 | .92 | 683 | .24 | 3,312 | 1.16 | - | - | 498 | .17 | - | - | - | - | 498 | .17 | 3,810 | 1.34 |
| | R+P | 16 | 9,662 | 9,581 | .99 | 1,605 | .17 | 11,186 | 1.16 | 2,456 | .25 | 2,562 | .27 | 4,987 | .52 | - | - | 7,549 | .78 | 21,192 | 2.19 |
| 1,000-2,500 | R | 8 | 11,206 | 10,878 | .97 | 292 | .03 | 11,170 | 1.00 | 5,685 | .51 | 4,439 | .40 | 34,576 | 3.09 | 1,702 | .15 | 40,718 | 3.63 | 57,573 | 5.15 |
| | P | 9 | 16,574 | 16,104 | .97 | 2,480 | .15 | 18,584 | 1.12 | 9,655 | .58 | 8,839 | .53 | 943 | .06 | 6,773 | .41 | 25,015 | 1.51 | 53,254 | 3.21 |
| | R+P | 17 | 27,780 | 26,982 | .97 | 2,772 | .10 | 29,754 | 1.07 | 15,340 | .55 | 13,278 | .48 | 35,519 | 1.28 | 8,475 | .31 | 65,733 | 2.37 | 110,827 | 3.99 |
| 2,500-5,000 | R | 6 | 21,296 | 21,350 | 1.00 | 4,047 | .19 | 25,397 | 1.19 | 44,544 | 2.09 | 26,675 | 1.25 | 33,626 | 1.58 | 96,680 | 4.54 | 156,982 | 7.37 | 226,941 | 10.66 |
| | P | 11 | 38,424 | 37,445 | .97 | 4,942 | .13 | 42,787 | 1.11 | 52,018 | 1 35 | 34,610 | .90 | 44,731 | 1.16 | 5,840 | .15 | 85,180 | 2.22 | 179,584 | 4.67 |
| | R+P | 17 | 59,720 | 58,795 | .98 | 8,989 | .15 | 68,184 | 1.14 | 96,562 | 1.62 | 61,285 | 1.03 | 78,357 | 1.31 | 105,520 | 1.72 | 242,162 | 4.05 | 406,525 | 6.81 |
| 5,000-10,000 | R | 2 | 17,309 | 17,182 | .99 | - | - | 17,182 | .99 | 109,269 | 6.31 | 32,401 | 1.87 | 28,482 | 1.64 | 23,927 | 1.38 | 84,810 | 4.90 | 211,260 | 12.21 |
| | P | 6 | 41,043 | 38,112 | .93 | 3,377 | .08 | 41,491 | 1.01 | 54,870 | 1 34 | 44,514 | 1.08 | 43,322 | 1.06 | 3,948 | .10 | 91,785 | 2.25 | 188,146 | 4.58 |
| | R+P | 8 | 58,352 | 55,294 | .95 | 3,377 | .06 | 58,673 | 1.01 | 164,193 | 2.81 | 76,915 | 1.37 | 71,804 | 1.23 | 27,875 | .48 | 176,595 | 3.03 | 399,506 | 6.84 |
| > 10,000 | R | 8 | 421,686 | 426,258 | 1.01 | 2,055 | .01 | 428,313 | 1.02 | 197,136 | .47 | 561,668 | 1.33 | 616,157 | 1.46 | 774,797 | 1.84 | 1,952,668 | 4.63 | 2,578,072 | 6.11 |
| | P | 8 | 196,252 | 175,131 | .89 | 14,282 | .07 | 189,413 | .97 | 100,833 | .51 | 286,447 | 1.46 | 156,982 | .80 | 73,671 | .38 | 551,828 | 2.81 | 842,071 | 4.29 |
| | R+P | 16 | 617,938 | 601,389 | .97 | 16,337 | .03 | 617,726 | 1.00 | 297,969 | .48 | 848,115 | 1.37 | 773,139 | 1.25 | 848,468 | 1.37 | 2,504,496 | 4.05 | 3,420,143 | 5.53 |
| | All Rich | 43 | 479,880 | 484,116 | 1.01 | 7,588 | .02 | 491,704 | 1.02 | 359,089 | .75 | 627,794 | 1.31 | 718,606 | 1.50 | 897,106 | 1.87 | 2,243,555 | 4.68 | 3,094,322 | 6.45 |
| | All Poor | 42 | 295,612 | 265,897 | .91 | 26,193 | .09 | 296,474 | 1.00 | 217,498 | .74 | 374,978 | 1.27 | 254,348 | .86 | 90,232 | .31 | 754,376 | 2.55 | 1,267,945 | 4.29 |
| | All Rich / All Poor | 85 | 775,492 | $ 753,995 | 97 | $33,781 | .04 | $788,178 | 1.02 | $576,587 | .74 | $1,002,772 | 1.29 | $972,990 | 1.25 | $987,338 | 1.27 | $2,997,931 | 3.87 | $4,265,267 | 5.63 |

FIGURE 12

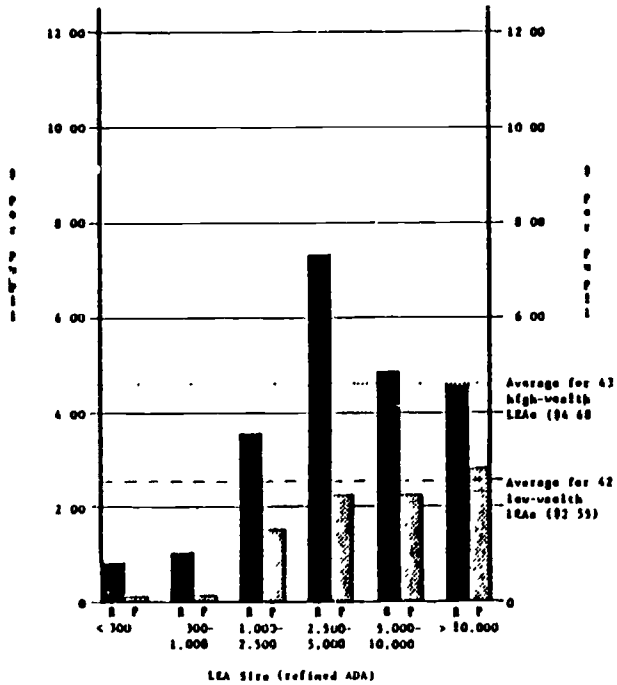
GRAPHS OF AVERAGE PER PUPIL EXPENDITURES FOR RESC SERVICES IN 43 VERY RICH AND 42 VERY POOR LEAs IN SIX LEA SIZE (refined ADA) CATEGORIES *

Rich (R) ■ Poor (P) ▨

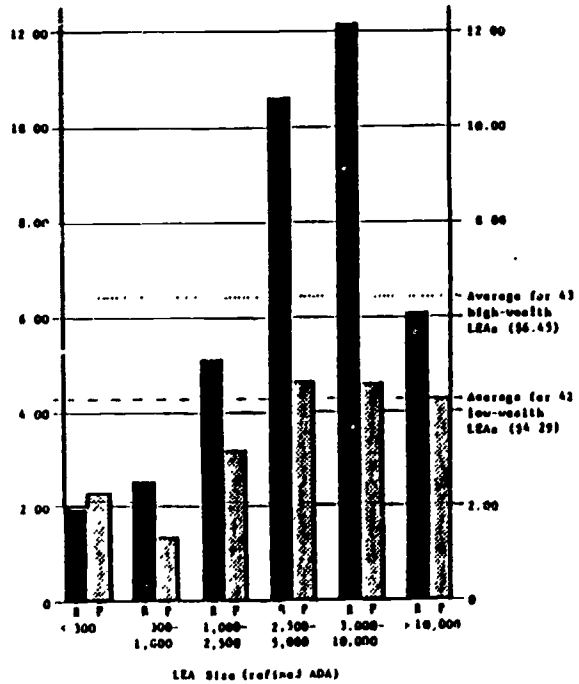
Media
(Film Library + Equipment Repair)




Computers
(Pupil Acctg + Bus. Services + Student Terminals)




Selected Services
(Media + Computers + Driver Education)




*Extreme wealth ranges and size categories are shown in Figure 6, page 31.

74

75

in Tables 13 and 18. The perceptions in this case simply do not agree with reality as they do elsewhere. No explanation is apparent for the computer comparisons in Table 11. The weak negative correlations may be influenced by the overwhelming domination of size as a predictor of computer usage.

Question 11: According to regression analysis, how does LEA participation in selected RESC services, as measured by RESC records, vary according to six LEA variables and nine RESC variables?

These analyses are based upon the data reported by the regional offices for 224 LEAs. The hard participation figures were confined to the LEA expenditures covered in the previous three questions. The significant relationship of the LEA and RESC variables to per pupil expenditures are shown in Table 17.

LEA Variables. Correlations between LEA variables were examined to see what refinements or additions should be made in preceding analyses. The data confirmed the obvious, that large LEAs use more computer services than small ones. No contradictory correlations between them and earlier data arose, but one new correlation appeared. A significant positive relationship is indicated between LEA financial effort and computer business services, where earlier analysis showed no significant relationship. The most noticeable difference between these regression analyses and earlier ones concern the numbers of significant correlations. Whereas 20 significant relationships appeared in the combined areas of films, media equipment repair, and computer services in the previous analysis of perceived usage, only five appear here in the recorded usage. Apparently, the smaller n, 224, and the expansion of the number of independent variables to include nine regional characteristics, combined to reduce the number of correlations at the .01 and .05 levels of significance.

RESC Variables. The regression analysis of participation reports from the RESCs considered the relatioship of nine RESC variables to LEA use of services. Table 18 shows 20 correlations at the .01 and .05 levels of significance for these variables. Expected relationships to participation in computer services are observed for the three variables, regional enrollment, regional receipts from LEAs (local), and size of RESC staff. These also are reflected in the total money spent for media, driver education, and computers. Enrollment and size of RESC professional staff tend also to be predictors of the use of driver education services. The local receipts (from LEAs) variable appears to be related to the film library expenditures at the .05 level. In the project year, 1977-78, there was strong negative correlation between the number of LEAs in a region and the expenditures of those LEAs for media services. It may relate to the likelihood that it is easier to get agreement in smaller groups of LEA superintendents than in larger groups. When regression analysis is limited to the examination of only 224 cases dispersed among 20 regions, chance correlations are more likely than in results derived from many more cases. For that reason, those correlations, like the negative .05 (n) shown for federal receipts and student computer terminals, should be viewed with caution unless some logical causal relationship exists.

TABLE 18

CORRELATIONS AND PARTIAL CORRELATIONS ESTABLISHED THROUGH MULTIPLE REGRESSION ANALYSIS FOR THE RELATIONSHIP OF SIX LEA AND NINE RESC VARIABLES TO LEA PARTICIPATION IN SELECTED RESC SERVICES, ACCORDING TO EXPENDITURES PER PUPIL

Code for level of significance: P and N -- positive and negative, respectively, to .01
p and n -- positive and negative, respectively, to .05

Note: Partial correlations, or indicators of "unique associations" when the effects of other variables are removed, exist in this Table only as the second symbol in paired symbols. Symbols existing singly, or as the first of paired symbols, refer to "intial associations" or correlations when all variables are operative.

| RESC PROGRAMS & SERVICES | RESC Variables | | | | | | | | | LEA Variables | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | No. of LEAs | Fall Enrollment, 1977 | Remoteness | Wealth, $/pupil | Rcpts from LEAs | Rcpts from State | Rcpts from Fed'l | Total Rcpts | Size, Prof. Staff | Size | Wealth, $/pupil | Effort | Staff Ratio | Ethnicity | |
| | | | | | | | | | | | | | | Mex. Amer. | Black |
| 1. Media, Film Library | nN | | | | p | | | | | | nN | | | | |
| 2. Media, Equipment Repair | NN | | | nN | | | | | | | | | | | |
| 3. Media Total (1+2) | NN | | | | | | | | | | | | | | |
| 4. Driver Education | | Pp | | | | | | | Pp | | | | | | |
| 5. Computers, Pupil Accounting | | P | | | p | | | | PP | PP | n | | | p | |
| 6. Computers, Business Services | | | | | | | | | | | | pP | | | |
| 7. Computers, Student Terminals | | PP | | | p | | n | | | | | | | | |
| 8. Computer Total (5+6+7) | | P | | | pp | | | | p | P | | | | | |
| 9. Total, Selected Services (3+4+8) | | P | | | P | | n | | p | P | | | | | |

77

73

Question 12: How does LEA participation in RESC services vary among RESCs grouped according to nine RESC characteristics?

In this analysis the regional means of LEA per pupil expenditures shown in Figures 9, 10 and 11 were used in 19 different group combinations to explore the effect of nine RESC characteristics upon LEA participation. In order to prevent dominance by any one region, it was assumed that the per pupil expenditures from each RESC should have equal weight. Therefore, the averages in each cluster of regions are computed by adding the regional per pupil expenditures and dividing by the number of regions in the cluster.* The results for nineteen groups clustered according to dimensions of nine variables are shown in Figures 13, 14 and 15. Figure 13 indicates that there is little variation in film library usage. The data from the 224 sample districts shows that the expenditures for repair of media equipment vary considerably and explain most of the variation shown in total media expenditures. It appears that the regions spending the most for media are the least wealthy and the ones with high concentrations of Mexican Americans. They are essentially the same districts. It should be further noted that one region, XIX (see figure 9), is responsible for the high average in both clusters.

Whereas the range of LEA expenditures for media services varied only 40 cents per pupil among these regional clusters, the variation in computer services was $2.36 per pupil. In Figure 14, Region IV appears in five clusters (large, low federal receipts, high LEA receipts, satellites, large staff) of the six in which participation in computer services is highest. Since that region's per pupil expenditures for computer services are more than twice that of fifteen of the other eighteen reporting regions, its influence on the five clusters is great. (See Table 15, page 48.) Participation in computer services is expected to be great in all clusters containing multiple regional computer centers (MRCPs) and regional processing centers (RPCs), Regions IV, X, XI, XIX, and XX. The "poor" cluster is composed entirely of three of these regions. Since the bulk of expenditures for media, driver education, and computers are in computer services, the pattern of total expenditures for all is similar to that set by computers. The driver education data, not separately graphed, are included in Figure 15. The expenditures in these three areas comprise 66 percent of all statewide LEA expenditures for RESC services.

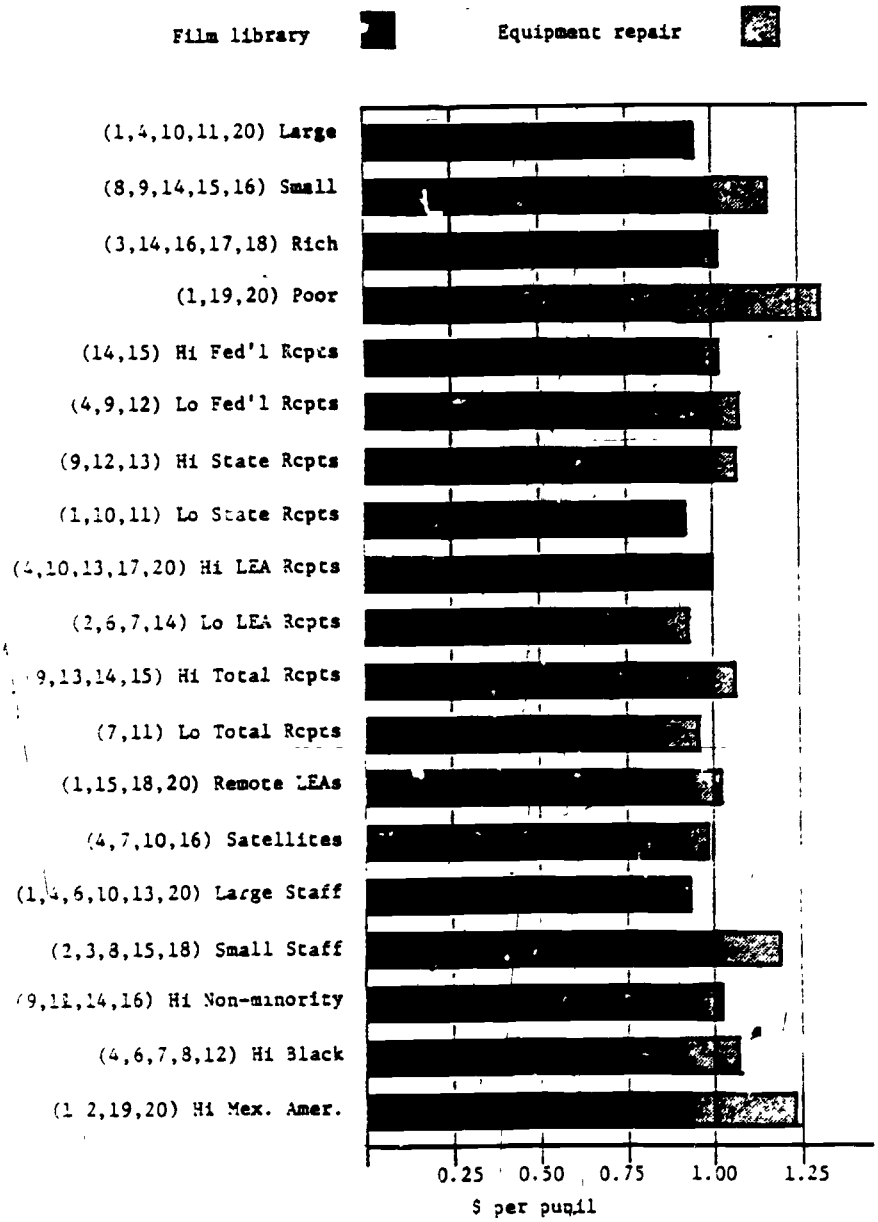
Question 13: What degree of influence do LEA superintendents and RESC executive directors, statewide, assign to possible incentives and deterrents to ESA participation in ESA services? What is the comparison of their perceptions?

Incentives. The statewide averages of the responses of the superintendents and those of the executive directors are shown in Figure 16. The graph indicates great similarity, except for amplitude, in the responses of the two groups. The greater amplitude of the average scores of the executive directors is partially, at least, attributable to the small n, 20. Both groups assign their highest ratings to items 10, 13 and 14. The superintendents rate them

* Average per pupil expenditures computed in this manner were used for Figures 13, 14 and 15.

FIGURE 13

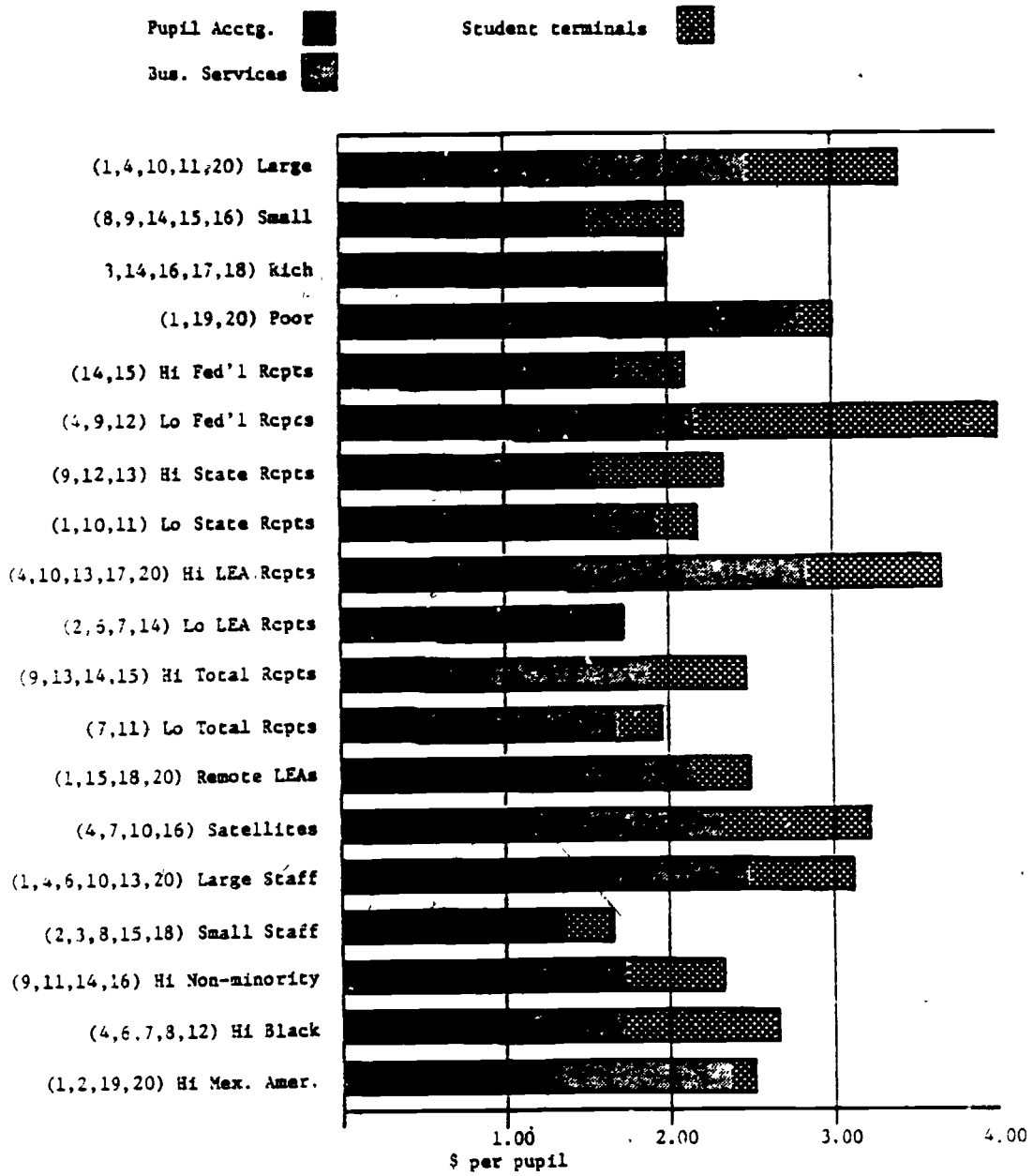
AVERAGE* PER PUPIL EXPENDITURES FOR MEDIA SERVICES (FILM LIBRARY, EQUIPMENT REPAIR) FOR COMBINATIONS OF RESCs CLUSTERED ACCORDING TO NINETEEN DIMENSIONS OF NINE RESC VARIABLES**




*See explanation, page 19 (equal weight assigned to all regions)
**Size, wealth, four categories of receipts (federal, state, local, total), remoteness, RESC staff, ethnicity.

FIGURE 14

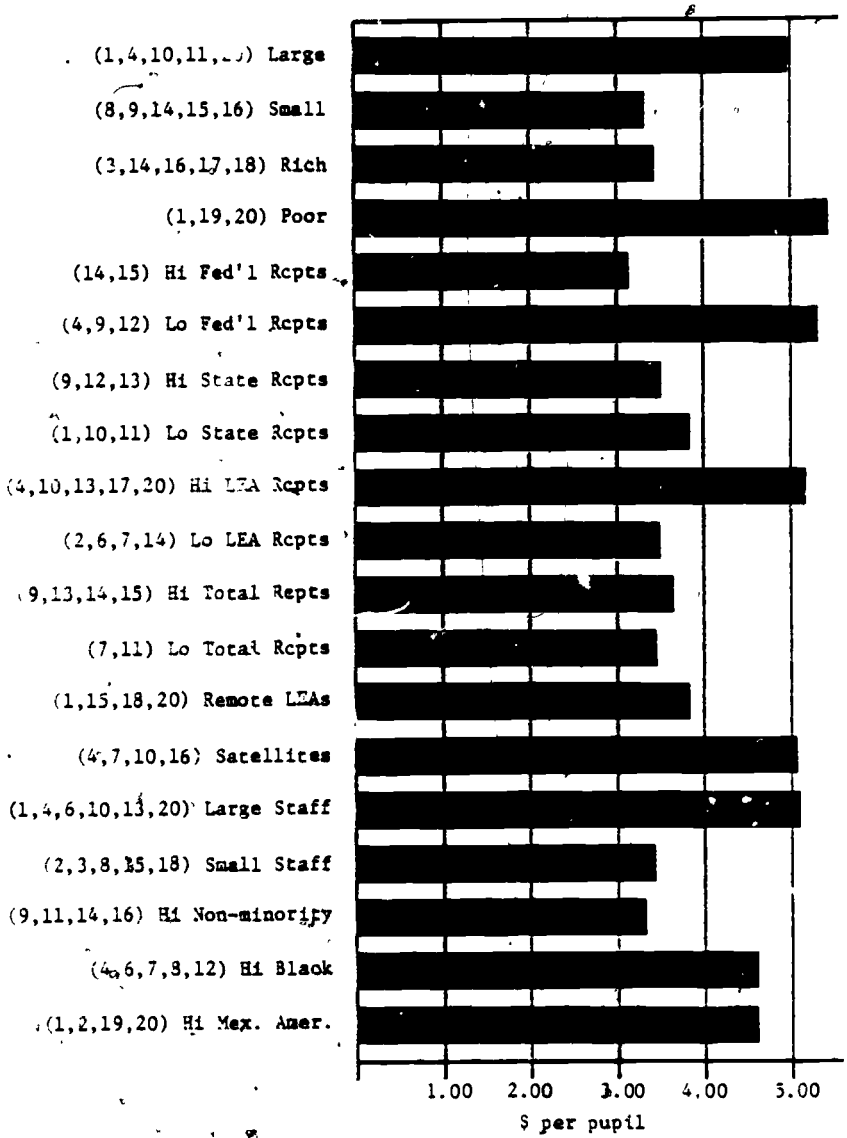
AVERAGE* PER PUPIL EXPENDITURES FOR COMPUTER SERVICES (PUPIL ACCOUNTING, BUSINESS SERVICES, STUDENT TERMINALS) FOR COMBINATIONS OF RESCs CLUSTERED ACCORDING TO NINETEEN DIMENSIONS OF NINE RESC VARIABLES**




*See explanation, page 19 (equal weight assigned to all regions)
**Size, wealth, four categories of receipts (federal, state, local, total), remoteness, RESC staff size, ethnicity.

FIGURE 15

AVERAGE* PER PUPIL EXPENDITURES FOR SELECTED SERVICES (MEDIA, DRIVER EDUCATION, COMPUTERS) FOR COMBINATIONS OF RESCs CLUSTERED ACCORDING TO NINETEEN DIMENSIONS OF NINE RESC VARIABLES**




* See explanation, page 19 (equal weight assigned to all regions)

** Size, wealth, four categories of receipts (federal, state, local, total), remoteness, RESC staff size, ethnicity.

equally at 4.0, the "strong incentive" point, whereas the executive directors rate item 14, "RESC sensitivity to our needs," ahead of runners-up, "quality of RESC-LEA communications" and "programs meet state and/or federal requirements." Item 9, "level of TEA-RESC-LEA cooperation," at 3.9, is the next most important incentive to the superintendents. While the score assigned by the executive directors to that incentive is the same, unlike the superintendents, they assign higher scores to four other incentives -- "RESC program or service quality," item 6, "all costs paid by the state and/or federal sources," item 1, "this LEA alone cannot provide effective program", item 3. The lowest scores for both groups, 2.4 for the superintendents and 1.5 for the executive directors, were given to the same item, 15, "adequacy of numbers of minority persons on RESC staff and board of directors." It is significant, however, that the greatest disparity between the scores of the superintendents and those of the executive directors is on this item. Twelve executive directors scored the minority issue "no incentive", six rated it "weak incentive" and two indicated "moderate incentive" -- an average score of 1.5 for the 20 responses. In contrast, no regional average score of the superintendents was below 2.0, the mid-point of "weak incentives". Region I superintendents scored the item at 3.1, beyond the mid-point of "moderate incentive", and three other regional averages were in the 2.7 to 2.9 range. Similarly, the superintendents regard "proximity" as more important than it is seen by executive directors. The only other item which superintendents scored higher than executive directors is "RESC unit costs".

Deterrents. Figure 17 has the same design features as Figure 16. The dashed line for the statewide averages of the superintendents and the unbroken line for the executive directors are plotted against a shaded background which represents the ranges of the regional averages of the superintendents. Here again the curves are similar in shape except for the larger amplitude and higher scores of the directors on all 15 deterrents. The executive directors rate three items in the "strong deterrent" range. "No state and/or federal aid", item 3, and "cost of substitutes for teachers in RESC workshops", item 5, are scored at 3.9 and "service already provided by LEA", item 10, 3.7. While the averages are much lower, the superintendents rate "cost of substitutes..." as the leading deterrent, with a trio of other money considerations -- "no state and/or federal aid", "travel time" and "service already provided by this LEA" at 2.6 to 2.8 in the lower half of the "moderate deterrent" range. Significantly lower than others for both groups is item 12, "too few minority persons on RESC staff and/or board of directors." In contrast to their different scores on this issue as an incentive, the superintendents and executive directors are together on it as a deterrent.

The fact that "RESC costs" is seen as less of a deterrent to participation than other money items (3,4,5, and 6) reflects the condition in Texas where two-thirds of RESC costs are borne by state and federal support. When specific services were examined in actual and desired usage (Figure 14), "RESC fees" led the reasons for limited use of available computer services, driver education, and media equipment repair. The overall low average score of superintendents on this item as a deterrent may be influenced by the large number of responses from small LEAs that perceive little or no need for computer service

FIGURE 16

FIFTEEN POSSIBLE INCENTIVES TO PARTICIPATION IN RESC SERVICES: STATEWIDE MEANS OF RESPONSES FROM 684 LEA SUPERINTENDENTS AND TWENTY RESC EXECUTIVE DIRECTORS, AND THE RANGES (shaded) OF THE REGIONAL MEANS OF THE SUPERINTENDENTS' RESPONSES

Statewide means: Executive Directors ——— Superintendents — — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

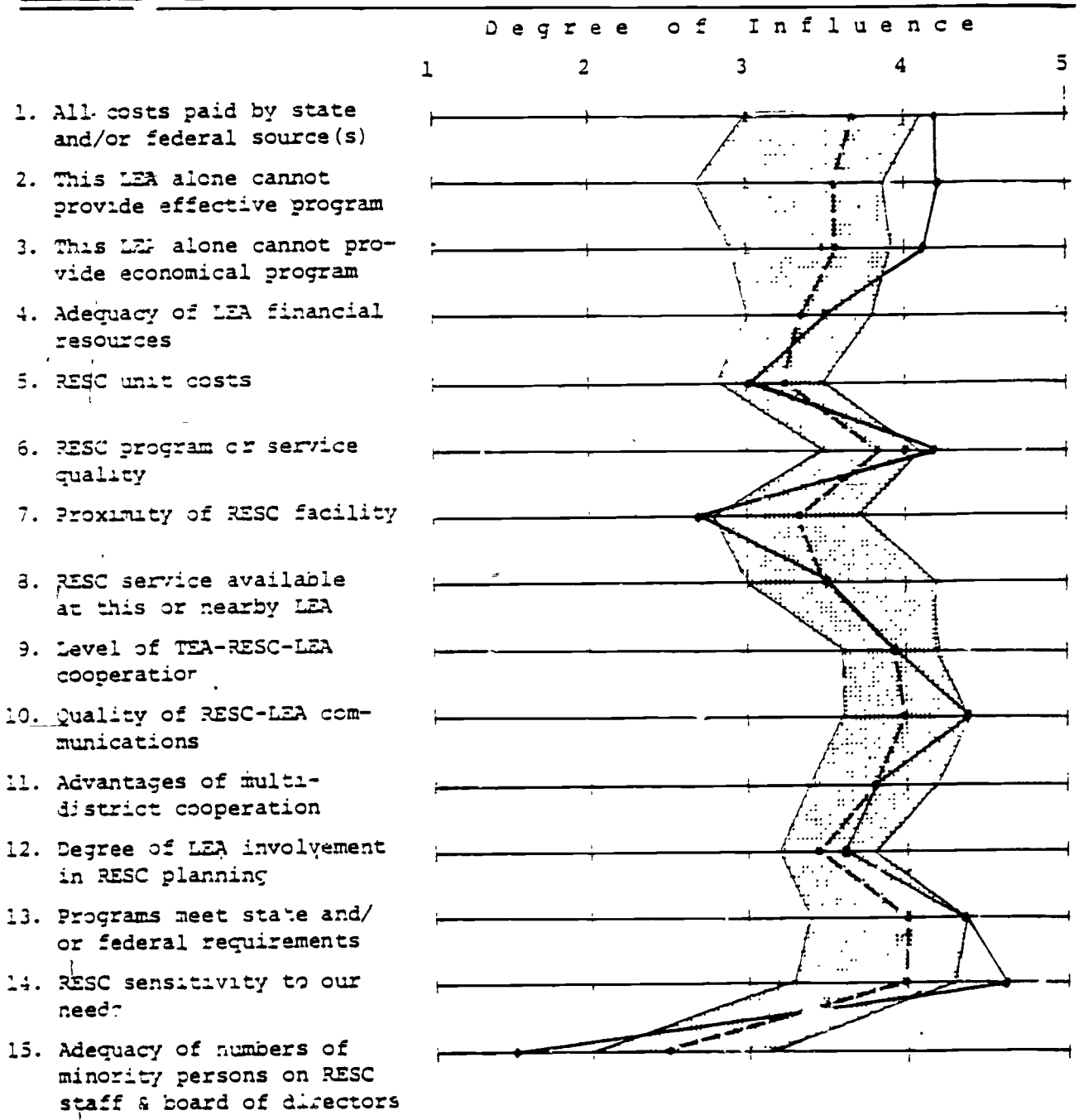
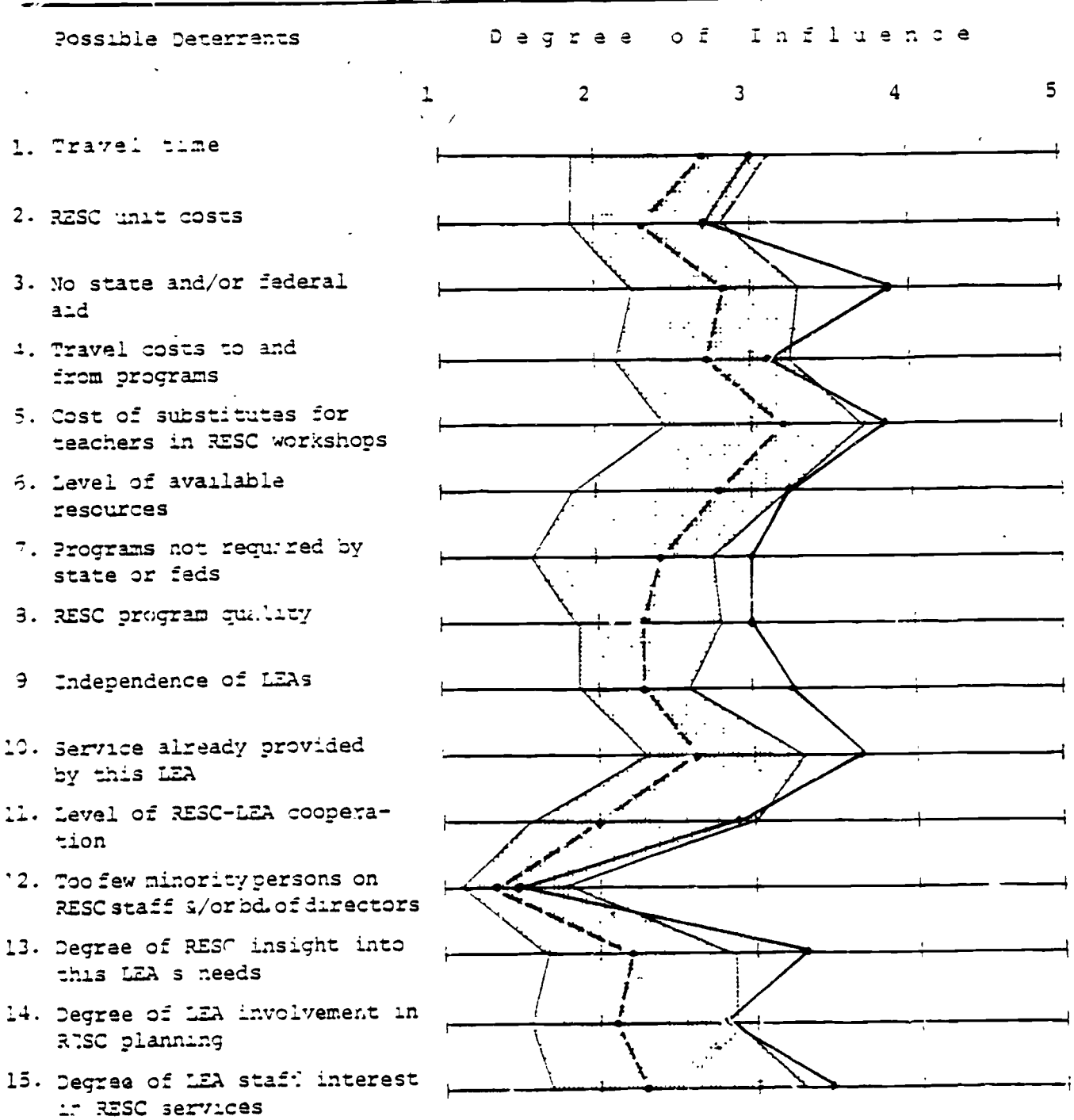


FIGURE 17

FIFTEEN POSSIBLE DETERRENTS TO PARTICIPATION IN RESC SERVICES: STATEWIDE MEANS OF RESPONSES FROM 684 LEA SUPERINTENDENTS AND TWENTY RESC EXECUTIVE DIRECTORS, AND THE RANGES (shaded) OF THE REGIONAL MEANS OF THE SUPERINTENDENTS' RESPONSES

Statewide means: Executive Directors ——— Superintendents — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent



Question 14: How do the incentive-deterrent perceptions of superintendents vary according to size and wealth of LEAs?

Table 19 lists the average scores assigned to incentives and deterrents by superintendents of 85 LEAs paired into large-small groups and rich-poor groups. In the large-small pairing, the largest differences assigned to incentives were in item one, "all costs paid by state and/or federal sources(s)", and item 11, "advantages of multi-district cooperation." The larger districts regard the former as more of an incentive than do the smaller disticts. The direction of the difference is reversed in the latter, where the superintendents, as expected, assign more importance to multi-district endeavors. Among deterrents, the smaller districts, generally more remote from the service centers, assign more weight to the deterrence of travel time than do larger districts. The superintendents of the larger LEAs are more cognizant of the absence of federal and/or state subsidies, and the larger districts, generally the providers of more local services, regard the local provision of such programs as more of a deterrent to participation in similar RESC services than do smaller districts.

The superintendents from sample LEAs which are very poor regard money items, with the exception of travel costs, as more important influences on participation than do superintendents from the samples of very wealthy LEAs. There are few other differences worth noting.

The significant finding in these two sets of comparisons concerns their lack of sharp contrast with each other and with statewide averages. Not a single incentive or deterrent for any of the four groups reaches the upper or lower limit of the regional ranges. It is apparent that, in Texas, perceptions of incentives and deterrents vary more among individual regions than among LEAs clustered according to other regional or LEA variables.

Question 15: How does the average of the perceptions of the superintendents in each region compare to the statewide averages and to the ranges of regional averages concerning possible incentives and deterrents? (See grapns in Figure A-2 in Appendix A.)

Readers interested in the regional means of responses of superintendents concerning incentives and deterrents should examine the graphs in Figure A-2 in the appendix. The figure contains forty graphs, one for incentives and another for deterrents for each of the 20 regions. The unbroken lines connecting regional average scores are easily seen against the statewide averages (broken lines) and the background ranges (shaded) of the regional averages. The majority of the regional averages are close to the statewide averages, as should be expected. Nevertheless, there are notable exceptions and illustration of the previously-cited relationship, that regional ranges are greater than most differences among other categories of LEAs being serviced, and they often reflect policy and leadership influences not necessarily related to other regional variables included in this study.

Incentives. Regions VII and VIII are cited as neighbors with interesting contrasts. They assign the same degree of influence to "RESC unit cost," but they agree on nothing thereafter. Region VIII superintendents view each of the

TABLE 19

LARGE-SMALL AND RICH-POOR COMPARISONS OF AVERAGE DEGREES OF INFLUENCE ASSIGNED TO POSSIBLE INCENTIVES AND DETERRENTS BY SUPERINTENDENTS OF 101 LARGE LEAs (ADA >2500), 172 SMALL LEAs (ADA <2500), 145 VERY RICH LEAs AND 128 VERY POOR LEAs *

Scale for degree of influence: 1 - none 3 - moderate 5 - very strong
2 - weak 4 - strong

| | Incentives | Degree of Influence | | | |
|---|---|---|---|---|---|
| | | Large | Small | Rich | Poor |
| 1. | All costs paid by state and/or federal source(s) | 3.8 | 3.4 | 3.3 | 3.8 |
| 2. | LEAs alone cannot provide effective program | 3.6 | 3.7 | 3.5 | 3.7 |
| 3. | LEAs alone cannot provide economical program | 3.5 | 3.5 | 3.3 | 3.7 |
| 4. | LEA financial resources | 3.5 | 3.2 | 3.2 | 3.4 |
| 5. | RESC unit costs | 3.4 | 3.1 | 3.0 | 3.3 |
| 6. | RESC program or service quality | 3.9 | 3.7 | 3.7 | 3.8 |
| 7. | Proximity of RESC facility to LEAs | 3.6 | 3.3 | 3.3 | 3.3 |
| 8. | RESC service delivered to LEA or nearby LEA | 3.6 | 3.5 | 3.5 | 3.5 |
| 9. | Level of TEA-RESC-LEA cooperation | 3.8 | 3.9 | 3.8 | 3.9 |
| 10. | Quality of RESC-LEA communications | 3.9 | 4.0 | 3.9 | 4.0 |
| 11 | Advantages of multi-district cooperation | 3.5 | 3.9 | 3.6 | 3.7 |
| 12. | Degree of LEA involvement in RESC planning | 3.5 | 3.5 | 3.4 | 3.5 |
| 13. | Programs meet state and/or federal requirements | 3.8 | 4.0 | 3.9 | 3.9 |
| 14. | RESC sensitivity to LEA needs | 4.0 | 4.0 | 4.0 | 4.0 |
| 15. | Adequacy of numbers of minority persons on RESC staff and board of directors | 2.3 | 2.3 | 2.2 | 2.4 |
| | **Deterrents** | | | | |
| 1. | Travel time | 2.3 | 2.8 | 2.8 | 2.4 |
| 2. | RESC unit costs | 2.4 | 2.4 | 2.2 | 2.4 |
| 3. | No state and/or federal aid | 3.0 | 2.6 | 2.5 | 3.0 |
| 4. | Travel costs to and from programs | 2.5 | 2.7 | 2.7 | 2.6 |
| 5. | Costs of LEA substitutes for teachers in workshops | 3.2 | 3.1 | 2.9 | 3.3 |
| 6. | LEA financial resources | 2.8 | 2.8 | 2.7 | 2.8 |
| 7. | Programs not required by state or federal government | 2.4 | 2.4 | 2.4 | 2.3 |
| 8. | RESC program or service quality | 2.4 | 2.2 | 2.3 | 2.3 |
| 9. | Independence of LEAs | 2.3 | 2.2 | 2.2 | 2.3 |
| 10. | Service already provided by LEA | 3.0 | 2.5 | 2.6 | 2.8 |
| 11. | Level of RESC-LEA cooperation | 2.3 | 1.9 | 2.0 | 2.2 |
| 12. | Too few minority persons on RESC staff and/or board of directors | 1.5 | 1.2 | 1.3 | 1.4 |
| 13. | Degree of RESC insight into LEA needs | 2.4 | 2.1 | 2.1 | 2.3 |
| 14. | Degree of LEA involvement in RESC planning | 2.3 | 2.0 | 2.0 | 2.3 |
| 15. | Degree of LEA staff interest in RESC services | 2.6 | 2.3 | 2.3 | 2.4 |

*Extreme wealth ranges and size categories are shown in Figure 6, page 31.

other fourteen incentives as more influential than the ratings assigned to the same items by superintendents in Region VII. Opinions of the former coincide with the upper limit of the ranges on five items, whereas the latter rate seven items at the lower limits of the ranges. Region XVII superintendents see all but one of the last ten items as greater incentives than the averages, and six of their scores coincide with the outer ranges. Whereas the Region XVII profile is generally at or above the state configuration, Regions XVIII and XIX show great amplitude, hitting both the upper and lower ranges, sometimes in agreement, but more often in disagreement. These scores are not evaluations of the regions. They are some of the most radical departures from state averages, sometimes they may reflect anticipated differences between rich and poor, for example, but more often, regional variables are not easily associated with particular profiles. Their value lies in their possible usefulness to the TEA and RESCs in understanding superintendents' perceptions on a regional basis.

Deterrents. The deterrent graphs in Figure A-2 show greater ranges of responses from the regions. Region XIX, which depicted great amplitude in incentives, does likewise in deterrents as it rates nine of fifteen items at the outer ranges of responses, three at the lower and six at the upper levels. In contrast, the range of replies from Region XVIII, large among incentives, dwindles among deterrents. Only one item, "independence of LEAs", reaches the statewide average, all others are below, and six are at the lower limit of average regional responses. Neighbors I and II, south Texas regions, do not depart dramatically from state perceptions, but their superintendents see three costs items quite differently. Region II's wealth, close to the state's average, is twice that of Region I. Regional differences in incentives and deterrents are greater than differences according to the large-small and rich-poor comparisons provided in Table 19.

Question 16: How do the incentive-deterrent perceptions of LEA superintendents vary according to the existence of their LEAs in regional clusters according to nine RESC variables?

The incentive-deterrent responses of 684 superintendents were analyzed according to the distribution in the same regional combinations compared in "hard data" analyses. Few noteworthy differences were revealed and the extensive table was omitted from this report. Five comparisons, however, deserve mention. Regions XIV and XV, paired because their federal receipts per pupil were twice or more as high as seventeen of the other regions, generally score all incentives as high or higher, and all deterrents as low or lower, than they are scored by respondents from regions IV, IX, and XII, the regions with the lowest federal receipts per pupil. The other set of comparisons of perceptions relates to the rich and poor clusters of regions. Among incentives, the rich, regions III, XIV, XVI, XVII, and XVIII, score RESC fees lower, and proximity and level of cooperation higher, than their less wealthy counterparts in regions I, XIX, and XX. In all but three deterrents where differences were negligible, those in the less wealthy regions scored deterrents stronger than

those in the wealthy regions. Money items and the "too few minority persons..." deterrent were noticeably higher, three to four tenths on the scale, but the biggest difference, five tenths, was on "degree of LEA staff interest in RESC services."

Question 17: What are the statewide distributions and average rankings assigned to six influences on LEA participation in regional services by LEA superintendents and RESC executive directors?

Superintendents. Two hundred usable and complete replies were received from the 236 superintendents contacted in the post-card forced ranking survey. The numbers in the grid in Figure 18 represent the distribution of the respondents, the shaded portion represents the ranges of the averages of regional responses, and the dashed line connects the statewide averages. The superintendents assigned their highest average rankings, 2.6, to program quality, closely followed, at 2.9, by RESC leadership, and LEA leadership, at 3.4. Fourth, fifth, and sixth are size, remoteness and wealth, ranging from 3.9 to 4.14.

RESC Executive Directors. In Figure 19, the average rankings of the responses of the executive directors, are plotted against the distribution of the twenty responses for each item. There is similarity to the general rankings of the superintendents, but the specific differences are meaningful. LEA leadership, at 2.25, is the highest ranking of either group. Ranked second by the executive directors, but given a higher numerical score than that assigned by superintendents, is program quality, at 2.35. Third place finds RESC leadership at the identical average numerical value, 2.9, ascribed to it by the superintendents. The three remaining values, in descending rank-order, are remoteness, at 4.3; wealth, 4.45; and size, at 4.75.

The most notable comparisons are the different positions assigned to leadership factors. The executive directors placed LEA leadership ahead of both program quality and RESC leadership. The superintendents, on the other hand, place program quality just ahead of RESC leadership and regard their own leadership as less important than do the executive directors.

Question 18: What are the average rankings assigned to six influences on LEA participation in RESC services by superintendents in each region? How does each region's response configuration compare to the statewide average ranking and to the ranking of the RESC executive directors?

Table 20 is provided to facilitate comparisons of the superintendents' rankings among the regions. It also allows comparisons of the rankings of the RESC executive directors in Table 21. As expected from the statewide averages shown in Figure 18, superintendents from the various regions rank RESC program quality first more often, 11 times, than any other influence. One region, VII, has it tied for first with wealth, six regions rank RESC leadership first. In one, XI, remoteness heads the list, and in the remaining region, XIX, LEA leadership is first. In only eight regions are there intrusions into the trio of leaders, progam quality, RESC and LEA leadership.

FIGURE 18

SIX IMPORTANT INFLUENCES ON LEA PARTICIPATION IN RESC SERVICES: THE STATEWIDE DISTRIBUTION AND AVERAGE OF RANK-ORDER RESPONSES OF 200 SCHOOL SUPERINTENDENTS, AND THE RANGE (shaded) OF TWENTY REGIONAL AVERAGES OF THEIR RESPONSES

| | high 1 | 2 | 3 | 4 | 5 | low 6 |
|---|---|---|---|---|---|---|
| Wealth | 25 | 17 | 24 | 32 | 45 | 57 |
| Size | 27 | 22 | 22 | 41 | 51 | 37 |
| Remoteness | 31 | 13 | 21 | 38 | 34 | 63 |
| Program Quality | 56 | 49 | 40 | 34 | 18 | 3 |
| RESC Leadership | 36 | 63 | 37 | 26 | 26 | 12 |
| LEA Leadership | 25 | 36 | 56 | 29 | 26 | 28 |

FIGURE 19

SIX IMPORTANT INFLUENCES ON LEA PARTICIPATION IN RESC SERVICES: THE STATEWIDE DISTRIBUTION AND AVERAGE OF RANK-ORDER RESPONSES OF THE TWENTY RESC EXECUTIVE DIRECTORS

| | high 1 | 2 | 3 | 4 | 5 | low 6 |
|---|---|---|---|---|---|---|
| Wealth | 1 | 2 | 2 | 4 | 4 | 7 |
| Size | 0 | 0 | 2 | 5 | 9 | 4 |
| Remoteness | 2 | 1 | 2 | 6 | 2 | 7 |
| Program Quality | 7 | 4 | 6 | 2 | 0 | 1 |
| RESC Leadership | 3 | 6 | 5 | 2 | 4 | 0 |
| LEA Leadership | 7 | 7 | 3 | 1 | 1 | 1 |

TABLE 20

RANKINGS OF SIX INFLUENCES ON LEA PARTICIPATION IN RESC SERVICES AS PERCEIVED BY LEA SUPERINTENDENTS FROM EACH REGION

| Regions | n (200) | Ranking 1st | 2nd | 3rd | 4th | 5th | 6th |
|---|---|---|---|---|---|---|---|
| I | 11 | RESC* | Prog. | LEA* | Remote | Size | Wealth |
| II | 10 | Prog. | RESC | LEA | Remote | Size | Wealth |
| III | 10 | Prog. | Remote | Size | LEA | RESC | Wealth |
| IV | 10 | Prog. | RESC | Size | LEA | Remote | Wealth |
| V | 11 | Prog. | RESC | Wealth | LEA | Size | Remote |
| VI | 10 | Prog. | RESC | Size | Wealth | LEA | Remote |
| VII | 11 | Prog. | Wealth | Size | Remote | RESC | LEA |
| VIII | 10 | RESC | Prog. | LEA | Remote | Wealth | Size |
| IX | 11 | Prog. | RESC | LEA | Size | Remote | Wealth |
| X | 11 | Prog. | RESC | LEA | Size | Wealth | Remote |
| XI | 9 | RESC | Prog. | LEA | Size | Wealth | Remote |
| XII | 9 | RESC | Prog. | Size | LEA | Wealth | Remote |
| XIII | 8 | Prog. | RESC | LEA | Size | Wealth | Remote |
| XIV | 9 | Prog. | LEA | Remote | RESC | Size | Wealth |
| XV | 11 | Remote | Prog. | RESC | LEA | Wealth | Size |
| XVI | 11 | RESC | Prog. | LEA | Wealth | Remote | Size |
| XVII | 10 | Prog. | RESC | LEA | Size | Remote | Wealth |
| XVIII | 11 | RESC | Prog. | LEA | Remote | Size | Wealth |
| XIX | 6 | LEA | Prog. | RESC | Wealth | Size | Remote |
| XX | 11 | Prog. | LEA | RESC | Wealth | Size | Remote |

n - Number of respondent superintendents. (Twelve requested from each region except XIX, where eight were requested.)
Ties are connected with dashes (---).
*RESC and LEA refer to "RESC leadership" and "LEA leadership", respectively.

Table 21 indicates that RESC program quality and LEA leadership each led the rankings of seven executive directors. Three rated RESC leadership first, two named remoteness, and only in Region XIII did the executive director name wealth as number one. Thirteen of the 20 RESC leaders rate LEA leadership ahead of their own leadership -- the reversal of the superintendents' sequence. Eleven executive directors, like most superintendents, regard program quality and leadership as more influential than other influences. Notable exceptions are in Region V, where the executive director assigns program quality and both leadership factors to the bottom half of the scale, and Region VII, where the executive director rates LEA leadership first, but his own leadership and program quality fifth and sixth, respectively. In the other seven regions wealth was in the top three influences four times; remoteness was there three times.

Additional insight into configurations of regional responses can be gained by examining the 20 graphs in Figure A-3 in Appendix A. The grid upon which the regional ranges (shaded) are shown contains the response distribution for each region, the statewide average, the regional average and the executive director's responses. Most regional profiles follow the state profile rather closely. The most notable exceptions are in Region VII, where the leadership rankings are atypical, and Regions II, VIII, IX, XI, and XVI and XVIII, which have larger amplitudes than the state profile, express more agreement among the superintendents and more emphatic separation of the three leading influences from the three trailers. The highest score assigned by any group to any factor exists in Region XVIII, where ESC leadership is considerably ahead of the runner-up, program quality. The second highest score in the state was assigned to program quality by Region II. Regions XI and XIX assigned the lowest scores in the state to remoteness.

Question 19: What rank-orders are assigned to six important influences on LEA participation in RESC servics, when superintendents' responses are grouped according to regional variables?

There are nineteen sets of regions in Table 22, representing aspects of nine RESC variables. There are few important differences in the responses of the groups. For the most part, the groups rate program, then RESC and LEA leadership first, second and third, respectively, with size fourth, and remoteness and wealth often alternating in the fifth and sixth spots. The interesting exceptions are:

1. Many of the LEAs in Region XIV and XV apparently pool federal receipts for the training and paying of staff in migrant education programs. These districts in the "high federal receipts" regions are small and remote, and they place remoteness at the head of the list of six influences.

2. In only four groups does wealth rank as high as third or fourth. The "poor" and "high Mexican American" groups are the same, except for the addition of Region II in the ethnic grouping. And two of the three regions in "low-total receipts" also appear in the cluster, "low LEA receipts," which rates wealth higher than any other group, despite the absence of the state's three low-wealth regions, I, XIX, and XX.

TABLE 21

RANKINGS OF SIX INFLUENCES ON LEA PARTICIPATION IN RESC SERVICES AS PERCEIVED BY THE EXECUTIVE DIRECTOR OF EACH RESC

| | Ranking | | | | | |
|---|---|---|---|---|---|---|
| Regions | 1st | 2nd | 3rd | 4th | 5th | 6th |
| I | Prog. | RESC* | Remote | Size | LEA* | Wealth |
| II | RESC | Prog. | LEA | Size | Wealth | Remote |
| III | Prog. | LEA | RESC | Remote | Wealth | Size |
| IV | Prog. | RESC | LEA | Size | Remote | Wealth |
| V | Remote | Wealth | Size | Prog. | RESC | LEA |
| VI | LEA | RESC | Prog. | Wealth | Size | Remote |
| VII | LEA | Remote | Size | Wealth | RESC | Prog. |
| VIII | Prog. | LEA | Wealth | Size | RESC | Remote |
| IX | LEA | Prog. | RESC | Remote | Size | Wealth |
| X | Prog. | LEA | RESC | Size | Wealth | Remote |
| XI | Prog. | LEA | Wealth | RESC | Size | Remote |
| XII | LEA | Wealth | Prog. | RESC | Size | Remote |
| XIII | Wealth | Program | LEA | Remote | RESC | Size |
| XIV | LEA | RESC | Remote | Prog. | Size | Wealth |
| XV | LEA | RESC | Prog. | Remote | Size | Wealth |
| XVI | Prog. | LEA | RESC | Wealth | Size | Remote |
| XVII | RESC | LEA | Prog. | Size | Remote | Wealth |
| XVIII | LEA | Prog. | RESC | Wealth | Remote | Size |
| XIX | Remote | RESC | Prog. | LEA | Size | Wealth |
| XX | RESC | LEA | Prog. | Remote | Wealth | Size |

*RESC and LEA refer to "RESC leadership" and "LEA leadership", respectively.

TABLE 22

RANKINGS OF SIX INFLUENCES ON LEA PARTICIPATION IN RESC SERVICES AS PERCEIVED BY LEA SUPERINTENDENTS FROM REGIONS CLUSTERED ACCORDING TO NINETEEN DIMENSIONS OF NINE RESC VARIABLES (size, wealth, four categories of receipts, remoteness, staff size, ethnicity)

| | Ranking | | | | | |
|---|---|---|---|---|---|---|
| RESC Variable | 1st | 2nd | 3rd | 4th | 5th | 6th |
| (1,4,10,11,20) Large | Prog. | RESC* | LEA* | Size | Wealth | Remote |
| (8,9,14,15,16) Small | Prog. | RESC | LEA | Remote | Size | Wealth |
| (3,14,16,17,18) Rich | Prog. | RESC | LEA | Remote | Size | Wealth |
| (1,19,20) Poor | Prog. | RESC | LEA | Wealth | Size | Remote |
| (14,15) Hi Fed'l Rcpts | Remot. | Prog. | RESC | LEA | Wealth | Size |
| (4,9,12) Lo Fed'l Rcpts | Prog. | RESC | LEA | Size | Remote | Wealth |
| (9,12,13) Hi State Rcpts | Prog. | RESC | LEA | Size | Remote | Wealth |
| (1,10,11) Lo State Rcpts | Prog. — | RESC | LEA | Size | Wealth | Remote |
| (4,10,13,17,20) Hi LEA Rcpts | Prog. | RESC | LEA | Size | Wealth | Remote |
| (2,5,6,7,14) Lo LEA Rcpts | Prog. | RESC | Wealth | LEA | Size | Remote |
| (9,13,14,15) Hi Total Rcpts | Prog. | RESC | LEA | Remote | Size | Wealth |
| (5,7,11) Lo Total Rcpts | Prog. | Size — | RESC | Wealth | LEA | Remote |
| (1,15,18,20) Remote LEAs | RESC | Prog. | LEA | Remote | Wealth | Size |
| (4,7,10,16) Satellites | Prog. | RESC | LEA | Size | Wealth | Remote |
| (1,4,6,10,13,20) Large Staff | Prog. | RESC | LEA | Size | Wealth | Remote |
| (2,3,5,8,15,18) Small Staff | Prog. | RESC | LEA | Remote | Size | Wealth |
| (9,11, 16) Hi Non-minority | Prog. | RESC | LEA | Size | Remote | Wealth |
| (4,5,6,7,8,12) Hi Black | Prog. | RESC | Size | LEA | Wealth | Remote |
| (1,2,19,20) Hi Mex. Amer. | Prog. | RESC | LEA | Wealth | Size | Remote |

*RESC and LEA refer to "RESC leadership" and "LEA leadership", respectively. Ties are connected with dashes (——).

Superintendents consistently rate regional program quality and RESC leadership as more important to LEA participation in RESC services than their own leadership, and the size, remoteness, and wealth of their own districts.

The data on the rankings of six influences on LEA participation in RESC services should be instructive to Texas, especially, but they may also contribute to insight in other ESAs and other states. In Texas, one-third of RESC costs are borne by the LEAs, which vary greatly in wealth, size and in distance from RESC centers. Yet these important influences are consistently ranked below program quality, RESC leadership and LEA leadership as influences of participation. It is important to note again that the sequence of RESC and LEA leadership influences is reversed in the perceptions of the respondent LEA superintendents and regional executive directors.

## B. SUMMARY OF FINDINGS

The findings set forth in response to the foregoing questions are summarized here under headings of variables for LEAs and RESCs. Expanded comments on the findings and their implications for equity in access to services is provided under "observations", the next and final chapter of the report. Discussion of leadership and program quality is omitted here and reserved for that chapter.

### LEA Variables

Size. LEA participation in RESC services varies more according to size (ADA) than to any other LEA variable. It's influence is most dramatic in computer services, where pupil accounting and business services are of more value in larger systems. Computers are probably seen as a growing necessity that must be provided locally or obtained from RESC or another source. Project data suggest that, in terms of dollars per pupil, peak computer expenditures are among LEAs in the 2,500 to 5,000 ADA range. The decline in larger districts finds them using more computer services, however, than the LEAs below an ADA of 2,501.

According to the perceptions of 273 superintendents separated into two size groups according to LEAs above and below 2,500 in ADA, large schools use about one-third of the services more than small districts, the small LEAs use another third of the services more than large LEAs, and the final third is used about evenly by both groups. More specifically, large districts use computer services, driver education, special education, bilingual education and programs for gifted and talented more than do small LEAs. On the other hand, negative correlations exist between size and the use of several services. Smaller districts use more media services and more of such technical assistance services as planning, crime prevention, bus driver training, and in-service education, generally.

There is no question that size generally influences an LEA's need for some RESC services, yet both the superintendents and executive directors, when asked to consciously rate the influence of size, ranked it low, fourth and sixth, respectively, among six factors. This essentially means, apparently, that size is not a major influence in determining whether or not the LEAs get the services they want from the RESCs.

Wealth. Contradictions exist in the data concerning the importance of LEA wealth as an influence on LEA participation in RESC services. In the forced rankings the superintendents and executive directors rate it sixth and fifth, respectively, among the six influences. In the list of 15 incentives money considerations trail those related to leadership and program quality in the perceptions of the 684 respondents. From that group, 128 superintendents from very poor LEAs assign noticeably greater importance to money items, especially the availability of state or federal payment for services, than do 145 superintendents from very rich districts. But their differences are far short of those that might be expected among districts of such dramatic differences in local wealth. They do not move the availabiilty of financial assistance, for example, ahead of program quality, leadership factors and the meeting of state and/or federal program requirements, even in the eyes of superintendents from LEAs with scant resources.

But financial considerations come to the fore among the deterrents. Clearly leading this group of 15 items is the cost of teacher substitutes needed to allow local staff members to participate in RESC workshops. Runner-up positions go to the level of resources available and to the absence of state or federal aid. The very poor districts rate the latter deterrent ahead of the former. Among money items in the list of 15 deterrents, the notable differences between the very rich and the very poor LEAs are confined to the cost of substitutes, the absence of state or federal assistance, and RESC service costs.

There is great agreement between the same rich and poor LEAs in perceived use of RESC services. Twenty of the 25 services range from zero to 0.2 (six-point scale) in differences. In the other five services the poor use more services in planning and accreditation, in the repair of media equipment, and in instructional materials for the handicapped. The rich use more driver education and adult basic education services. There were, likewise, few important differences between the rich and poor in the level of services desired. Project data suggests that, except for driver eucation, the poor may be more desirous than the rich in getting RESC services, such as student computer terminals, pupil testing and counseling, career education and health services -- services that impact students more directly than their teachers.

More significant than the above comparisons, perhaps, is that of gaps in perceived use and desired use among the rich and poor LEAs. The most impressive aspect of all use-desired use comparisons is the smallness of the differences. But specific differences deserve notice. The LEAs are not receiving adequate services for gifted and talented, but the greater gap between use and desired use falls on the poor districts. Similar differences, where the gaps are greater for the poor, exist in student computer terminals, career education, diffusion, and health services. On the other hand, the gaps are greater for the rich in media repair and cooperative purchasing.

LEA expenditures fall more heavily upon the poor than the rich, thus the tabulations on reasons for using services less than desired take on added significance. The primary reason for underuse of the technical assistance services, clustered as the "in-service group", is the cost of release time. There is no RESC charge for participation in most such services. In computer services, where LEAs must pay, the leading reasons for low participation are RESC fees (LEA payments) and the absence of state or federal aid.

The multiple regression analysis of 684 superintendents' perceptions suggest that poor districts use several RESC services more often than the rich. Except for media and computer pupil accounting, these differences are dampened and disappear at the .01 and .05 levels when the same analysis is done on hard participation figures for 224 LEAs.

When 85 of these LEAs which fall into wealth extremes are grouped into 43 rich and 42 poor districts, the participation figure is sharply reversed in computer services. Great wealth differences are clearly shown to be quite important, with the rich spending approximately twice as much per pupil as the poor LEAs. In the very large districts, those more than 10,000 in ADA, the difference, though diminished, is still pronounced.

Which is more important, perceptual data or the comparisons of actual expenditures among the very rich and the very poor? Superintendents in Texas have a tendency to perceive equity in access to RESC services, even where it does not exist. The perception of equity in computer services must yield to the demonstrated likelihood that access to RESC computers is greater for the rich than for the poor.

The perception of equity in the use of most RESC services is probably based in the reality that two-thirds of the costs for RESC services are not charged to the LEAs, but to state and/or federal receipts. It is also probably true that less wealthy LEAs in Texas use most RESC services as much or more than do the wealthy districts. The important exceptions concern LEAs of great differences in wealth, and gaps in the services that require payment from the LEAs. This is a crucial finding in terms of equity considerations for the RESC network. As indicated earlier, media repair is the noteworthy exception to the exceptions. Proponents of this service claim that its economy attracts the LEAs which cannot afford more costly options.

Effort. The superintendents of LEAs with lower "true" or market value tax rates, the districts presumably making less financial effort than others, report more frequent use of certain services than do superintendents of other LEAs. The expected similarity to wealth relationships is reflected in the correlation of effort to service usage.

Remoteness. The executive directors rate remoteness 14th among incentives, substantially lower than the superintendents score it. Yet the two groups score it the same on "...service available at... nearby LEA," and the executive directors score "travel time" higher as a deterrent than do superintendents. Despite this ambiguity, there is no denying that a relationship exists between remoteness and the use of some services. Its influence was rated slightly ahead of wealth by the superintendents, and ahead of wealth and size by executive directors; and it was ranked the leading influence by one regional group, XV, and two executive directors, V and XIX. Among the strongest and most consistent

correlations depicted by the regression analysis on perceived usage of RESC services, were the negative remoteness relationships for all three computer services -- pupil accounting, business services and student terminals. Parallel negative correlations did not appear in actual expenditure data, because they did not exist at high levels of significance. All three were negative, however, with student terminals falling just short of the .05 level. Project data shows that remote schools like small ones, tend to use planning, accreditation and media in-service programs more than the near schools use them. Migrant education, more prevalent in farming areas, shows the expected positive correlations with remoteness. Since bilingual education tends to exist more in larger LEAs than in small ones, the positive correlations with remoteness may be unexpected. However, there are concentrations of Mexican Americans, the principal recipients, in regions I, II, XIX and XX. These regions are without satellites and contain several LEAs some distance from the RESC centers, as do regions XV and XVIII, whose center locations, San Angelo and Midland, are great distances from their LEAs near the Rio Grande.

Ethnicity. Correlations clearly confirm the tendency for the targeted bilingual and migrant education services to be used by school districts with Mexican American population concentrations. The data also suggest that there are few such concentrations where there are also large numbers of black students, or else there is a tendency for these two specialized RESC programs to be unused by such districts. The relationships depicted between ethnicity and a few other services -- media repair, Child Find and in-service education -- are weaker, and they appear to be related to factors other than ethnicity.

## RESC Variables

While much information was analyzed on a regional basis, none of the RESC variables appears to have strong influences upon the LEAs' use of services, except for the expected tendency for computer services to be used more in larger (ADA) regions containing urban centers. Unexpectedly, the number of LEAs in a region was found to be negatively correlated with per pupil expenditures for media services. Also unexpectedly, insofar as the 25 services in the study are concerned, there is no particular advantage in the comprehensiveness of offerings in the regions with the most pupils. Differences among the education service agencies in Texas appear to be more dependent upon leadership than upon demographic characteristics. These are crucial findings. Their implication for equity, along with those of further discussion of LEA variables, are included in the final sections of the report.

# CHAPTER VI

# OBSERVATIONS

This final chapter is divided into three main parts. The first deals with the concern for equity. There is a brief review of the equity implications suggested by the various instrumentation approaches to the study. Then, with some acknowledged redundancy, the implications of the LEA and RESC variables upon equity are discussed. Conditions which contribute to the excellence with which RESC plays its current role in Texas are discussed under "RESC character." Part two of the chapter is a look "down the road" at possible refinements and role changes. As Texas evaluates its regions, what are some things which should be contemplated for the future? A short section on future research concludes the report.

## A. EQUITY

Originally called the "equal access" study, this portion of the ESA descriptive project was to find out "if anyone is left out." Are the poor and minority populations in schools which have the same access to ESA services as the schools with ~~rich~~ and/or non-minority populations? Do the large and/or urban LEAs have the same access to services as the small remote districts? Is the ESA system fair?

### Perceived Use and Desired Use.

ESA services to LEAs are generally determined by the latter, the clients. In Texas this is always or nearly always the case. Some LEAs may unwillingly participate in RESC services because of financial advantages or limited options, but none are forced to participate and, in fact, a few do not. Thus, the extent to which the clients judge RESC services to be available and adequate is a crucial, perhaps the most crucial, dimension of the equity consideration.

The judgment of 684 superintendents establishes levels of agreement between perceived uses and desired uses of RESC services that are beyond expectations. An exact match from a large group of respondents on all services would represent the unattainable, yet matches in most services occur on most individual response sheets, every group examined--regions, large, small, rich, poor--produced matches in one or more services and near matches occurred on several services on statewide means.

There is overwhelming evidence in this study that most superintendents in Texas believe the RESC system to be fair. One hundred twenty-eight superintendents of very poor LEAs perceived the frequency of use of RESC services to be as high or higher than that perceived by 145 of their counterparts in very wealthy districts. Even where hard participation data show that access to some services is more limited for impoverished districts, superintendents generally perceive equity.

Determination about unequal access from the survey of actual and desired uses lies beyond the differences in perceptions of the rich and poor and resides in the acknowledgement that there are few, if any, "free" services; and the related costs of participation are more burdensome for the poor than for the rich. It cannot be assumed that access is equal when money reasons--RESC fees, costs of substitutes, travel costs, absence of state or federal aid--are cited for using services at less than the desired frequency.

Except for the expected limitation on computer usage for the small and remote, size and distance have less than the expected impact on service usage in the vast expanse of Texas. The difference in usage exceeds the 0.2 amount (on the six-point scale) in 17 of 25 services, but nine of these are used more by the large, eight by the small. Of more concern with respect to equity is the extent to which desired use exceeds perceived use in each group. Here again, one group appears not to be more advantaged or disadvantaged than the other. Both want more services for the gifted and talented, more use of student terminals, and more media repair services. The multiple regression analysis adds no new light. It confirms that smallness and remoteness deny access to computer services, that the small and remote LEAs use some other services more than large LEAs. In ethnicity it strongly confirms the delivery of bilingual and migrant education to the targeted Mexican American populations. Weaker relationship of ethnicity to perceived service use in media repair, Child Find and cooperative purchasing, have no apparent explanation beyond the coincidence of regional policy unrelated to minority populations.

## Participation According to RESC Reports of Receipts

Reports of RESC receipts from LEAs in 1977-78 allowed their translation by project staff into LEA expenditures per pupil for selected RESC services. LEAs in and around the large urban areas, where regional enrollment are high, have greater access to computer services. Regions, except for VII, with fewer LEAs tend to spend more per pupil on media services.

The analysis of means of per pupil expenditures provides the most surprising information, in light of the perceptual analyses, concerning computer usage. It provides clear indication that the very rich LEAs use computer services a great deal more than do very poor districts. Its contrast with perceived computer usage, leads to the suggestion that, in Texas, LEA superintendents sometimes perceive equity where inequity exists. The magnitude of the difference between the rich and poor is startling. Though this analysis runs counter to perceived computer usage, it adds emphasis to concerns expressed about money-related deterrents and about reasons for participating at less than desired levels in RESC services. It adds weight to the suspicion that state and federal financial support for services contributes more to equity than LEA superintendents perceive. Yet that is not the explicit statement prompted by the data.

## Incentives and Deterrents

The superindentendents from rich LEAs and those from the poor districts are hardly distinguisable in their scoring of most incentives and deterrents, except

for the money-related items. Even among the poor, five non-money incentives are rated ahead of the leading money incentive, "all costs paid by state and/or federal source(s)." Other incentives such as RESC costs, resource adequacy and, especially, program economy, are rated higher by the poor than by the rich. They also score higher on three money items as deterrents--cost of substitutes, absence of state or federal support for services, and RESC charges. As indicated earlier, these differences are not as large as one might expect from districts of such tremendous disparity in wealth. But they are too important to be ignored. The costs of substitutes and the absence of state or federal support limit access for all, but they disproportionately and thus, unfairly, deny some services to the poor.

The differences on resource-related incentives and deterrents between the large and small are not as great as differences on the same items among the rich and poor LEAs. They are somewhat similar, however, with the responses from small LEAs akin to those from the rich, and those of the large likened to those of the poor. In responses to the non-money deterrents, there is a hint that some RESCs understand, cooperate with, involve and serve smaller LEAs more those above 2500 ADA. These differences are small, but they may bear upon the accessibility of some RESC services to larger districts.

It is difficult to detect what relationship ethnicity has to access to RESC services beyond the targeted programs in bilingual and migrant education. This is part of the study too sensitive to investigate in depth with anything other than the interview schedules which were beyond the resource and logistical capability of the project. Beyond the formal instrumentation of this study, limited contact has revealed that some Mexican Americans sense discrimination at times because of the poverty of their districts or because the RESC boards of directors, joint committees and staffs are over representative of the outnumbered non-minority populations. But only in Region I, which has the state's sole Mexican American executive director and a majority of the state's few Mexican American superintendents, does a substantial departure exist from the statewide low score assigned to the minority issue as an incentive or deterrent.* Even there, however, the presence or absence of minority representation on the RESC board and staff is not sufficient to change it from its lowest ranking among all the incentives and deterrents.

## Forced Rankings of Important Influences

Although there is consistent indication that the three LEA variables, wealth, size and remoteness, influence participation less than program quality and leadership, it is also clear that small departures from this pattern lend added meaning to the access concern. Though ranked lower than remoteness by superintendents as well as executive directors, wealth is regarded as more important than remoteness and size in that cluster of regions with low LEA receipts, and it is placed ahead of remoteness and size by several executive directors. Remoteness, according to the average ranking of executive directors, affects access more than wealth or size; the superintendents, statewide, rate it barely ahead of wealth as such an influence. But the two executive directors

* Thirteen of the 20 respondent superintendents in Region I have Spanish surnames. There were 19 such superintendents among the 684 respondents, statewide.

in Regions V and XIX rate it first among all six influences, as do the superintendents from all Region XV. Not a single executive director or regional group of superintendents rate size among the first two places despite the differences in service usage. But several rate it ahead of wealth and remoteness.

LEA Variables.

Size. Size generally is not a major factor in determining whether or not Texas LEAs can get the RESC services they want. It has great influence on the use of computer services, and it influences the frequency of use of some other services, according to study data. But differences between use and desired use are about the same for large and small LEAs, and size is assigned relatively low influence priority by LEA superintendents and RESC executive directors. The equity depicted among LEAs of great size disparity in Texas is surprising, particularly when the characteristic of smallness is compounded by that of remoteness. Perhaps there are compensations in the wealth of small Texas LEAs, or in the RESC awareness of them, that account for the enviable relationship between size and service access depicted by the data.

As expected, the relationship is tarnished in the area of computer services. There is logic in the superintendents' judgments that both use and desired use of computer student accounting and business services should be less frequent in small schools than in large. But it is difficult to accept the judgment that the need for access to student terminals in small schools is only half that of larger schools. The terminals, as well as other autotutorial devices, are needed more in small schools to compensate for the limited comprehensiveness of the educational programs. In Texas, small school students are denied that access by a variety of factors, but most of all, perhaps, by the tendency of small communities to accept less for their students, even when resources are available to achieve parity.

On the other hand, Texas, quite appropriately will provide, as a result of 1979 legislation and an implementation decision by the Commissioner, financial incentive for schools under 1,000 ADA to collaborate under the auspices of the education service centers. In some services, the small schools already use more than the large schools. In the course of this study, three superintendents from very large LEAs (>10,000 ADA) made marginal notes and/or phone comments that RESCs either "did not understand" or "lacked the capacity" to serve large LEAS.* Also, in scoring the degree of deterrence, large school (>2,500 ADA) superintendents scored several non-money items higher than did small school superintendents, providing thereby, faint support of the three who believed RESCs are better designed to serve small schools.

Staff Ratio. The relationship of staff ratio to service use is hardly distinguishable from that of size to service use. The slightly greater emphasis given to staff ratio in crime prevention and drug education, bus driver training and the combined service groups for media and in-service education, suggests that

---

*More than 30 phone calls were made to LEA superintendents when the actual-desired use instrument was incomplete or possibly misunderstood. No formal attempts were made to elicit comments on RESC, but several, mostly favorable, were volunteered.

the need for and use of such services are greater in the very small schools. While these schools have the advantage of small student-teacher ratios, the need for specialists is greater.

Wealth. As indicated earlier, the data concerning service usage among the rich and poor is mixed in their messages about equity. There is no serious question that equity is perceived by superintendents, that wealth is ranked low by them and by the executive directors as an influence on participation. The project staff has repeatedly been impressed by this appearance of equity, and by the translation of perceptual data into more frequent use of several RESC services by the poor LEAs. Since it follows that the poor have fewer local resources and, therefore, greater need for RESC services, the more frequent use of services contributes to equity in the Texas system of elementary/secondary education.

A closer look at the data, however, leads to qualifications. In the list of 25 services included in the use-desired use survey, 17 generally require no LEA charge. They are supported by base state funding or by categorical state or federal funding. In 14 of the 17, perceived use by the poor equals or exceeds that of the rich LEAs. In the eight services which must be purchased by LEA funds, the rich LEAs use the service more than the poor in six of them. When the perceptual data and the recorded use data are carefully considered together, it is clear that very rich districts purchase more RESC services than do very poor LEAs. It is also logical to expect related costs for participation, such as payment of substitutes and travel costs, to be more burdensome on the poor.

The fact that equity is perceived even where it does not exist, may partially compensate for financial disadvantage and account for access differences that are far below expected levels for LEAs with great wealth disparity. There is little question, however, that access of very poor districts to LEA financed RESC programs, is more limited than that of very rich districts.

Effort. Low effort, as judged by a "true tax rate", is generally associated with low wealth. The suburban-like situations where high personal incomes might accompany low tax bases devoid of industrial property are obvious exceptions. Poor people simply cannot afford high tax rates. It is not surprising, therefore, to find high correlation between low wealth and low effort, when measurement of "effort" inappropriately is confined to levels of property taxes rather than the ability to pay them.

Remoteness. The extent to which Texas goes to compensate for remoteness is reflected in data which produces no negative correlations with service use, except for computer services. Somewhat unexpectedly, there are four positive correlations. However, the relatively low ranking assigned to remoteness on the post-card survey reflects the higher priority assigned to program quality and leadership, and not to insignificance concerning remoteness. It denies access to computer usage, forty LEA superintendents in one west Texas region rated it the most important of the six influences, and proximity is regarded as a moderate incentive for participation. The failure of remoteness to cause greater denial of access reflects great credit to the RESCs.

Ethnicity. Survey data indicated that targeted programs reach the Mexican Americans. Ethnicity, as an incentive and deterrent, was at the bottom of the lists of all groups except the 19 superintendents with Mexican American surnames.

This could well mean that it is, or can become, a serious problem because it is not now perceived as one. Minorities are underrepresented in high level staff positions and on governing boards of public agencies. The non-minority leadership represented by LEA superintendents and executive directors does not feel, apparently, that this is a handicap in communication or that it contributes to minority suspicion of the establishment and its understanding and capacity to serve.

Minority representation may be better than it was in 1975-76. The study of RESCs by the Intercultural Development Research Association (IDRA) indicated there were seven Spanish surnamed and two black members among 139 members of RESC boards of directors. Project data for 1977-78 indicate there were two black and nine Spanish surnamed among 140 members. There is one Mexican American executive director now; there was none then. In 1975-76, 19 of 1053 members of the joint committees, mostly superintendents, were Spanish surnamed, four were black. It is not known how many black superintendents existed in 1977-78, but there were 19 Spanish surnamed superintendents in 62 percent of the schools. This reflects the increasing tendency, no doubt, for Mexican Americans to be elected to LEA boards.

The representation of minorities on RESC boards may increase in the next few years because of 1979 changes in the State Board of Education's regulations governing the election of RESC board members. They will no longer be elected by the RESC joint committees, but by balloting of LEA board member. Changes will reflect the extent to which minorities get elected to LEA board membership.

There was no evidence in the IDRA study, nor is there evidence in this one, that documents denial of access to RESC services to ethnic minorities. There is, however, denial of access to the extremely poor and they tend to be the ethnic minorities. This study finds that access to services is more limited for the very poor than for the very rich. Together with the tendencies of minorities to feel they are left out, and the contribution to that feeling by underrepresentation in important places, this confirms that disadvantage to the poor is compounded by ethnic minority status.

## RESC Variables

The multiple regression analysis on service use and RESC variables was limited to participation data from RESC records. As indicated earlier the data on technical assistance contacts were so varied in meaning that they could not be used for comparisons among regions. Inferences are drawn from other data that partially compensate for this loss and allow limited comment on RESC variables, but the effort suffers serious loss because of the small number of services included in the regression analysis. Nonetheless, some meaningful points can be made about RESC variables.

Number of LEAs. The negative correlation between the use of media and the number of LEAs in regions is interesting and, perhaps, puzzling. The correlations are so strong that they should be assigned to chance with great reluctance. The eight reporting regions which offer media repair include the four regions with the lowest number of LEAs, and only two regions are above the

median in this characteristic.* Further argument to assign the relationship to something other than coincidence is provided by a similar correlation's presence in initial, as well as unique, associations and by the negative correlation in flim use, a service present in all 20 RESCs. This finding with respect to media service points out the need for data on this variable for the whole array of services. Conceivably they could have important bearing upon judgments about the number of regions Texas should have. It was noted in Table 7, on page 23, where data about selected RESC charactersitics were compared to those in eleven other states, that the median number of LEAs in Texas regions, 52, is substantially more than the medians in the other states. There are so many small districts in its wide open spaces, that it takes a greater number of them to provide the minimum student base Texas deemed desirable for the roles played by RESC. Despite the great areas and large number of LEAs, there are four regions short of the 50,000 student enrollment base sought at the time of establishment.

The data on media use is limited, but the correlation is too strong to be ignored. There is basis for surmising that the correlation reflects the ability of the regions with smaller numbers of LEAs to get agreement among clients about the kinds and levels of services that are provided. For some reason or another, access to media services in Texas is greater in regions with fewer numbers of LEAs.

Size (fall enrollment, 1977, and 1977-78 size of professional staff). Enrollment and staff size are discussed together because, except for the use of student terminals, the multiple regression analysis indicates that the correlations with service use are almost the same for both variables. This should be expected, particularly in view of the base funding scheme which provided about 60 percent of the allocation according to ADA, and since the computer staffs are in the more populous regions. No relationship to RESC size is reflected in media use, positive correlations exist in driver education and in computer pupil accounting. The correlation of terminal use and regional enrollment is not reflected for size of the RESC staff.

Student population may be the most common index used in the establishment of ESAs. There is no denying its importance. Some would point to achievable efficiency and comprehensiveness when ESAs have great numbers of students and LEA staff members. Consistent with this theme, one would expect that the small RESCs in Texas would offer less and spend more per student. But no region in Texas offers fewer than 20 of the 25 services surveyed and, generally, the number of offerings do not vary according to RESC size, except where the small RESCs are more apt to provide cooperative purchasing and health services than the large ones. The small ones, through contracting with Multi-Regional Planning Centers and teleprocessing can and do offer computer services, and in other services, one RESC may contract with another for services it may not staff. In terms of comprehensiveness, the small RESCs appear to match their larger counterparts -- a requirement for equity in the system.

---

*Although 11 RESC executive directors reported media repair services as an offering, three provided no reports of receipts from sampled districts.

What about the issue of efficiency? The data on regional receipts suggests that the smaller regions tend to spend more per pupil than large regions. But this does not suggest to project staff that students in small remote schools could be served at a lower cost by larger regions. Sparsity demands extra investment for equal services whether or not the RESC which must accomodate it is large or small. Texas apparently meets that challenge by guaranteeing all RESCs $200,000 in base funding, before the balance of the state allocation is divided on a per pupil basis; and by using federal and state categorical funds in all RESCs. The variation in categorical funds, such as bilingual and migrant education, reflects the differing needs about the state.

Undoubtedly, ESA proponents in Texas debate whether their RESCs should be larger, smaller, or stay about the same. The IDRA study conjectured that they may be too large to be as responsive as they should be.[11] However, if one judges by the extent to which clients appear satisfied with present RESC services, it must be concluded that there is no basis for changing the size of the RESCs.

This question cannot easily be laid aside, however. A reminder of the geographical vastness of Texas is appropriate. Aside from the indescribable expanse of Alaska, no state comes close to Texas in area. The second largest among the 48 contiguous states is California, and it is approximately 60 percent the size of Texas. Translation of this great area to the 20 regions yields an average RESC area of more than 13,000 square miles, greater than the areas of nine separate states, greater than the combined area of Connecticut and New Jersey, with 31 ESAs between them. The three large west Texas regions, XVIII, XVI, and XV, each exceeds the size of West Virginia, and Region XVIII alone is larger than Indiana. When Region XVIII is combined with either Region XVI, or XV, the two-region area is larger than 30 individual states. In the sparsely settled open spaces of Texas the state had to go to extremes in area to get the student bases it deemed appropriate for its RESCs. In addition to the covering of great areas, the regions also include large numbers of LEAs. This may tend to submerge the identity and the "ownership" feeling among the LEAs, except for the regions with the fewest ones.

The area covered by Texas' 20 regions is greater than the combined area of seven states covering more than 300 ESAs.* But even where the state could have reduced the area within them and formed more RESCs with adequate ADA, it did not do so. Region IV may be the largest multi-district region of its type in the United States. It has more pupils than almost half the states; it has more than twice as many as the combination of its three contiguous neighbors, Regions III, V, and VI. Region X, with more than 300,000 ADA, is adjacent to Region VIII, one of the state's smallest in student population and in area. Region XX has approximately 225,000 pupils, but stretches from San Antonio to the Mexican border. Region XI, with more than 200,000 pupils, abuts Region IX, the state's smallest, with fewer than 40,000. The final example, Region VII, encompasses

* The area of Texas is approximately 266,000 square miles. There are 307 ESAs in Connecticut (6), New York (44), New Jersey (25), Pennsylvania (29), Ohio (87), Michigan (58) and Illinois (58), with a combined 7-state area of approximately 263,000 square miles, according to the 1979 Rand McNally Road Atlas and the Stephens multi-state study.

17 counties and 100 LEAs, and it abuts Region VIII, which has less than half the pupils and half the area. Some of these large RESCs have established satellite offices from which to serve and relate to LEA clients.

The existence of these very large enrollment regions, even where viable options for smaller ones once existed, has created great size disparities within the network. These disparities may be a source of tension among the RESCs as they cope with funding and governance problems at the state level. Yet clients say they like the system, and no suggested change in the configuration is recommended as long as the RESC role is essentially confined to instructional support services. When and if this changes to include more LEA collaboration for direct instruction, the configuration should be restudied to create more regions or to increase the number of existing RESCs with satellite centers.

The study of the Texas RESCs yields many surprises. One of the biggest relates to the extent to which they apparently contribute to equity in service access despite their ten to one disparity in ADA and despite a seven to one variation in area, where even the smallest is far greater than areas of ESAs in other states. These very great differences within the state do not exert primary influence on use of RESC services. That comes from the human factors at work at the LEA, RESC and TEA levels.

Wealth. Project data suggests that differences in LEA wealth have more impact on equity than differences in regional wealth. Total per pupil RESC receipts from the three poorest regions, I, XIX and XX, are near the average for the state; and their receipts from LEAS, ostensibly more directly related to wealth, are higher than those in most regions. That may reflect their density, their greater need for and use of computer services, but it is clear that regional wealth in Texas is not a critical influence on equity. Even in the rich rural regions where per pupil receipts are high, the advantage comes from state base funding and from categorial state and federal programs -- not from rural LEAs using their considerable wealth to purchase services from RESCs.

Expenditure Level. It was assumed that a parallel exists between receipts and expenditures. Figure 5, on page 20, depicts the 1977-78 receipts for the RESCs and readily shows the regional variations. The multiple regression analysis of LEA receipts is not informative because it is so limited in the span of services covered. Essentially, it constitutes an identity with computer usage, because more LEA receipts are used for computers than for any other service.

Per pupil expenditure level in Texas varies according to three main influences. The first of these is base funding. Beyond $200,000 every region gets the same per pupil amount, but $200,000 computes to approximately $5.29 per pupil in Region IX and .40 cents in Region IV, with all others falling between these amounts. While this seems to abuse the concept of equity; that judgment should be withheld until the base funding picture is completed. When the remaining allocation for base funding, approximately $6,150,000, is divided by the statewide ADA, the resulting amount, $2.42 per pupil is added to each region's $200,000. Now it can be seen that Region IX, the state's smallest, received approximately $291,000 and Region IV, the largest, received approximately $1.4 million. The five to one gross ratio translates to a one to three

ratio in per pupil amount, or $2.82 to $7.71. Undoubtedly there are great differences of opinion in Texas about fairness in base funding. It must be remembered, however, that the issue of fairness is not decided by which region gets more or less in gross figures or per pupil amounts. It is decided by LEA access to services. What does it take for students and staff in Region IX to have about the same access to services as those in Region IV? This study would judge the base funding strategy in Texas to be rational, based upon the responses concerning service usage. The arguments will continue and, in fact, there may be a more equitable arrangement than the one in use. But until a high level of confidence is generated in a different arrangement, this one should be carefully guarded. The $200,000 allocation per region is required by those rural regions to muster a framework of basic services. A reduced per pupil allocation in funding would be unfair to those larger regions which must stretch their resources to serve many people.

The second main influence on expenditure level is categorical funding. Targeted programs in bilingual and migrant education are supported by state and federal funds. The Multi-Regional Processing Centers get subsidies to provide computer services, and such programs as bus driver training, drug education and special education operate on special funding.

The third main influence on expenditure level falls under the general rubrics of leadership and program decisions. It depends upon the initiative and skill displayed in pursuit of competitive grants and categorial funding. It depends upon what RESC and LEA leadership establish as service priorities and what local funding, where needed, can be obtained. It is this influence that obscures regional variations according to size or wealth or other characteristics. It is rightly regarded by LEA superintendents and executive directors as the extent to which discretion is used to set one region apart from another.

The expenditure level in Texas reflects great effort by the state to promote equal access to services. Base funding guarantees a minimum level of service, which costs more per pupil in small rural populations, but requires greater total amounts in large centers. Categorical funding provides programs for populations with special needs. These, in a sense, are the "fail-safe" efforts by the state to meet basic service needs in an equitable manner. Beyond providing the wherewithal for a reasonable minimum service program, the extent to which the state's effort is realized and extended depends upon the leadership exercised within the regions.

Remoteness. The effect of distance between LEAs and the RESC centers is not as important an influence on service use as anticipated. The use-desired use analyses indicated that it influences use of computer services. In exploring this as a RESC variable in regression analysis, distance from the farthest LEA to a RESC center or satellite was used. No significant correlation was established. In the comparison of means, however, where regions with satellites were compared to the others with the largest distances, the disadvantage to computer usage was again demonstrated. Aside from computer use, RESC data do not establish remoteness as a critical variable on service use in Texas.

RESC Character

Despite many probes and much data this study cannot establish with certitude, which factors most influence LEA participation in RESC services. It is far more important to see that many things are important and that there is no substitute for excellent program quality and competent leadership at the RESC and LEA levels. The clarion message from the respondents is that service usage depends upon the manageable elements in the RESC environment -- not upon uncontrollable factors such as remoteness, size and wealth. The overriding importance of program quality and leadership depends ultimately upon their expression in regional philosophy and in regional policy and program decisions.

State Leadership. RESC character reflects the state's philosophy that RESCs should extend and equalize educational opportunity, they should improve two-way communication between the TEA and the LEAs, they should accomodate state priorities as well as local priorities; and their essence, program and service delivery, should respond to the voluntary expressions of client needs. State policy and program decisions to promote equity are expressed in the approach to base funding, in categorical funds for populations with special needs, in subsidies for media, computer centers and other service components. More recently it has been expressed in the identification of RESC as the instrument through which some local cooperatives for small schools must operate.

The legislation, the State Board of Education and the TEA have together produced a high favorable environment for success in RESC leadership and programming. The advocacy of the Commissioner and senior TEA staff, the assignment of coordinating responsibility for the RESC network to the associate commissioner's level, and the monthly involvement of the RESC directors in planning and programming for the state's system of elementary/secondary education testify to uncommon awareness of the value of RESCs, and uncommon insight into ways to enhance their greater potential. In addition to providing financial support to the agencies, and status and psychological support to their executive directors, the state has established quality control through required periodic planning and evaluative procedures. The ingredients exist for RESCs to perform their service role well. Program and leadership at the regional level are paramount concerns. They, more than size, wealth or remoteness, explain regional differences from the clients point of view. They are the ultimate expressions of RESC character that explain field approval of the network's performance.

RESC Leadership. "If modern educational needs are to be fulfilled... RESAs must rise to... leadership in educational affairs and become a major influence toward renewal and reform."* TEA's Associate Commissioner James Hill believed that the executive directors in Texas are responding to that challenge as he called for leadership among ESA directors in all states where they exist. The importance of leadership at the RESC level is enunciated by TEA officials, and emphasized by LEA superintendents and executive directors in the forced rankings and in the scores assigned to management-related functions among incentives

*Dr. Hill, Texas' Associate Commissioner for Field Services, made this statement in his speech to ESA administrators at the February, 1979 convention of the American Association of School Administrators, New Orleans.

and deterrents. Second to program quality in the statewide rankings of superintendents RESC leadership was ranked highest of all factors by the superintendents in six regions, and nine of the 20 executive directors rated it first or second.

Good leadership at all levels is critically important to RESC success in program delivery, but the RESC executive directors are in a strategic position to knit the components of the state system together in a sensitive and effective manner. Apparently, the TEA and LEAs encourage and expect the executive directors to authentically transmit grass roots opinion to the TEA, and to return to the field with understanding and advocacy for state programs they help to shape. This study did not ask LEA superintendents to rate the quality of RESC leadership, but to explicitly rank its importance. There is little doubt, however, that the leadership is also generally regarded as favorable, if RESC program quality is considered a reflection of RESC leadership.

LEA Leadership. In one sense, that of the superintendent's general attitude toward RESC, LEA leadership is a reflection of the executive director's leadership -- the importance he assigns to superintendents, and the skill and legitimacy he devotes to participatory administration of RESC. The impact of LEA superintendents on the RESC program and operation, however, is primarily an expression of the quality of local leadership. Voluntary cooperative ESAs dependent upon local resources go out of business when superintendents cease to care about them and cease to encourage LEA participation in services. The process would take longer in Texas where RESCs rely heavily on state and federal funds, but that funding would soon disappear without the involvement and support of LEA superintendents.

The executive directors know all this. They assigned the highest score in the forced rankings to LEA leadership. It was also acknowledged by the superintendents, themselves, as a close pursuer of program quality and RESC leadership in the rankings. Only three of 20 RESC executive directors placed it out of the top three in the rankings, and only seven regional averages of superintendents' ratings did likewise. As a group, Texas superintendents have demonstrated interest in RESC by their 62 percent response to a demanding survey instrument; they have demonstrated their support through favorable reports of service use. They are probably the most important field advocates for the regions, and they are key to their success.

Those who feel a sense of responsibility for successful RESCs help keep regional programs sensitive to local needs. They help their staffs develop the capacity to share and to participate in needed programs. Given a general Texas environment that enables RESC to provide good programs, the LEA-by-LEA accessibility to available programs may be more dependent upon each superintendent -- his or her philosophy, attitude, confidence and willingness to share -- than upon any other factor.

Program Quality. "Given the present funding and governance of Regional Education Service Centers (RESCs)..." program quality is rated first among participation influences in the forced ranking survey responses of 200 superintendents.* In the use-desired use exercise, the extent of dissatisfaction by

*The quote was the opening phrase in the post-card forced ranking survey.

superintendents on an array of 25 services is analagous to a situation where one of every three superintendents cites program quality not at all, and each of the other two cite it once as an inhibitor to service use. It was checked 441 times by 684 superintendents, or in 2.7 percent or their 16,485 response opportunities. The mix of statutes, regulations and funding, together with the coordinated way in which the executive directors and TEA work together, has resulted in similar program patterns among the regions. Yet the state enhances the adaptability of the state system of schools by changing its categorical funding pattern upon occasion, and by encouraging programming options according to local desires. As one executive director described it , "We're all alike, but we're all different." As indicated in Table 3 on pages 16 and 17, there are some differences in offerings, but judgments on program quality relate to the primary differences among RESCs -- those of emphasis and adaptation to local needs.

Study data indicate that RESCs are playing their intended role quite well, and that flaws in the network are confined to possible refinements, or more fundamentally, to limitations in its role. The RESC network operates in an environment and in ways that appear to demonstrate, in the main, remarkable equity in the accessibility of Texas LEAs to regional services.

## B. RECOMMENDED POSSIBILITIES FOR IMPROVEMENT OF THE NETWORK

### Refinements

This term is used to introduce discussion of adjustments in the network, because project data do not suggest or warrant substantial changes in the way RESC provides existing services. Project staff believes the following modifications could make a good support system better.

RESC Leadership. It was neither the intent nor the design of this project to evaluate RESC leadership. There was, however, conscious effort to collect and array data so that each executive director could look at the similarities and differences among regions and ask himself, "What implications, if any, do the data have for my leadership?" For example, contemplation of Tables 5 and 6 together, on pages 19 and 22, respectively, should lead to some interesting questions. What accounts for dramatic differences in expenditures per pupil between regions with similar characteristics? What regional initiative is reflected by the RESCs that attract large amounts of state and federal monies over and beyond money mandated for targeted populations? What does it mean when the LEAs in one region spend two to eight or ten times as much per pupil for RESC services as the LEAs in a neighboring region, or when some low-wealth regions get more money out of their LEAs than their richer counterparts?

Such comparisons should not be limited to receipts and expenditures. The graphs in Appendix A allow each executive director to look at use-desired use responses of his region and compare them to state averages, and they allow him to see how the responses of superintendents in his region compare to those around the state on incentives, deterrents and the rankings of influences on participation.

The self-questioning of each executive director should go beyond project data. How is my leadership reflected in the quality of the RESC staff and the quality of its performance? It is in constant contact with LEA staffs. What am I doing to make it as effective as possible? How does my leadership impact upon the LEA superintendents? Do they see me as working "with" them instead of "on" them? Do they trust me, do they see me as sensitive to their problems, is RESC responsive to the needs of their LEAs? Do the superintendents see me as stretching them to seek creative approaches to problems? Do they expect to have grass-roots influence on state programs and policies through me as I monthly work with other executive directors and the TEA in Austin? Do they and the TEA see me as an effective communicator with the field on state programs, some of which I help shape? Am I enhancing the adaptability of the state system of schools, or am I contributing to its rigidity? The preceding questions are among those the state's executive directors should ask themselves if they are to improve upon the generally excellent leadership they already provide. Each one functions at a critical juncture in the elementary/secondary education system of Texas; each helps the TEA and the LEAs relate in their common endeavor. Each is entrusted with the leadership of an important and integral delivery system for educational services. In view of the importance of the role, the executive directors must represent the best educational leadership available. Toward that end each RESC board of directors should conduct a periodic review of the performance of its executive director. (Perhaps it could be a part of the five-year accountability cycle upon which each RESC has embarked.) The review should be along general guidelines worked out in concert by the TEA and the group of executive directors, and the review in each RESC should be in accord with performance expectations jointly developed by each executive director and his board of directors.

Accountability. Like ESAs in most states, RESCs need to devise a routine way of describing and reporting LEA-by-LEA participation in services to the TEA and to the LEAs. It may be oversimplification to call this an exercise where counts of technical assistance contacts with LEA staff, and counts of instruction, assessment and/or guidance contacts with LEA pupils are maintained and reported. Yet these participation indices are important. They should be supplemented by a limited (one page) plan outline for each offering and a later brief in-house report which provides evidence and opinion on the extent to which progress was or was not made toward quantitative and qualitative goals in the plan.

The information generated should be useful to each LEA superintendent who wishes to see his or her LEA's participation in RESC services in the perspective of that reported for all LEAs in the region. It would also allow the superintendent to see how use varies within an LEA, particularly if it contains different attendance areas. (It is about as easy to count film deliveries to buildings as it is to count them to districts.) The information would be valuable to the LEA superintendent or other representative who sits on the RESC Joint Committee, makes judgements and gives advice upon RESC program quality and configuration.

Such a system would complement the accountability provisions established in Senate Bill 1 in 1977. It would be very useful to the TEA as it reports periodically to the public, the State Board of Education and the Legislature; and as it evaluates RESC performance, and works with excecutive directors for planned changes in statewide program emphases.

Most of all, it would be useful to the RESCs in their continuing assessment and program adaptation processes. Suggestion of its value is provided by the number of RESCs which have already designed and installed participation counts and program appraisals. However, there are two concerns which should be expressed concerning systems in place. They are not standardized and, therefore, not usable for comparisons across the state. Their differences caused the project staff to drop its counts of technical assistance contacts. Some of them may be leading to accountability measures that cost more than they are worth. Care must be taken to keep the staff from investing inordinate time and resources in a system where "the tail wags the dog."

The project staff is not aware of superior models for Texas to emulate in tracking participation in state and/or federally financed programs. New York may have the best system, but it is regarded by many ESA administrators as cumbersome and control-oriented, more suitable for state monitoring than for regional program management and improvement. The best model for Texas probably is some adaptation of one or a combination of several of the existing RESC accountability systems. There is considerable field expertise within the State. The TEA would do well to tap this expertise, develop and install a uniform and balanced statewide system of participation reporting. The result could benefit Texas as well as other states with ESAs.

Governance. Until 1979 the members of the RESC boards of directors were selected by the joint committees, which are constituted primarily of LEA superintendents. This procedure left the superintendents vulnerable to charges of "professionals serving themselves", and it was changed in early 1979 to provide for the election of RESC board members by members of the LEA boards of education. The State Board of Education, which made the change, left the method of balloting to be determined by the RESC board.

From the bias of project staff, the State Board acted wisely in assigning voting responsibility to local board members, but the voting procedure should have been prescribed, also, for all regions. The Texas regions are so large geographically and contain so many LEAs, that extra effort should be made to get LEA board members to identify with RESC and, through RESC, with board members of other LEAs. Some contribution to this objective could be made by requiring each RESC to hold an annual meeting at which the LEA board members would learn about RESC programs through reports of the RESC board and staff, and LEA superintendents. At such a meeting, those nominated for the RESC board could be introduced by advocates or make short presentations that would allow the prospective voters there to learn something about the candidates before balloting. Except for absentee balloting in case of illness or travel, only those LEA board members present in the meeting should be eligible to vote. If it is simply not reasonable or feasible to get LEA board members in one meeting at one time and place, some alternative procedure for subregional meetings should be devised. Undoubtedly many LEA board members learn a great deal about RESCs from their LEA superintendents. They should have some direct experience with the agencies, however, and they should, where feasible, see and hear candidates before they vote.

This should be the culminating activity in a planned comprehensive program of disseminatin and involvement aimed at facilitating understanding of RESC by LEA board members.

Although RESCs and the TEA appropriately have no legal responsibility for either organization, the respective state associations for board members and superintendents should consider organizing themselves in sub-state regions congruent with RESCs if they have not already done so. Such decisions would enhance organizational identities with RESCs and add common regional interests to the common LEA and state interests which concern local board members and superintendents.

The policy direction and fiduciary responsibility for RESCs at the regional level appropriately belong to lay boards of education elected by LEA board members. This is consistent with traditions in elementary/secondary education; it should generate more trust in RESCs among citizens at the local level and legislators at the state level. This report, and at least one other, have called attention to the typical underrepresentation of minorities on boards and staffs of RESCs in regions with substantial minority populations.[12] The new election procedure prescribed by the State Board of Education provides lay communities better opportunity to influence RESC board and staff constituency.

However, the change should not minimize the crucial involvement of LEA superintendents in the affairs of RESC. Their great concern about RESC and their general approval of the agency is evident by their responses to this study. But their interest and support cannot be taken for granted. Project staff stopped short of the suggestion that the recommendations of the joint committees be required on major RESC program decisions prior to board action on them. The fact that such was considered, however, supports the contention that RESC responsiveness to LEA needs relies heavily on the meaningful involvement of the superintendents in program and management decisions. Despite no cause for alarm in responses to project instruments concerning involvement, the RESC executive directors and boards of directors must always press for the skillful utilization of the superindendents in RESC planning, much as the executive directors participate in statewide planning. From some of the many phone calls to Texas it was learned that joint committee meetings are often attended by fewer than half the superintendents. This is to be expected in the vastness of Texas where RESC activities are confined to instructional support rather than direct instruction. But tolerance of its continuance will imperil the responsiveness and success of the regions where participation of the superintendents is low.

State Financing of RESCs. How do you improve an apparently good finance system for RESCs? Until the spring of 1979, the State of Texas consistently expanded its basic financial support of RESCs. The enlightened 1977 legislative decision to tie base funding to the Foundation Program may have been the only such program in the United States. It essentially recognized the need to respond to inflationary pressures on RESC operation consistent with the responses to those presures elsewhere in the state school system. It also enhanced the stability and security of the network and allowed planning to proceed without the anxiety that accompanies the need for renegotiating the appropriation in every legislative session. While 0.45 percent of the Found-

ation Program was not a staggering amount, it was sufficient, along with categorical funding, to insure a core set of programs in each region, and it made the major contribution to the commendable extent to which equality in program access has been achieved in Texas. It also constitutes the only non-categorical discretionary funding for the network.

The 1979 cut in base funding reputedly followed investigation into questionable accounting practices in one region, and the reported existence of high fund balances in some regions at the close of the 1977-78 year. It is possible that some balances reflected encumberances in categorical programs, and some, perhaps, may have reflected attempts to build funds for the construction or purchase of facilities. Perhaps the RESCs can reap future dividends from this current misfortune if communication, accounting and facility acquisition procedures can be adjusted to restore the legislature's confidence in RESC to pre-1979 levels.

It is imperative that increases be resumed in base funding if the RESCs are to capitalize their growing expertise in serving the LEAs. Though base funding was less than one-seventh of RESC funds in 1977-78, it is the most important statewide component of the RESC support system. It provides most of the staff needed for core programs, and the management capability and framework to which all categorical programs must relate. If the scope of network service is to expand and if its equity posture is to be maintained, the 0.45 percent level of the Foundation Program may be, at best, a minimum level for appropriate base funding.

The project detected in RESC funding, a flaw common to all systems where LEAs with extreme differences in wealth must pay the same price for services. Equalization strategies rarely, if ever, balance the scales for districts like Edgewood which are at the bottom of the wealth distribution scales. The IDRA report suggested the possibility of differential pricing for services.[13] In the opinion of project staff, however, it would be preferable to provide the RESCs with extra funds to service the extremely poor districts, funds similar to those recently made available for increasing services to schools under 1,000 ADA. The extra funding already made available to extremely poor districts for 1979-80 will primarily be devoted, in all likelihood, to increasing local capability in educational programming. This is expected and understandable. Strategies for more equitable access of very poor LEAs to RESC programs require the state to pay for all programs, as it does now for many offerings, or to supplement present practice with incentive subsidies for services purchased by such LEAs. Those LEAs, perhaps the least wealthy five or six percent, should be participants in the Foundation Program.

## Role Change

The most fundamental weakness in the delivery of services in Texas does not involve existing RESC programs; it concerns fragmentation of delivery among various agencies and, apparently, the virtual pre-emption of RESCs in the realm of direct instructional services to students. While there is no statutory prohibition for RESC to provide instruction, the TEA, RESC executive directors and LEA superintendents apparently decided in the first years of the network that it should concentrate on instructional support and exclude or minimize direct services to students. They are now limited to driver education,

student terminals, pupil and health services, and some programs for migrant children and for gifted and talented students. None of these programs is as widespread as the core and categorical support services.

By shunning heavier involvement in direct instruction, the RESC network avoided competition and the possiblity of initially damaging conflict with superintendents concerning the multitude of informal cooperatives in Texas, and it avoided possible contention with the powerful vocational education establishment. This posture of the early RESCs was understandable and, perhaps, defensible. The opposition of a few field vocational education strongholds in Kentucky contributed substantially to the demise of a young general-purpose ESA network that had taken over the state's vocational regions. Apparently, the designers of RESC made some compromises order to get the network established and healthy before taking risks in the serious reappraisal of its role. But the network appears mature enough and strong enough to undertake that task. As a part of its on-going obligation to develop the most rational organization for the state system of schools, the TEA should consider the elimination of fragmented and conflicting delivery components and the consolidation of them, where appropriate; under RESCs.

Adverse reactions to recommendations that RESCs become more involved in direct instruction are to be expected. The resistance may relate to the anticipation of RESC regulations over LEA activities. Such concern is understandable, but not necessarily well-founded. Agreements among participating LEAs must be made for logistical purposes; transportation and schedule problems are real and, sometimes, difficult to solve. But they are the practical consequences of the need to share among LEAs. There need be no controls other than those already imposed by the TEA relative to minimum standards for instructional programs, and those conditions worked out by user LEAs and RESC working in concert to facilitate the sharing required. The multitude of small schools in Texas need to use itinerant teachers and adopt other sharing strategies if students are to have program options and achieve reasonable parity in opportunity with their peers in larger schools. With or without the encouragement of special state subsidy, schools should look to RESCs to deliver the shared instructional programs necessary for schools to improve the scope and quality of their offerings to students.

Cooperatives. The existence of a plethora of cooperatives separate and apart from RESCs make it difficult to talk with confidence about the sharing needs of Texas schools. Study of the RESC instructional support role suggests that it is skewed to state and federal priorities and not sufficiently responsive to the unique local needs not served by those priorities. It is possible that specialized needs are not being served; it is more likely, however, that the cooperatives have pre-empted the opportunity for RESCs to tailor much of their instructional support role to the more localized needs of sub-regional clusters of schools. Neither the TEA nor the Legislature can assess the scope and quality of the Texas support system with reasonable assurance.

The RESC delivery of media and technical assistance in statewide support programs is among the best in the nation. That posture should be maintained. Its strength derives from the appropriate use of state and federal funds to meet current widespread needs and enhance the adaptability of the state system of schools. But when the instructional support agenda consists primarily of

funded categorical programs, there is a tendency to overlook the varied needs of LEAs, particularly when responding services are seen as the province of cooperatives rather than the legitimate responsibility of the RESCs.

According to RESC records, there are quite limited receipts from LEAs for specialized programs, even from small schools which seem to have the resources to get services they need. Outside of matching media fees and the purchase of computer and driver education services, LEA investment in RESC services is minimal. Apparently, LEA payments for sub-regional instructional support and/or shared direct instruction are more likely to go to cooperatives. Sometimes the RESCs and cooperatives impact the same programs. For example, cooperatives provide instruction for handicapped children from small schools, and RESCs may provide the technical assistance or support service dependent upon state and/or federal funds. It is difficult to describe exactly what happens, however, because there is not organized reporting of cooperative activities in many service areas.

The TEA, RESCs and LEAs should give serious study to the proposition that RESCs should assume responsibility for most programs now operated by cooperatives. There is often no ownership in the form of a governing body for the cooperatives. Neither is there any assurance that the poor and/or "undesirable" LEAs will be asked to join other schools in collaborative endeavor. Under RESC, this should not be the case. In addition to utilizing the considerable RESC expertise in collaborative programs, RESC management of cooperatives or supplanting them would provide the state with reliable knowledge of almost all shared programs. LEAs should continue to have the privilege of establishing and operating ad hoc cooperatives, but Commissioner Brockette's impetus for RESCs to assume management of old and new cooperatives in some service areas was a step in the right direction.* LEA participation is always voluntary and the existence of cooperatives should depend upon changing LEA needs and interests. But the convenience, the quality control and communication advantage available through RESC testify to the wisdom of the Commissioner and it should signal an accelerated trend for most cooperatives to become part of RESC operations.

Vocational Education. Similar argument exists for delivering vocational education in non-urban areas through RESC. Typically, vocational education exists somewhat apart from the main body of secondary education. Its impressive political and financial strength allow it to exist in its own world, free of the grass-roots influence and control which the rest of the state's educational program accommodates and encourages. Some state plans rely on delivery through state-operated regional schools and/or through selected LEAs which control programs for their own students and those, usually few in number, who come from neighboring LEAs. In Texas there is an existing arena under the policy influence of a lay board elected by LEA boards, an arena where LEA representatives can discuss and influence all LEA and RESC programs in their schools, except vocational education. Is it logical and timely for the TEA, the RESC and the LEAs to recommend a change in the delivery of vocational education?

*Marlin L. Brockette retired August 31, 1979. The new Commissioner is Alton O. Bowen.

It would require some changes in the RESC network. The establishment of area or regional vocational schools under RESCs would dictate smaller geographic regions or more satellites. It is recognized that such schools may never be within the daily driving convenience of some remote schools in Texas, and it is further recognized that small schools can ill afford to lose students. But it appears that the likelihood of appropriate services reaching remote students is far greater through RESCs than any other agency. RESCs understand the need for and the delivery of auto-instructional devices to remote schools. Such programs, supplemented where possible by the use of community resources, cannot match the intensity and quality of instruction in an area vocational school, but if that school is inaccessible, there is an alternative. Left to anyone exept those remote schools and their RESCs, it is likely that such programs will not become available.

If it is logical and timely for vocational education and the RESCs to get together, the strategy could help both as it increases the involvement of LEAs and service to them. RESCs are skilled at delivery, they are obliged to help LEAs collaborate, they are controlled by those whom they serve. In turn they would reap the rewards of advocacy by the youth served, their parents and the powerful vocational education establishment. The reward for the latter could be in the participation of far more non-urban youth in vocational programs adapted to their needs and to the manpower needs of Texas.

## Conclusion

The State of Texas provides excellent environment for RESC operations. There is strong advocacy at the state leadership level and significant involvement of the RESC leadership in critical planning and communication processes of the state system of schools. Both the TEA and the LEA superintendents support this role for the executive directors.

Accessibility for all LEA clients of the RESCs is promoted by an excellent pattern of base and categorical funding. Judicious use of available state and federal monies support about two-thirds of RESC costs, and provide the state opportunity to use categorical funds to meet shifting priorities and, thus, contribute to the state school system's adaptability. The costs of substitutes and travel somewhat limit participation in RESC services for all districts because the state and local sharing in the Foundation Program does not cover the entire costs of elementary-secondary education. Aid is earmarked for RESCs to improve services to small schools, those with fewer than 1,000 pupils, but no similar equalization aid is earmarked to assist the extremely poor districts to match the accessiblity of richer LEAs to RESC services. It would cost the State of Texas relatively little to remedy this situation.

If continued, the Legislature's recent reduction of RESC base funding will impair the equity balance in services. It is ironic that the reduction coincides with the increased RESC involvement in new sharing among small schools -- sharing made possible by additional aid to those schools. Ultimately the reduction will result in cutbacks in other services or in administrative fees charged to LEAs. The network should make the accountability and operational adjustments that will encourage renewal of RESC advocacy by LEA boards and superintendents, satisfy the Legislature and restore its confidence and trust, and enhance the return of base funding to the 0.45 percent or higher level of the Foundation Program.

The role of the network should be expanded in direct educational services to students, with particular study given to cooperatives and to the delivery of vocational education. The potential improvement of the delivery of such programs will serve the interests of Texas pupils and gain recognition and advocacy for RESC among important audiences. The Legislature and educational leadership at all levels are to be congratulated on the excellent RESC performance revealed by this study. But it is now time for the role of the network to be reappraised in the context of the question, "What are the most appropriate statewide organizational and functional relationships for the Texas state system of elementary and secondary education?"

## C. FUTURE RESEARCH

In the introduction (page 2) it was indicated that the cost of achieving equity in ESA systems may be relatively small. For example, the project staff believes that a small state investment in Texas could lead the very poor districts to virtual parity with other districts in the use of certain RESC services they, the poor, now use insufficiently or not at all. Not only does the potential exist for small amounts of money to remedy financial inequities, small shifts in governance, in communications strategies and/or in programming might also extend and equalize opportunities for students and staffs to benefit from ESA services in various states. There is great need for research on equity and on participation influences in the ESA networks in other individual states and on a multi-state level. Should such research be instituted and should it be along the lines of the Texas study, some modifications should be considered.

1. Because variation in unit costs may make participation comparisons across states and among ESAs unreliable, counts of LEA staff and student participants should be used to supplement or replace expenditures per student. Only the expenditure data were useful in Texas.

2. Where time and resources permit, the views of teachers, principals and others should be added to those of ESA administrators and LEA superintendents on participation influences.

3. Multiple regression analyses for LEA variables and regional variables should be run on all participation data. While both sets of variables in Texas were run on "hard" data, only the LEA variables were run on perceived participation.

4. The lists of incentives and deterrents should be refined to reduce ambiguity, and to properly adapt them to particular state systems and terminology.

5. Field suggestions for increasing participation in ESA services should be sought through a checklist or weighted-response list of possibilities.

## FOOTNOTE REFERENCES


[1] Stephens Associates, Education Service Agencies, Status and Trends (Technical Appendix), ESA Study Series/Report No. I, Burtonsville, MD, August, 1979, 520 pp., p. VI.48. Identifying term: Stephens' Multi-State ESA Study. (Supplemented by phone calls to state education agencies in Iowa, Michigan, Nebraska, Oregon, Pennsylvania and Texas.)

[2] National Center for Education Statistics, Statistics of Public Elementary and Secondary Day Schools, 1977-78 School Year (Final), Education Division, U.S. Department of Health, Education and Welfare, Washington, 1979, 60 pp., p. 35. Identifying term: NCES Report.

[3] Request for Proposal, "Subcontract for a Study of Education Service Agencies in the United States," Ruben Lopez, Superintendent, Edgewood (Texas) Independent School District, San Antonio, December 9, 1977, (due date January 9, 1978), 36 pp., p. 19.

[4] 1977-78 Texas baseline data from computer tape provided by Texas Education Agency (TEA).

[5] NCES Report, p. 33.

[6] Texas Research League, Benchmarks for 1978-79 School District Budgets in Texas, Austin, Spring 1978. 45 pp., p. 6.

[7] Cis Myers, Regional Education Service Centers in Texas, Office of the Lieutenant Governor, Austin, February, 1977, p. 18. Identifying term: Myers, RESCs.

[8] James L. Hill, "RESA Accountability: Demands and Technology," unpublished speech delivered at Annual Conference of AASA/National Organization of County, Intermediate and Education Service Agencies, New Orleans, February 13, 1979, p. 9. (Name of NOCIESA changed to National Association of Education Service Agencies, NAESA.)

[9] Myers, RESCs. 365 pp.

[10] Albert Cortez, Neftali Garcia and Leovigilda Zuniga, Texas Regional Education Service Centers: A Review, Intercultural Development Research Association, San Antonio, August, 1976, 97 pp. Identifying term: IDRA.

[11] Ibid., p. 94.

[12] Ibid., p. 46.

[13] Ibid., P. 96.

## OTHER PRIMARY REFERENCES


Cap Easton Wall, An Appraisal of the Education Service Centers of Texas, D. ED. Dissertation, University of Oklahoma, Norman, 1970, 242 pp.

Ernest Chambers, "Regional Education Service Centers in Texas," unpublished speech at New Jersey State Department of Education, Trenton, February 10, 1977, 5 pp.

Luther Hartman, "Inter-district Cooperation; Salvation of the Small School District," unpublished speech at Clinic on New Regionalism, Annual Convention, National School Boards Association, Anaheim, CA, April 2, 1978, 9 pp.

Ralph Kimbrough, "Lessons from the Survival and Death of Regional Educational Organizations," Planning and Changing, Spring, 1979, pp. 37-41.

Senate Bill 1, 65th Session of Texas Legislature, 1977, and Senate Bill 350, 66th Session of Texas Legislature, 1979. (Updated revision of Texas Education Code will be available from Texas Education Agency in early 1980. See, especially, Sections 11.32, 11.33 and 16.102.)

State Board of Education, "Revised Position Paper on Education Service Center Governance, Functions, and Funding," Texas Education Agency, November 13, 1976, 13 pp. plus attachments (9 pp.).

Stephens Associates, The Establishment and Abolishment of a Statewide System of Education Service Agencies: the Kentucky Experience, ESA Study Series/Report No. III, Burtonsville, MD, June, 1979, 71 pp.

_____, Major Policy Issues Surrounding the Education Service Agency Movement and a Proposed Research and Development Agenda, ESA Study Series/Report No. VII, 31 pp.

Texas Education Agency, "Regional Education Service Centers," Administrative Procedure 21.2, May, 1979, 14 pp.

_____, "Criteria for the Planning and Operation of Regional Education Service Centers," July, 1978, 14 pp.

# APPENDIX A

## REGIONAL GRAPHS

FIGURE A-1

TWENTY GRAPHS DEPICTING THE MEANS (●) OF EXTENT OF ACTUAL AND DESIRED USES OF TWENTY-FIVE RESC SERVICES, AS PERCEIVED BY SUPERINTENDENTS IN EACH REGION, COMPARED TO THE STATEWIDE MEANS (C) AND THE RANGES OF REGIONAL MEANS, AS PERCEIVED BY 684 SUPERINTENDENTS FOR 1977-78

Region I
(n=21)

Ranges: "actual" use ▨ "desired" use ▭

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

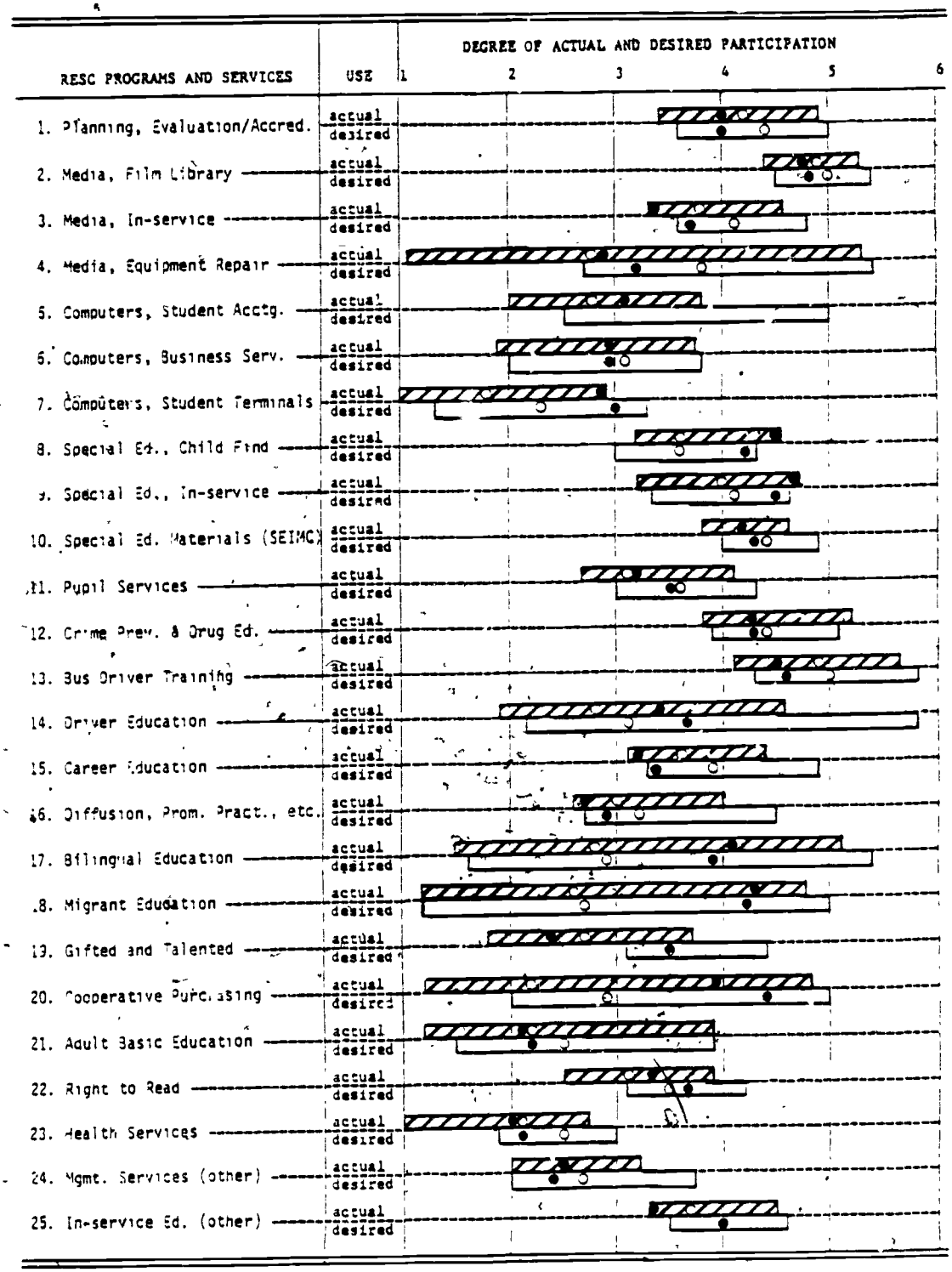


FIGURE A-1 (Continued)

Region II

(n=28)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use ▭

Code for "degree of actual and desired participation". 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

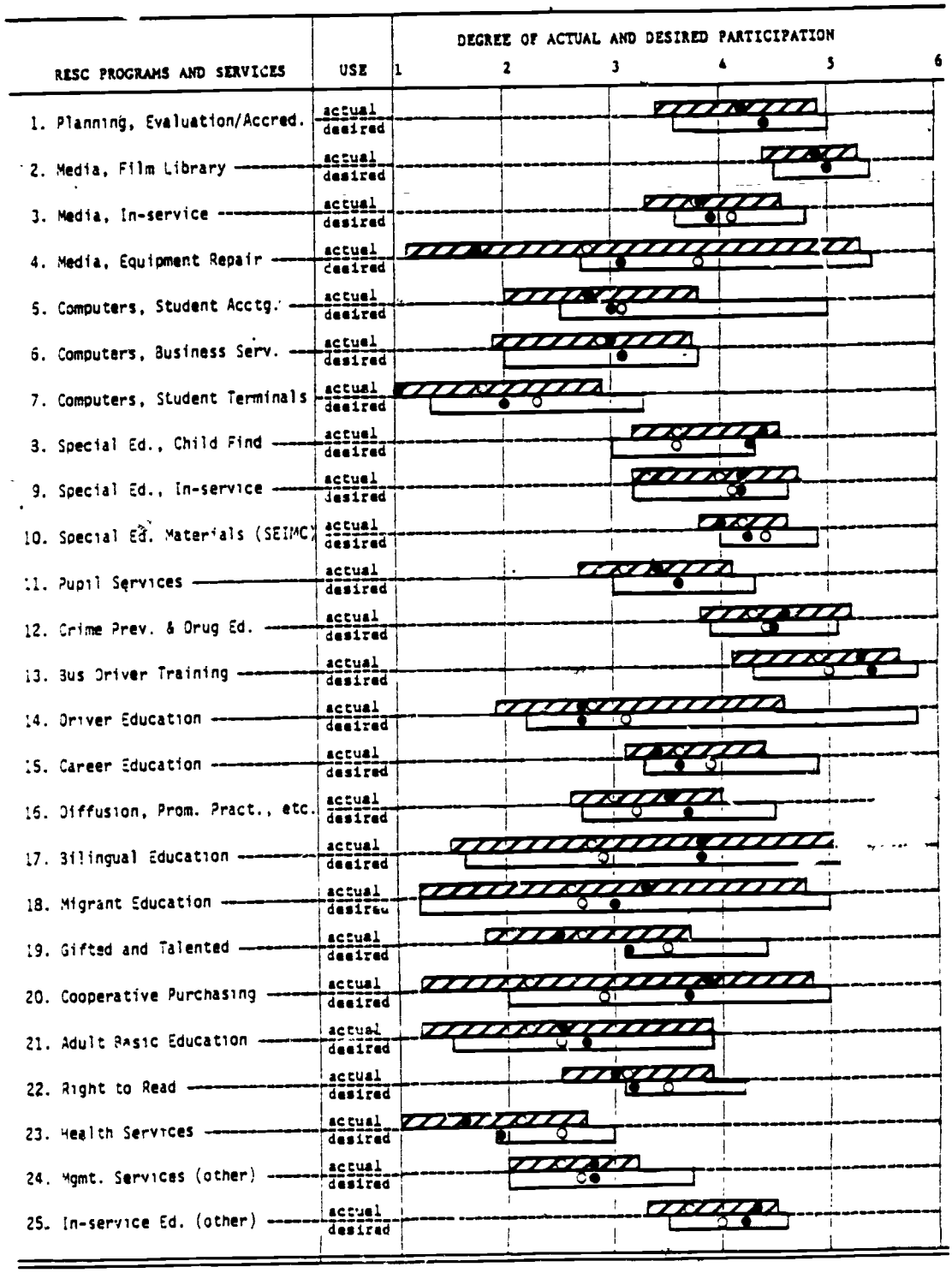


FIGURE A-1 (Continued)

Region III

(n=26)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use ▭

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

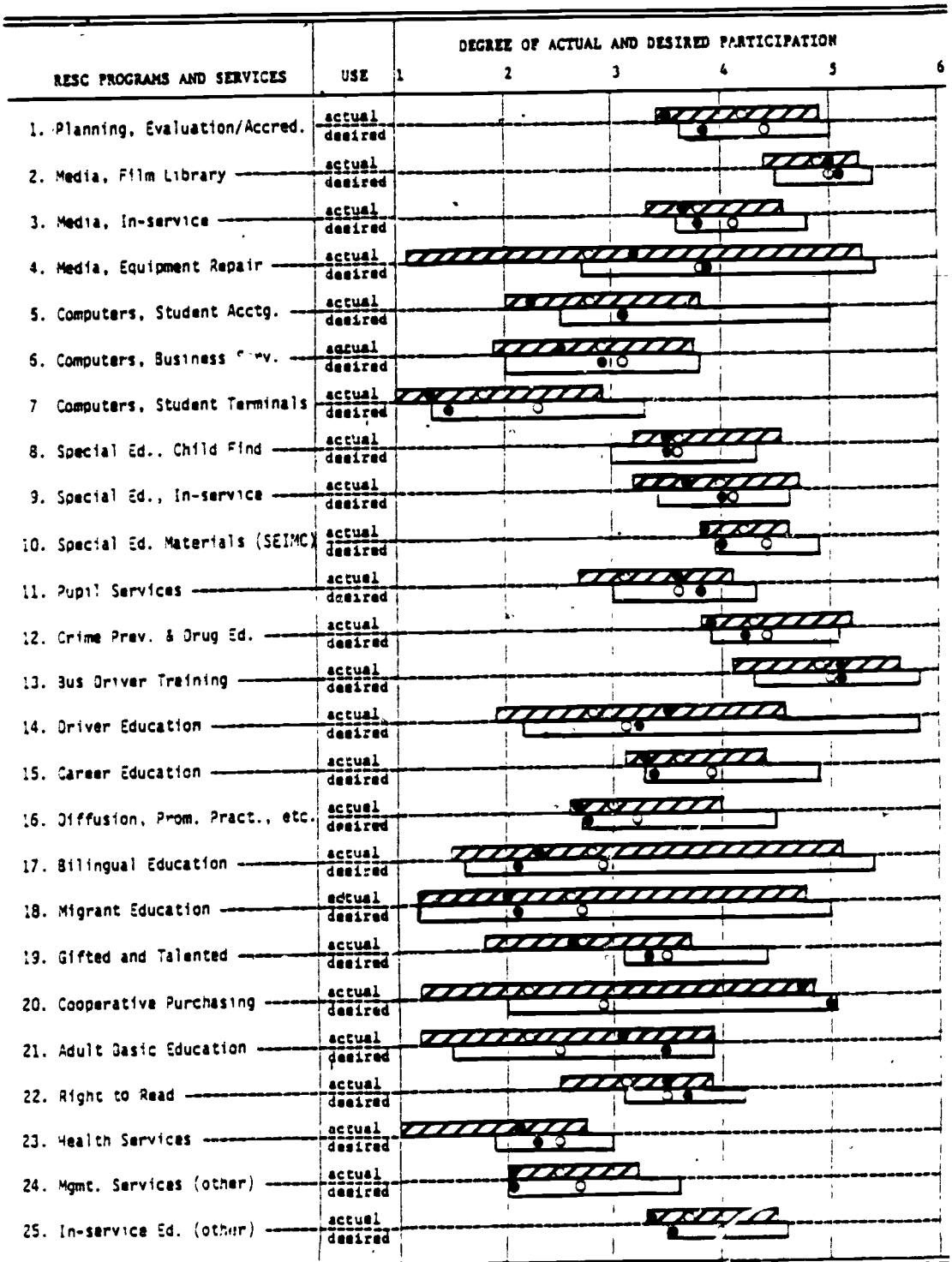


FIGURE A-1 (Continued)

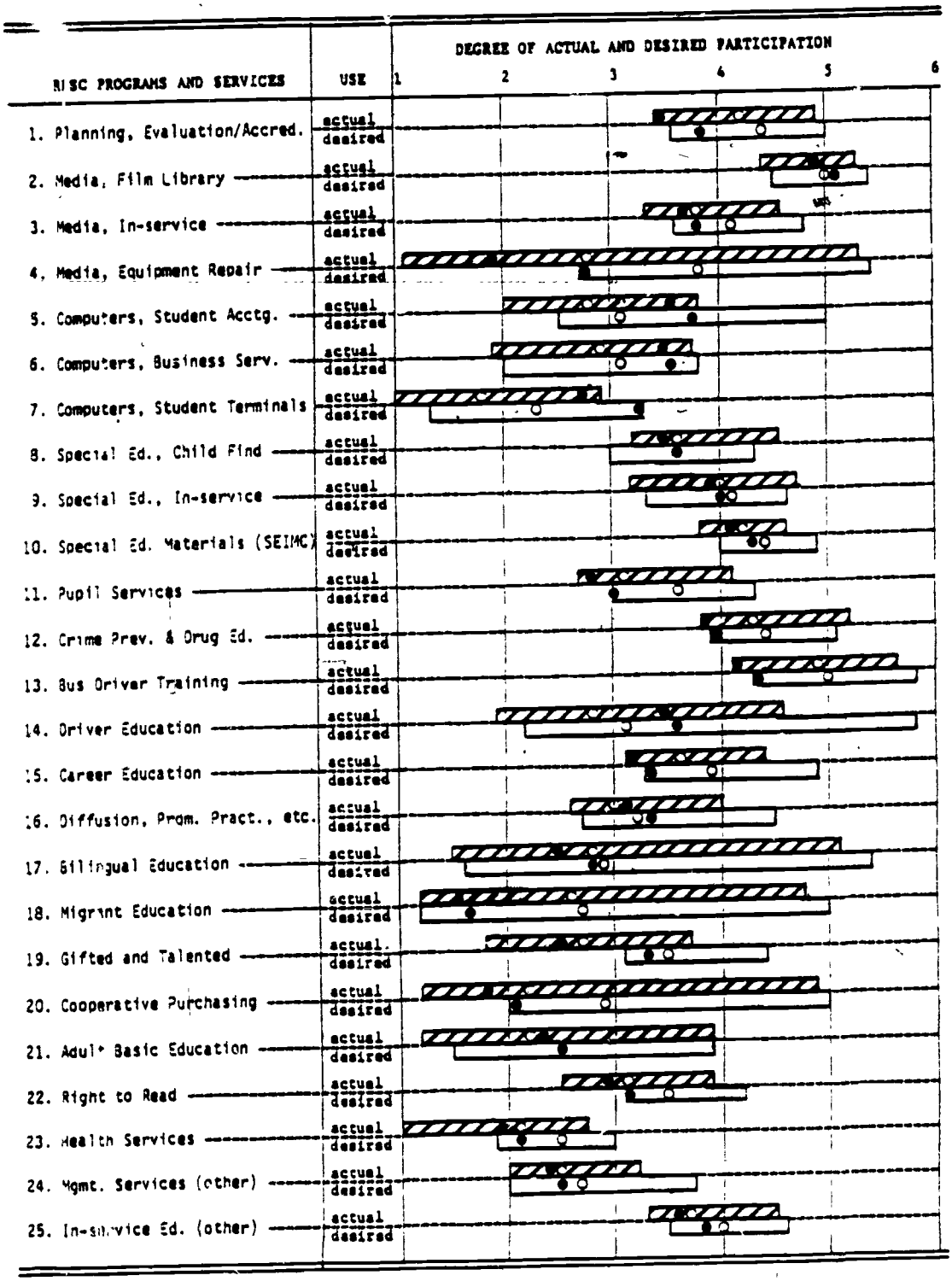
Region IV

(n=49)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use ▭

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always






126

FIGURE A-1 (Continued)

Region V

(n=14)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use □

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

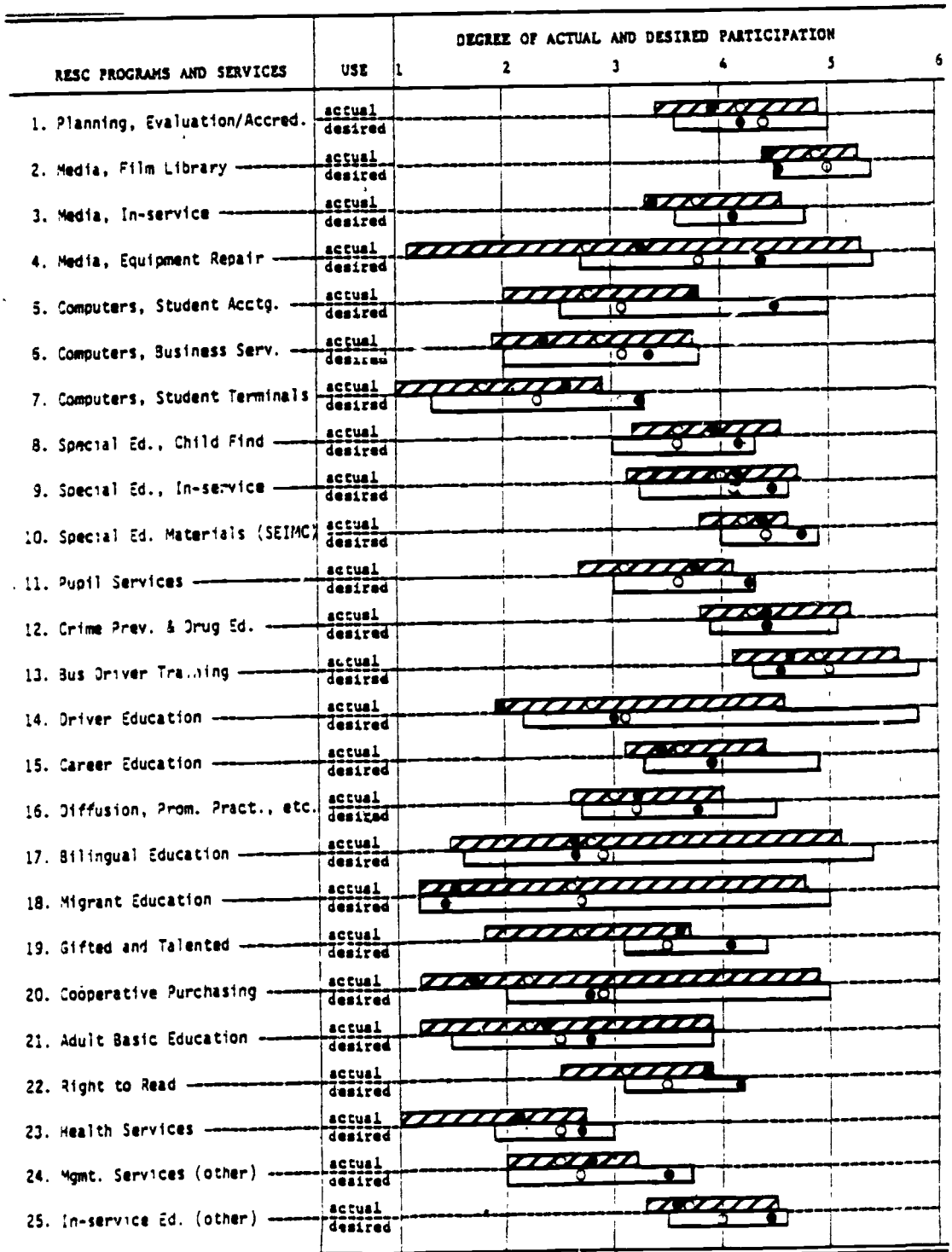


FIGURE A-1 (Continued)

Region VI

(n=37)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use □

Code for "degree of actual and desired participation". 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

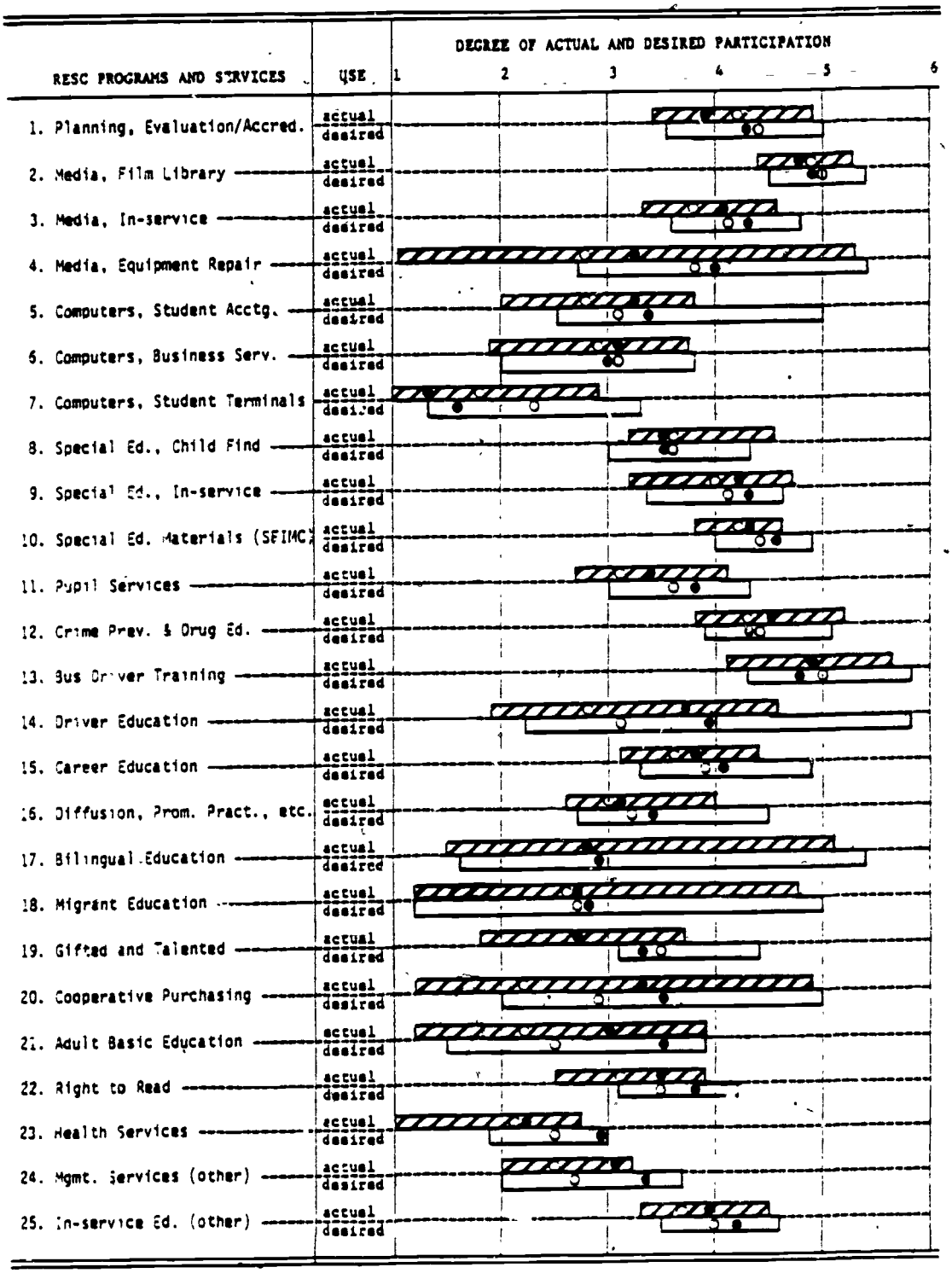


FIGURE A-1 (Continued)

Region VII

(n=65)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use □

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

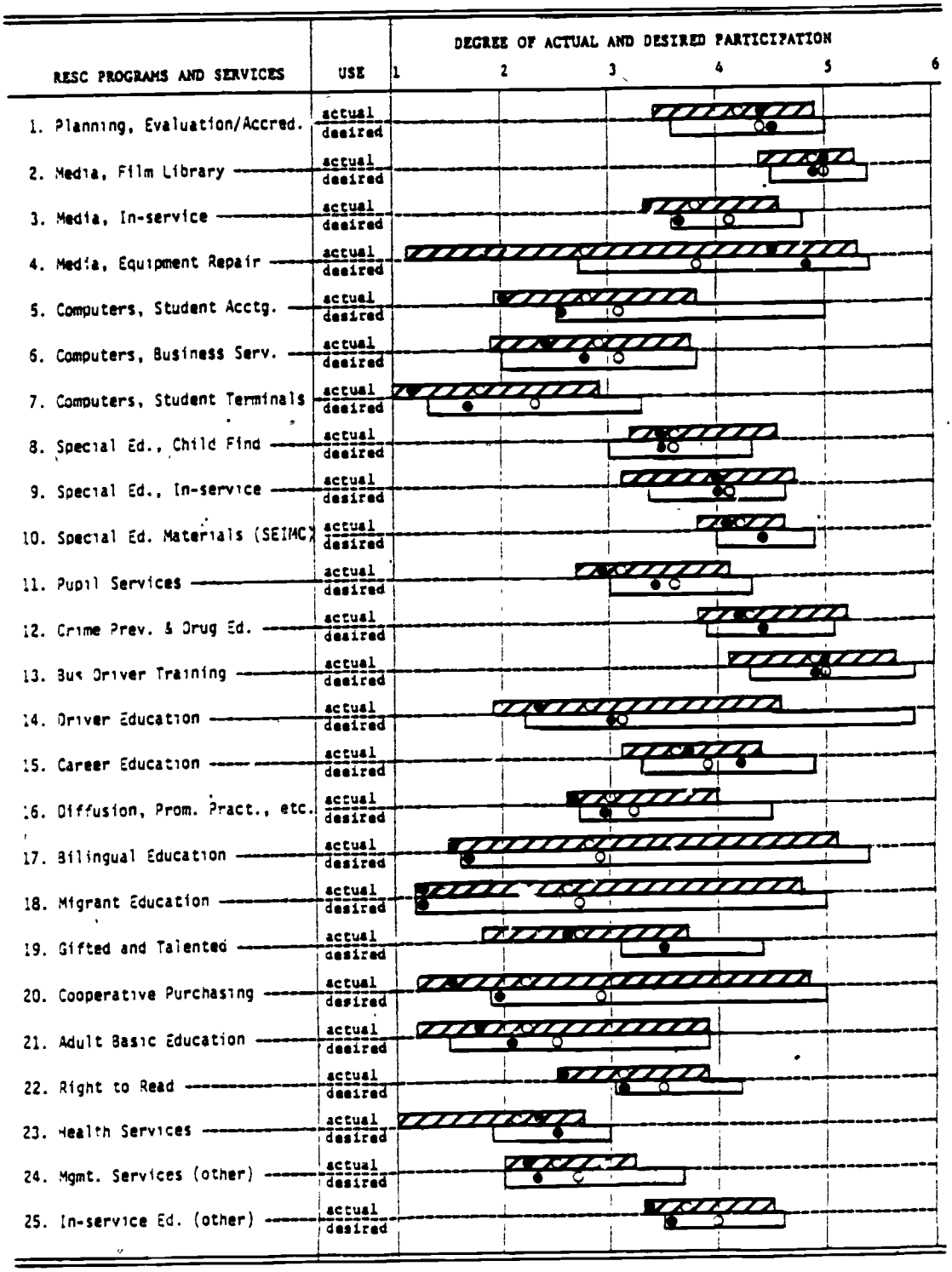


FIGURE A-1 (Continued)

Region VIII

(n=26)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use □

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

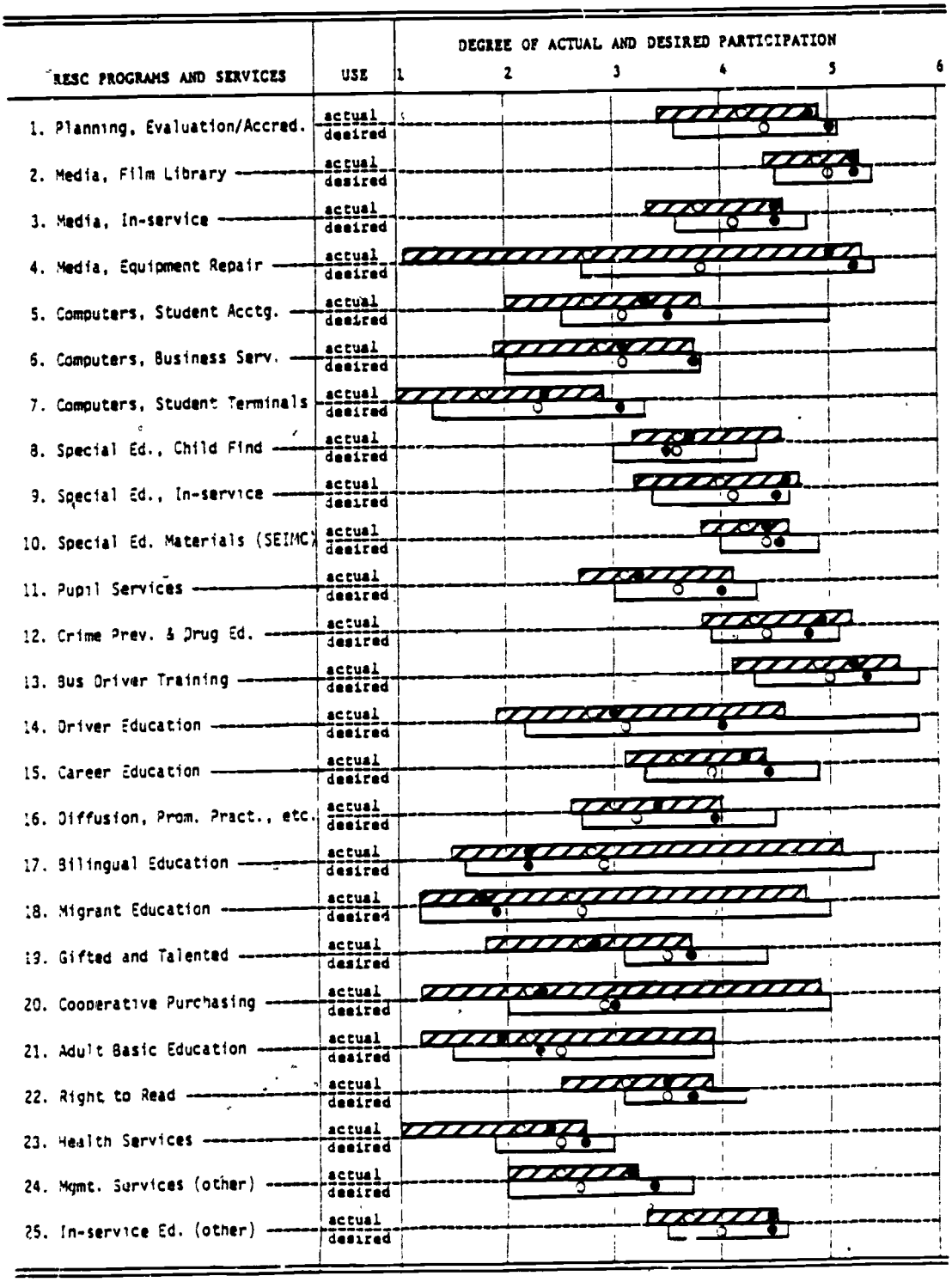


FIGURE A-1 (Continued)

Region IX

(n=30)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use ▭

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

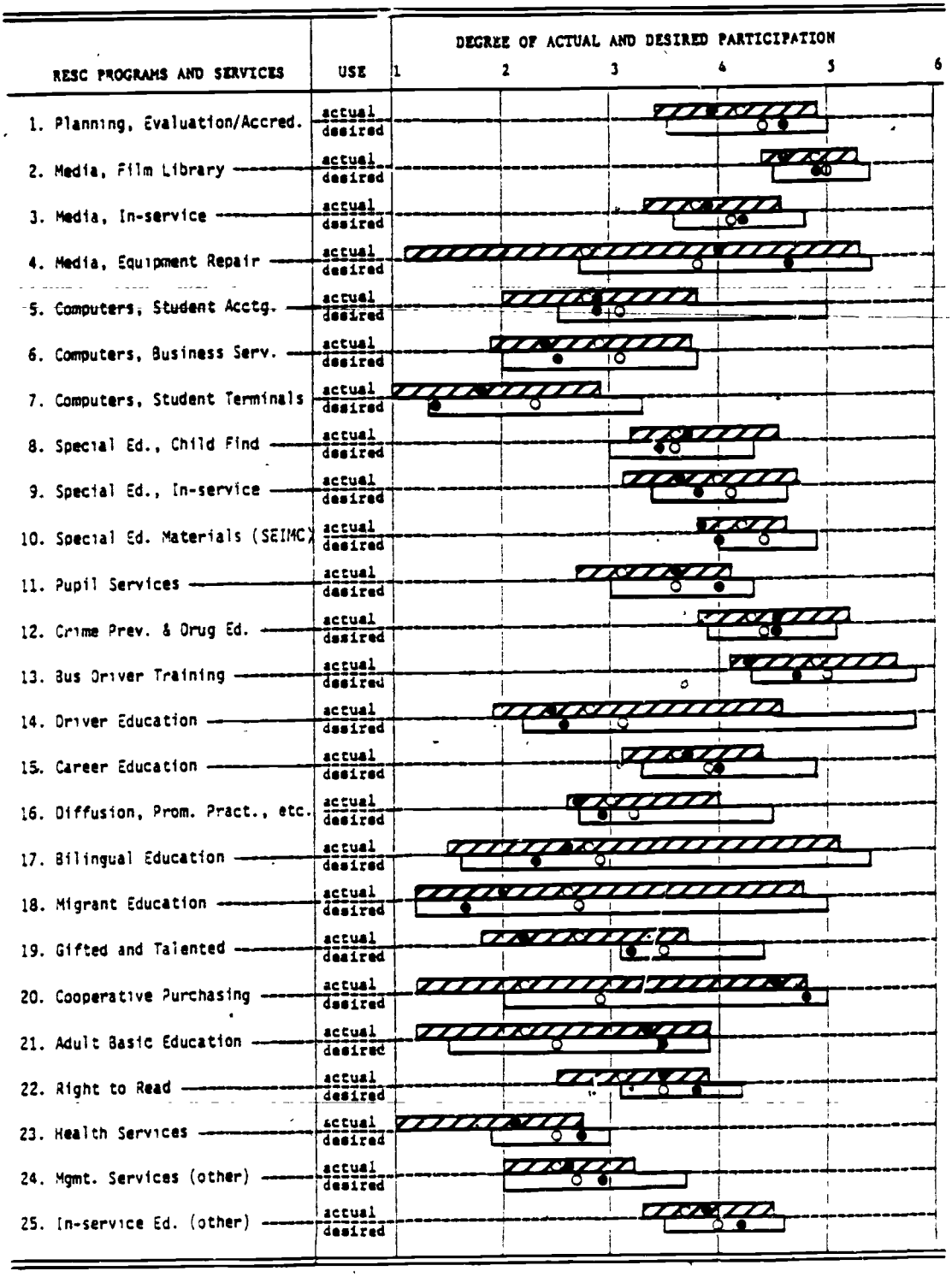


FIGURE A-1 (Continued)

Region X

(n=51)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use □

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

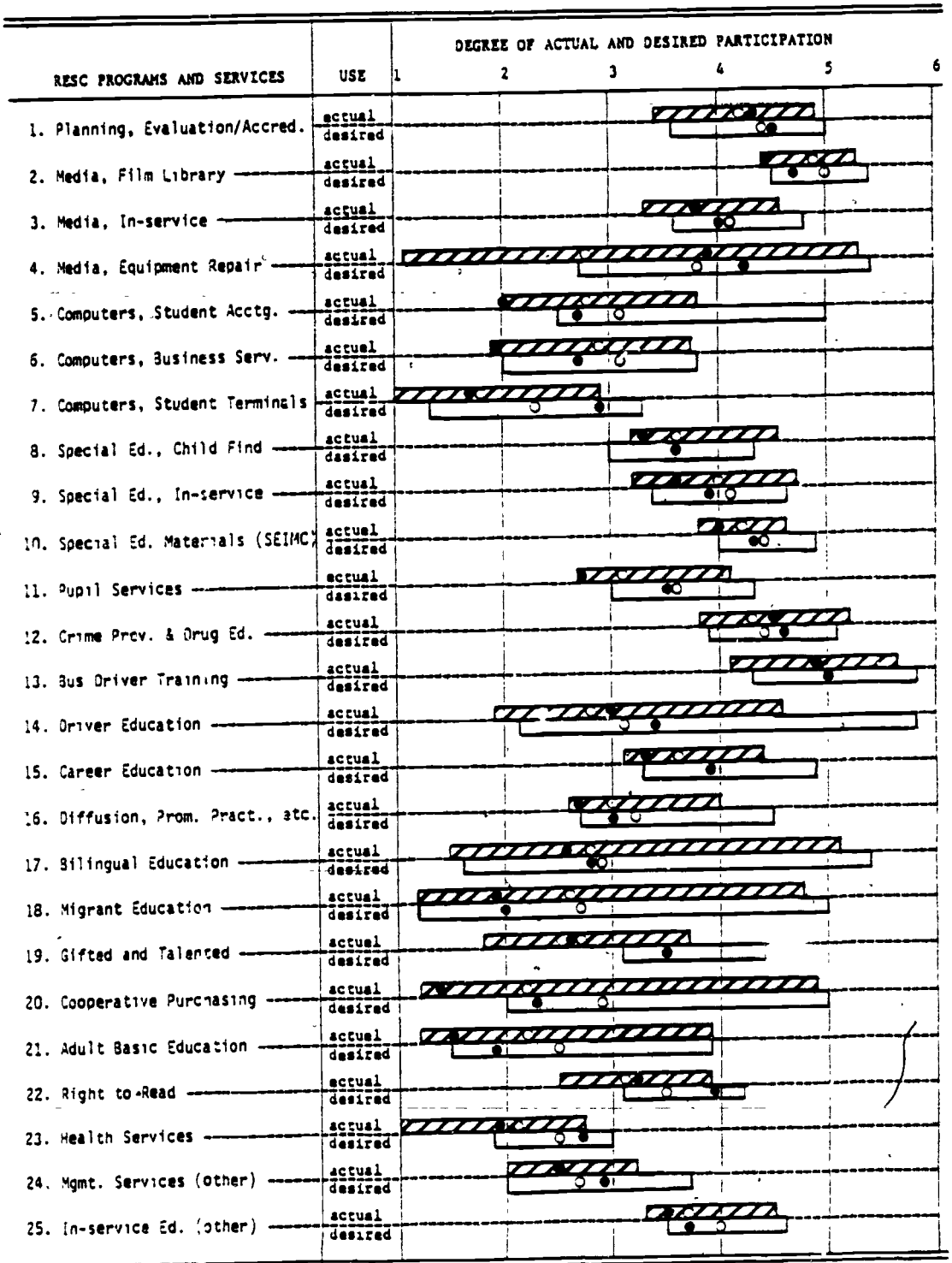


FIGURE A-1 (Continued)

Region XI

(n=51)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use ▭

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

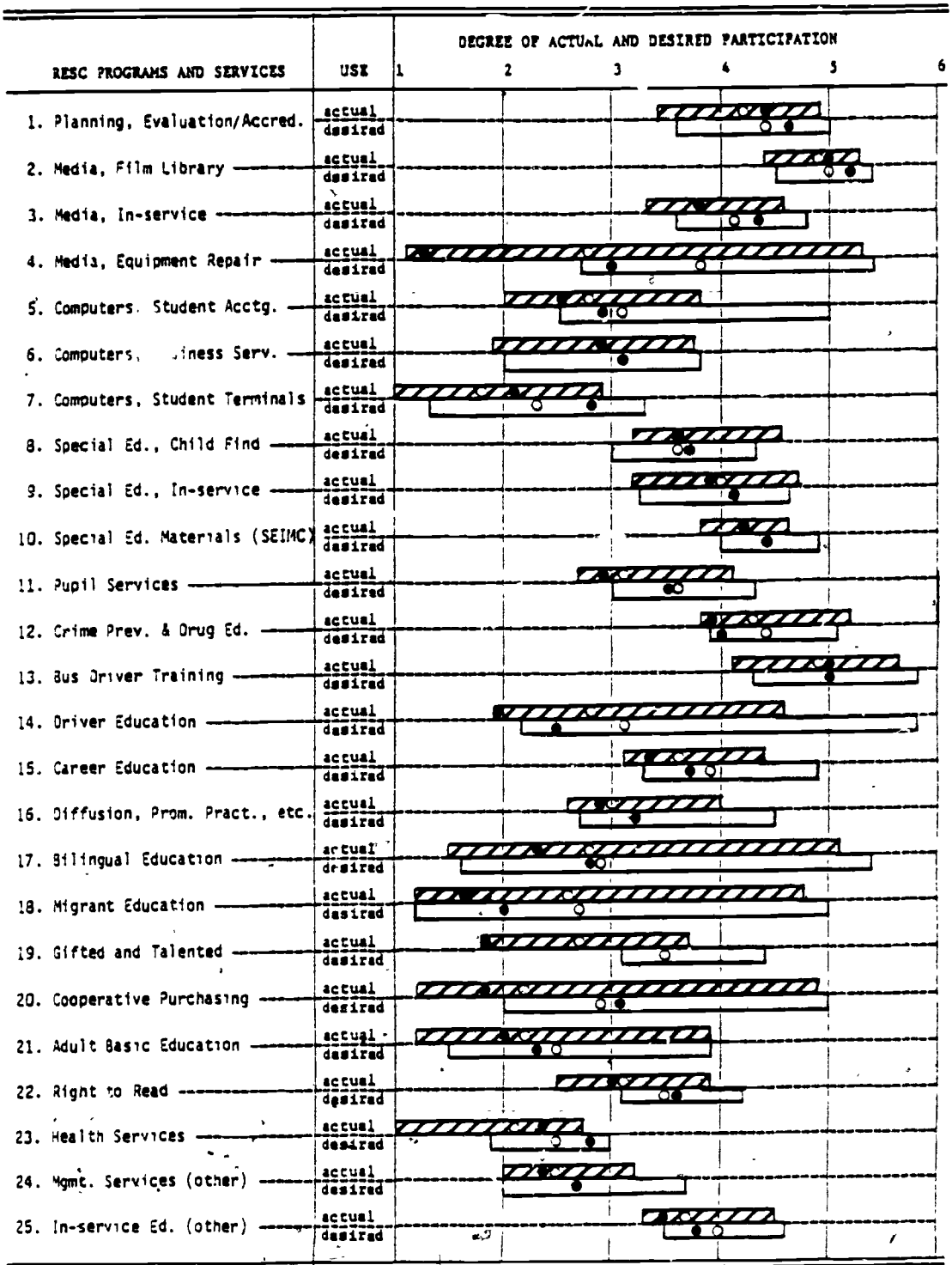


FIGURE A-1 (Continued)

Region XII

(n=40)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use □

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

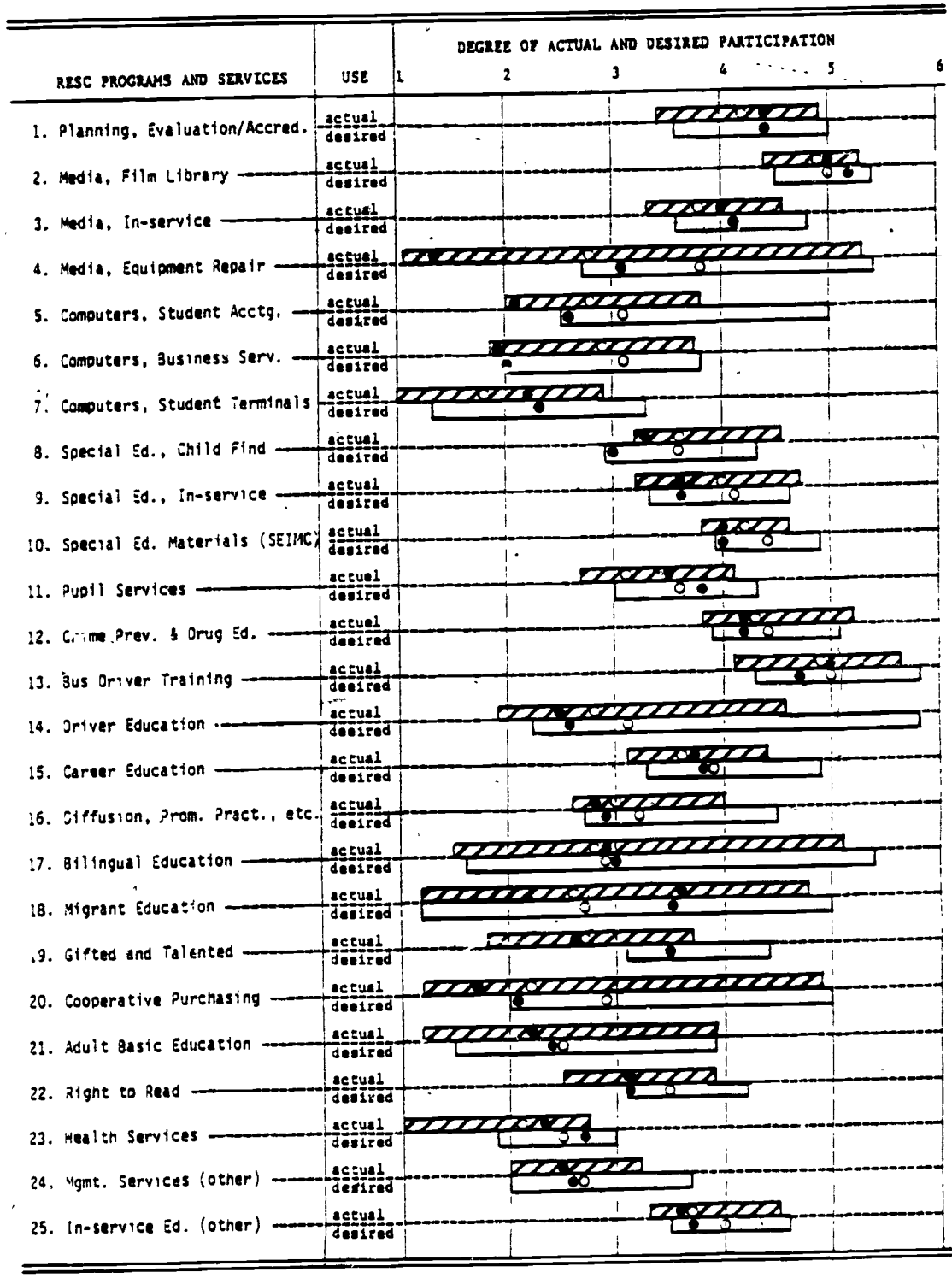


FIGURE A-1 (Continued)

Region XIII

(n=37)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use □

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

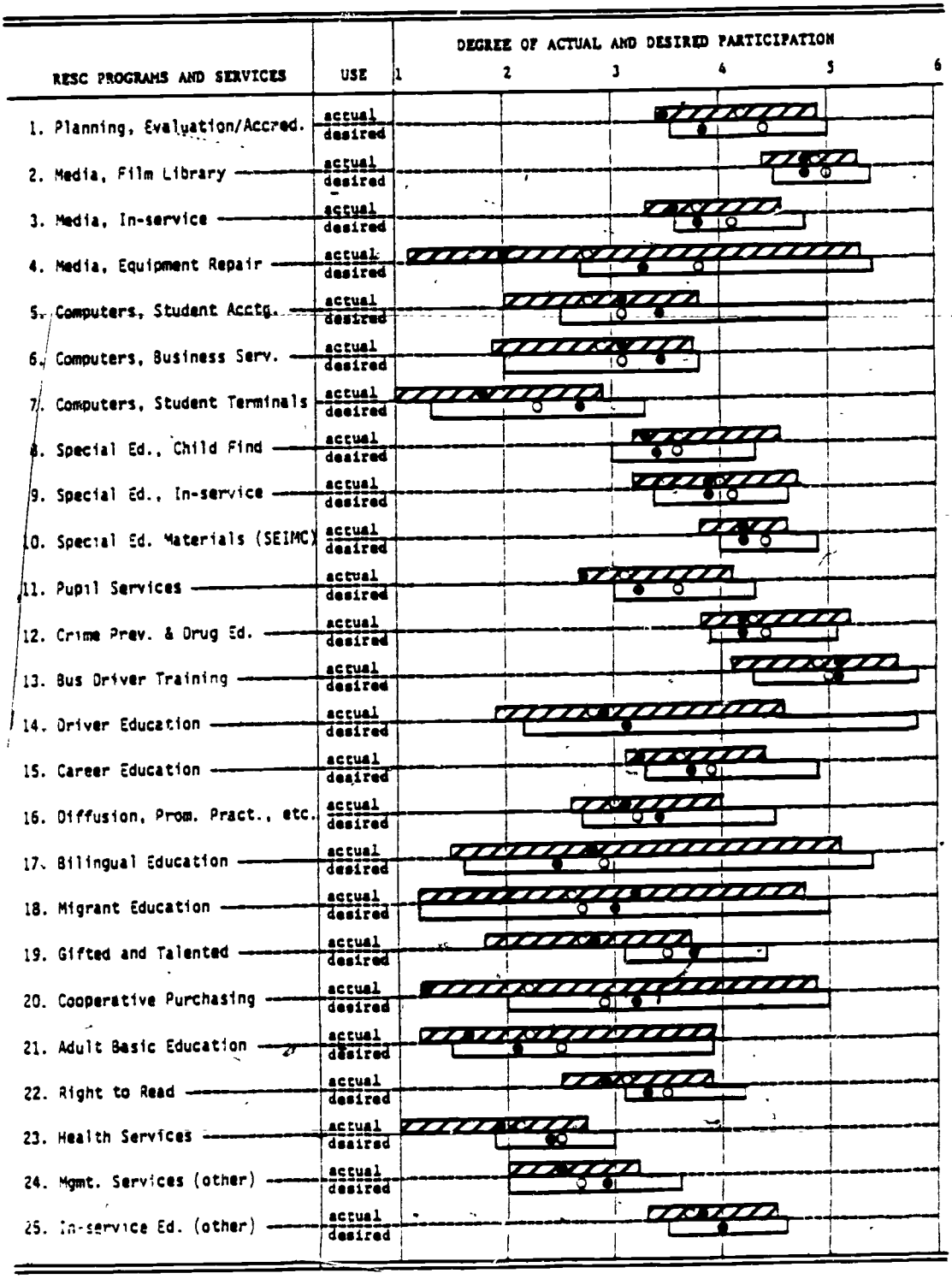


FIGURE A-1 (Continued)

Region XIV

(n=32)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use ▭

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

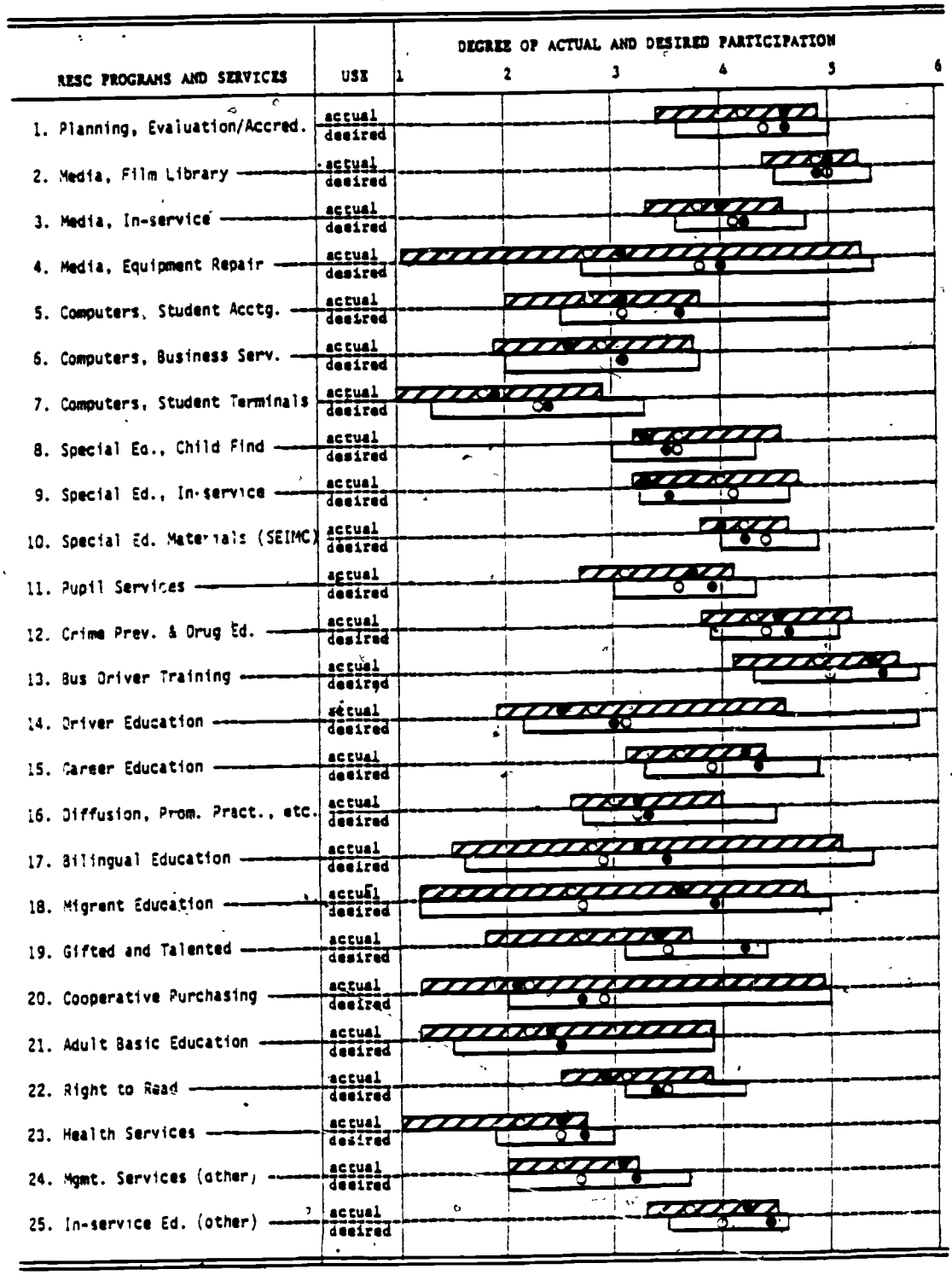


FIGURE A-1 (Continued)

Region XV

(n=40)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use ▭

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

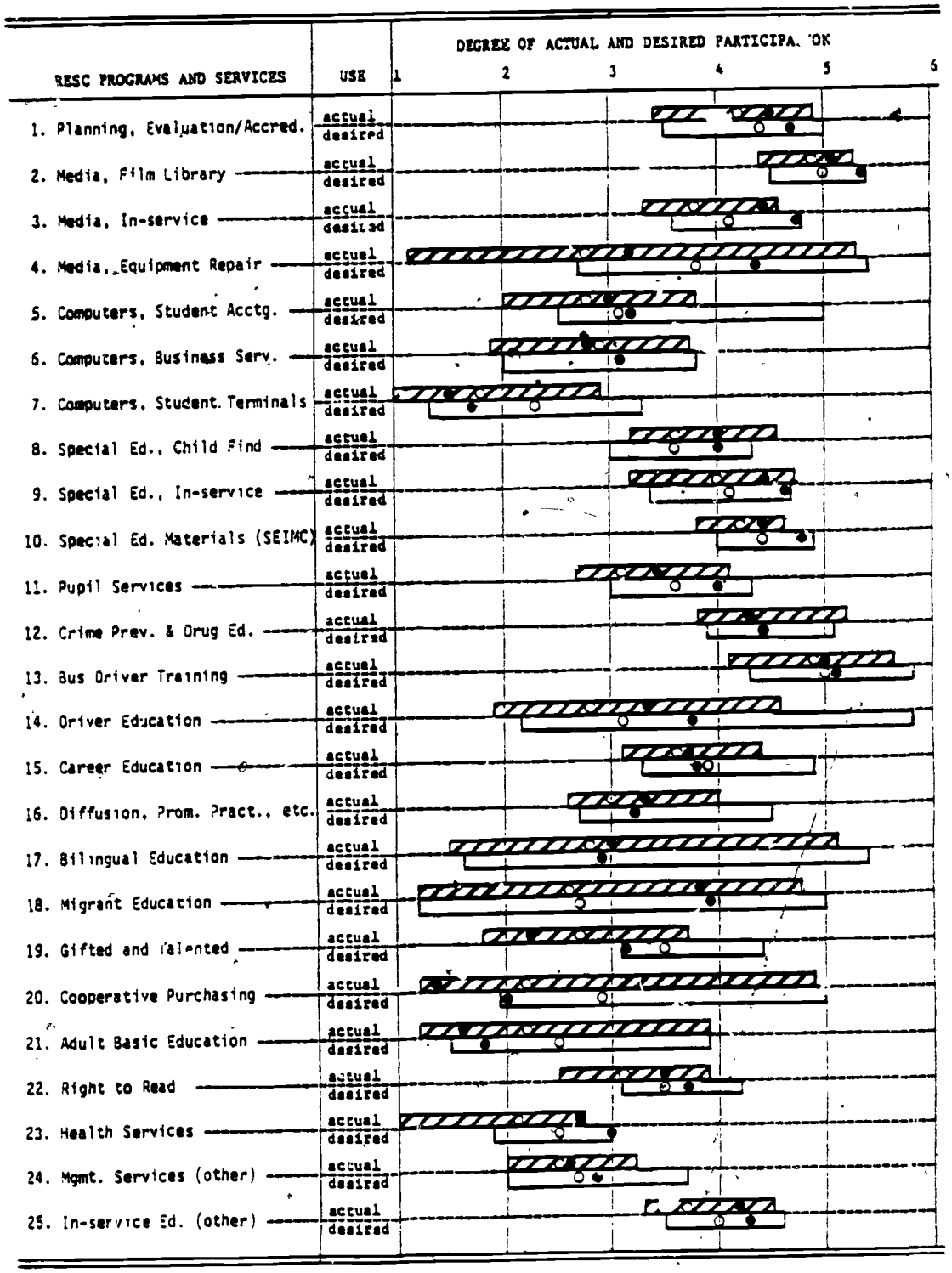


FIGURE A-1 (Continued)

Region XVI

(n=45)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use ▭

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

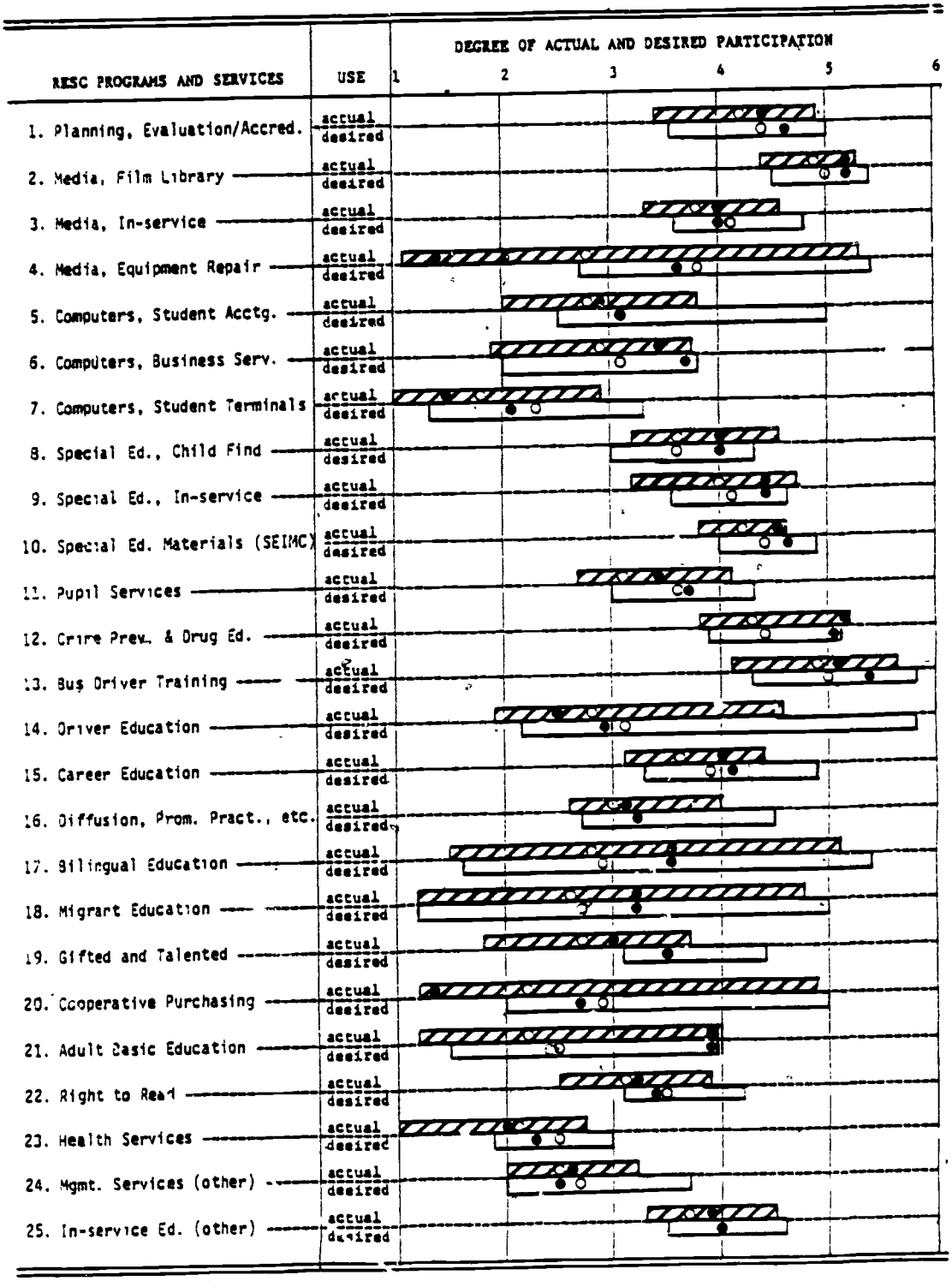


FIGURE A-1 (Continued)

Region XVII

(n=41)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use □

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

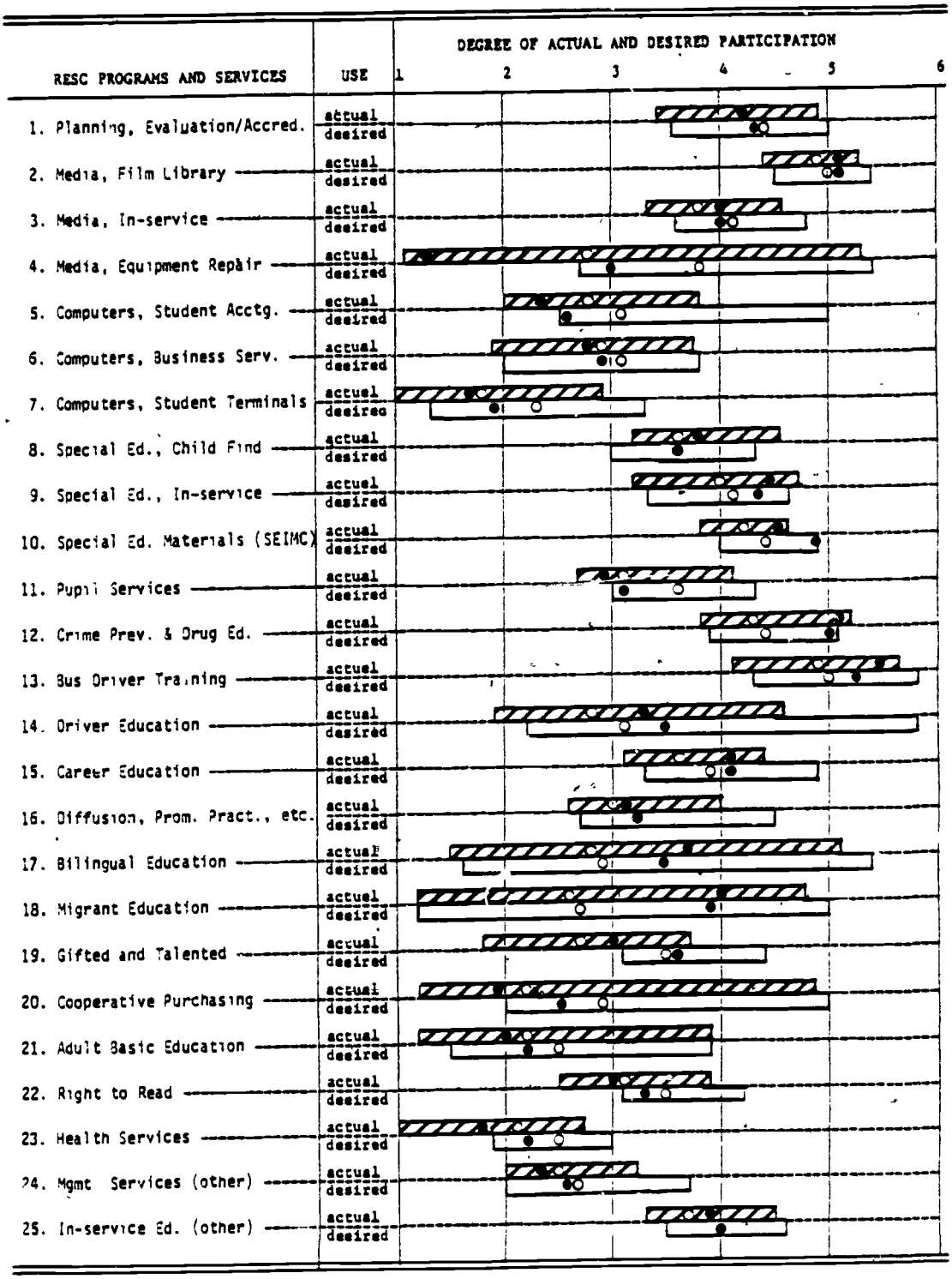


FIGURE A-1 (Continued)

Region XVIII

(n=16)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use ▭

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

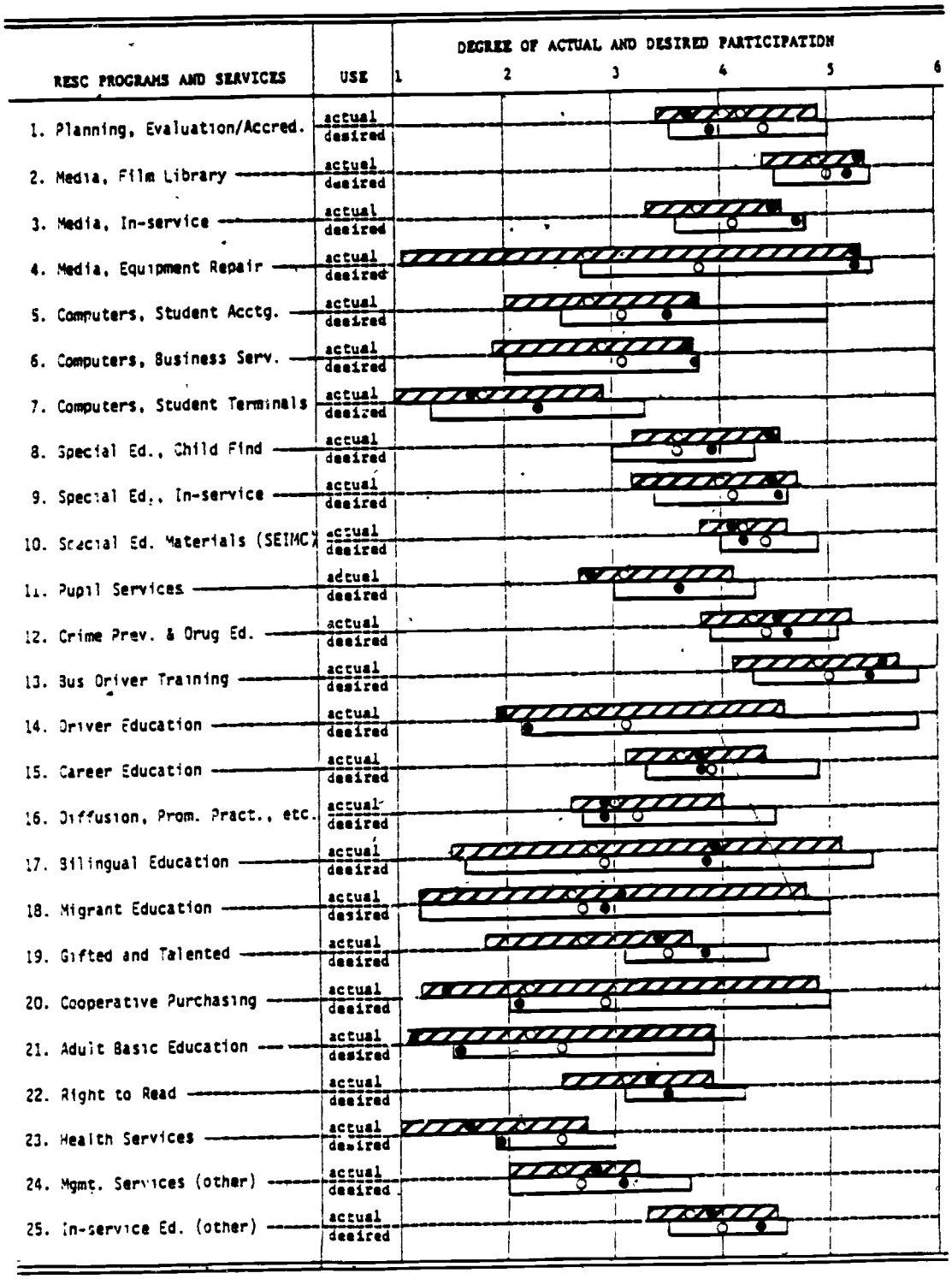


FIGURE A-1 (Continued)

Region XIX

(n=8)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use □

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

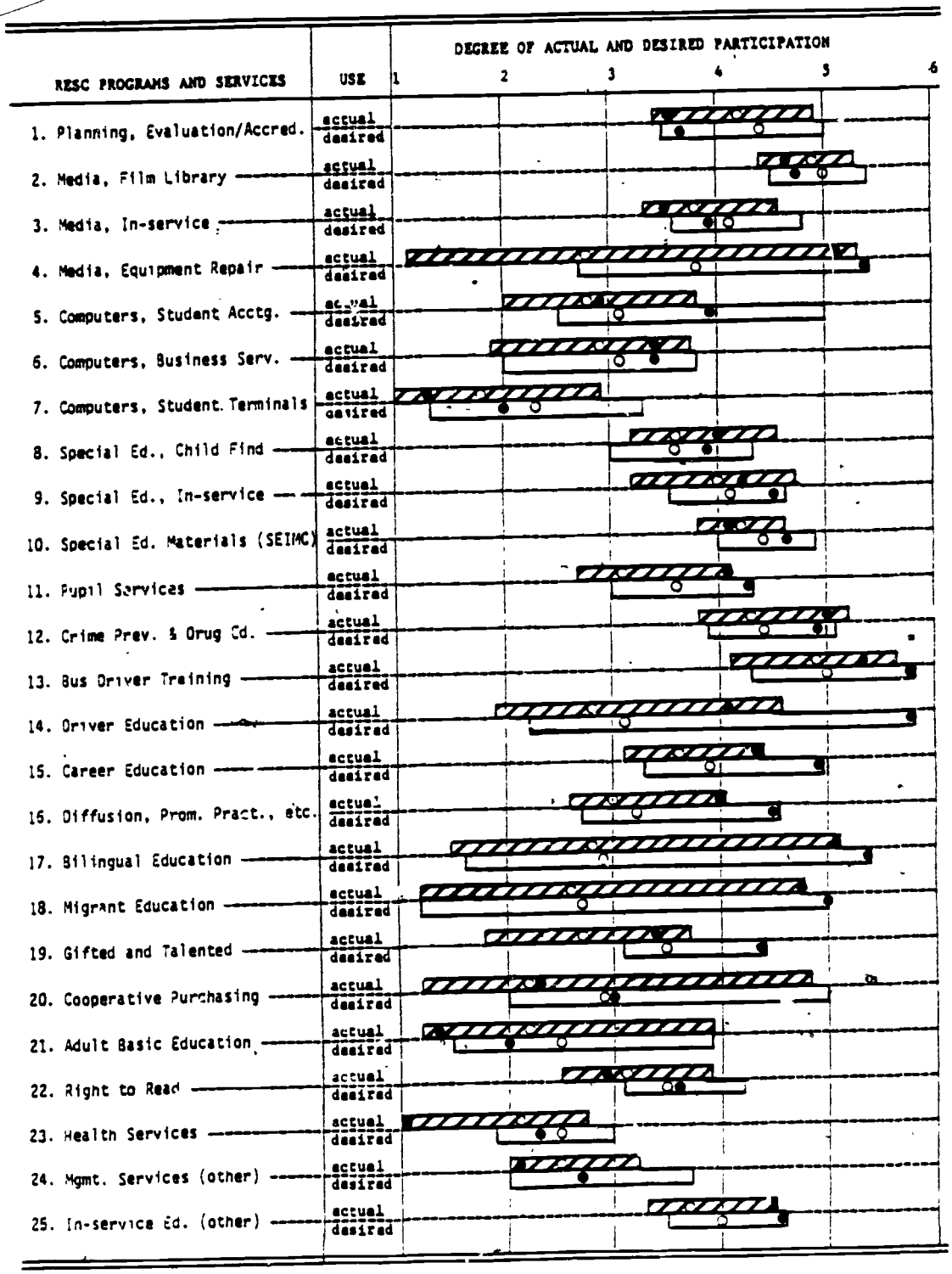


FIGURE A-1 (Continued)

Region XX

(n=27)

Means: regional ● statewide ○

Ranges: "actual" use ▨ "desired" use ▭

Code for "degree of actual and desired participation": 1-never, 2-almost never, 3-occasionally, 4-frequently, 5-almost always, 6-always

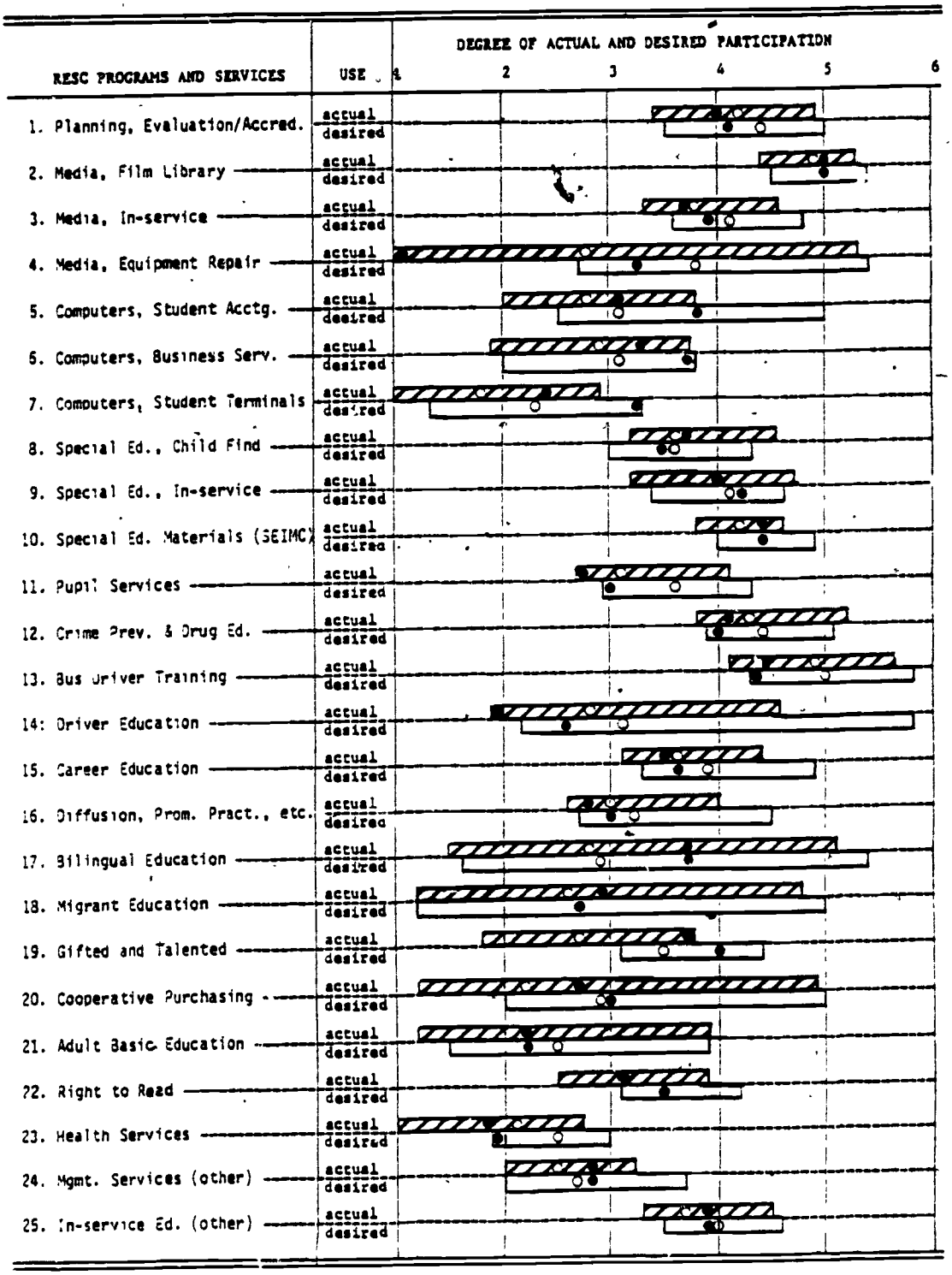


FIGURE A-2

INCENTIVES AND DETERRENTS

FIGURE A-2

FORTY GRAPHS OF THE SUPERINTENDENTS' PERCEPTIONS OF FIFTEEN POSSIBLE INCENTIVES AND FIFTEEN POSSIBLE DETERRENTS TO LEA PARTICIPATION IN RESC SERVICES IN EACH REGION, COMPARED TO THE RANGES (shaded) OF REGIONAL MEANS AND THE STATEWIDE MEANS OF 684 SUPERINTENDENTS

Region I -- Incentives

Means of responses: from the region (n=21)——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

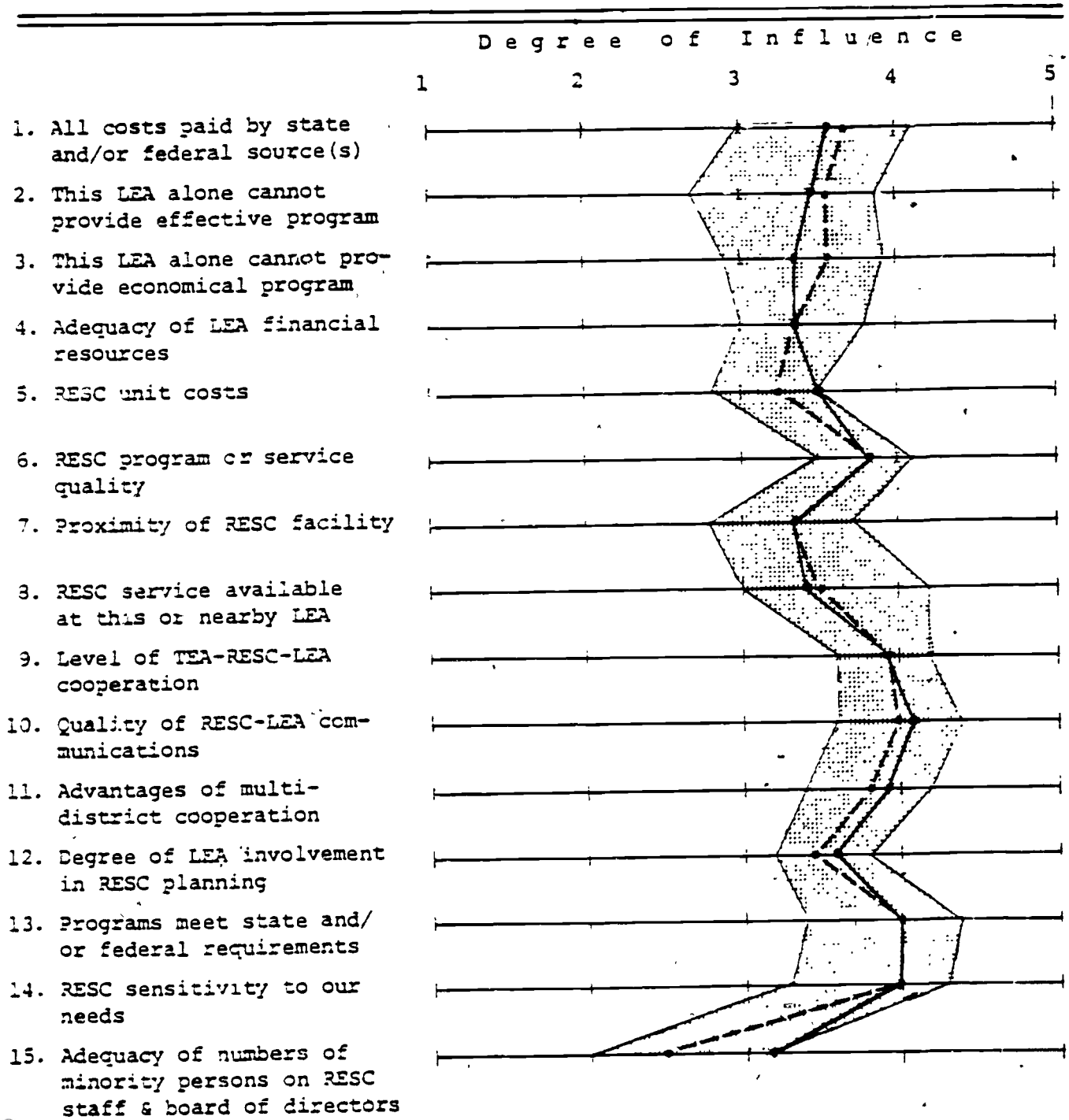


FIGURE A-2 (Continued)

Region I

(n=21)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

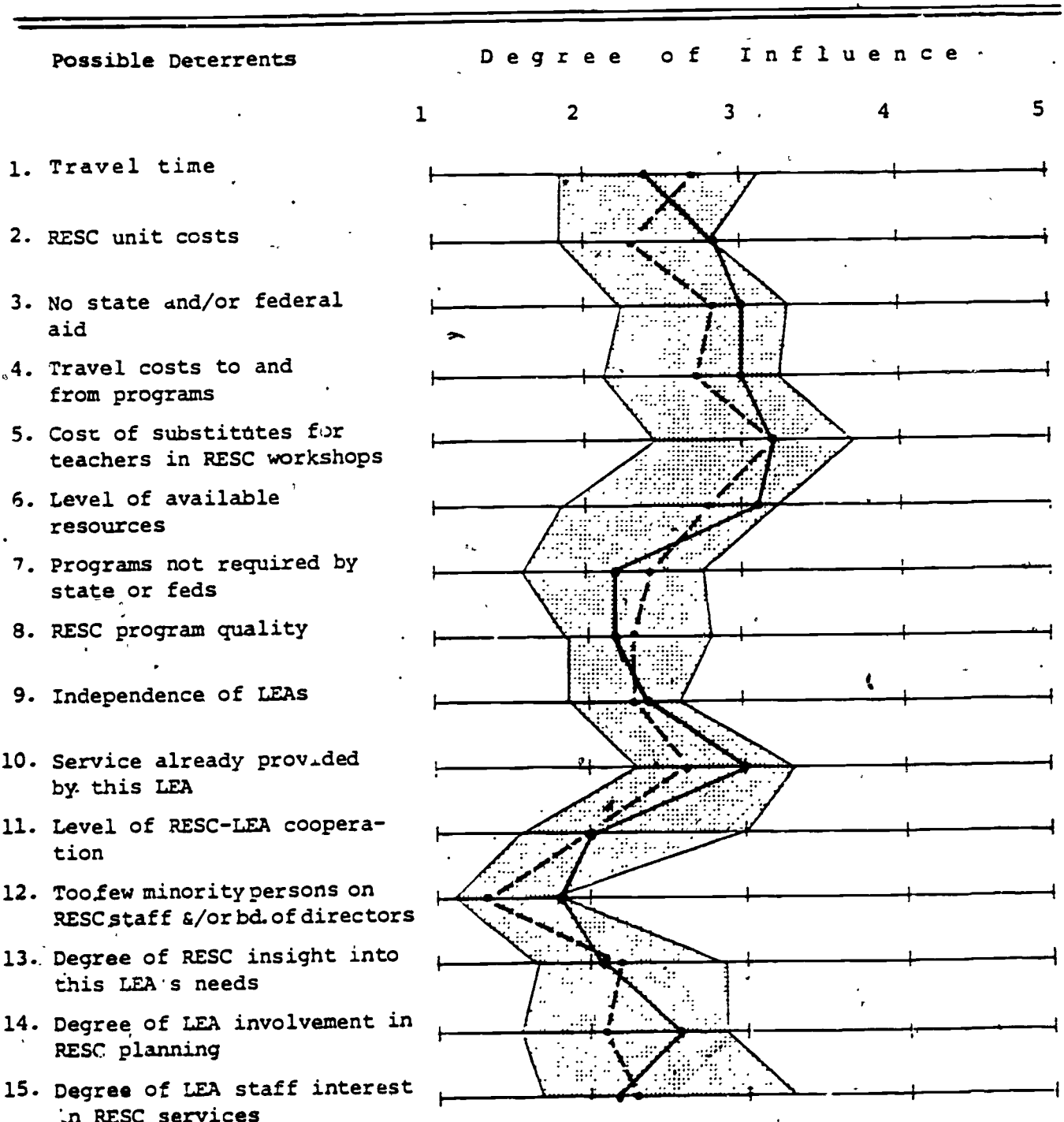


FIGURE A-2 (Continued)

Region II

(n=28)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

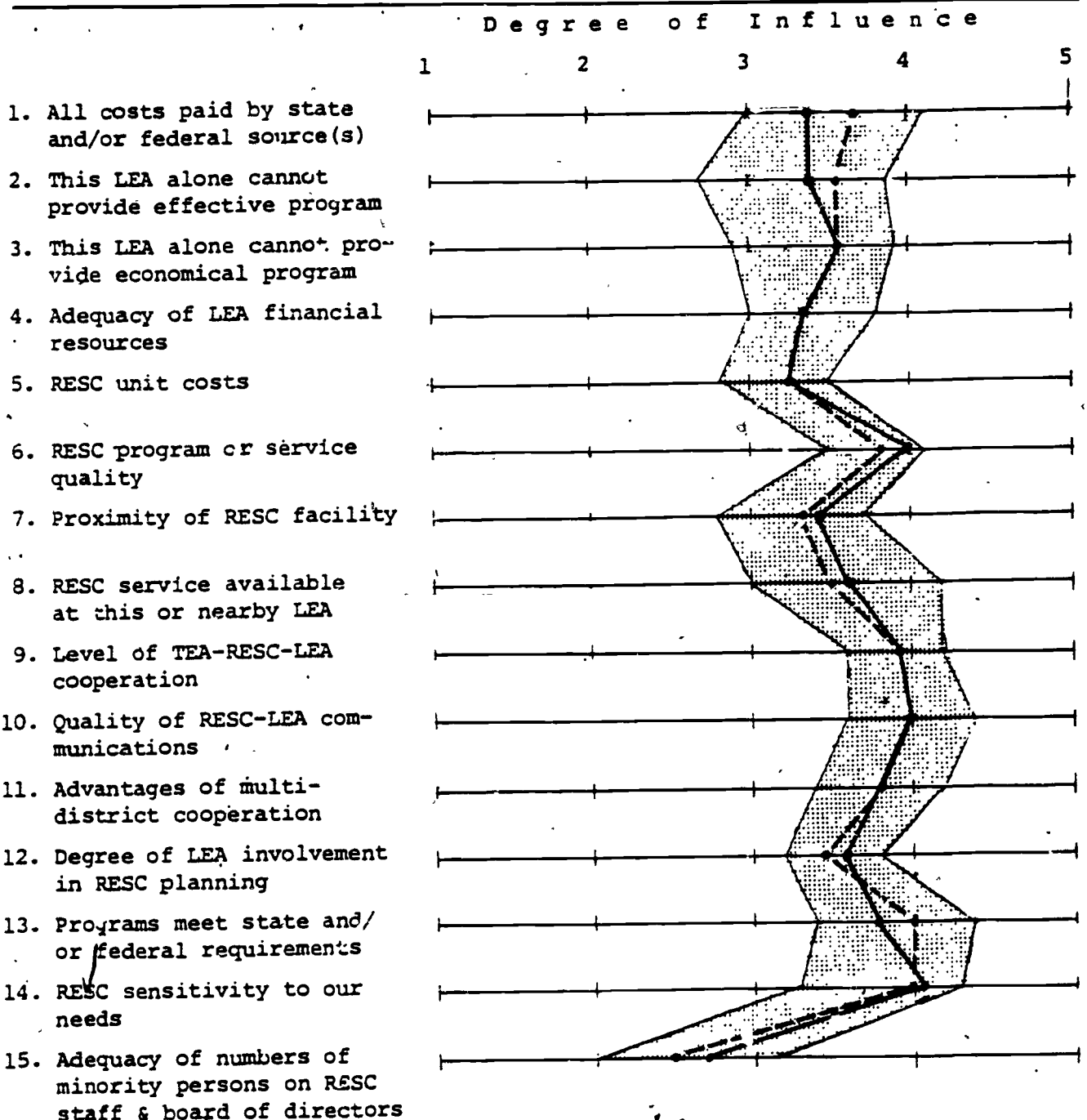


FIGURE A-2 (Continued)

Region LI

(n=28)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

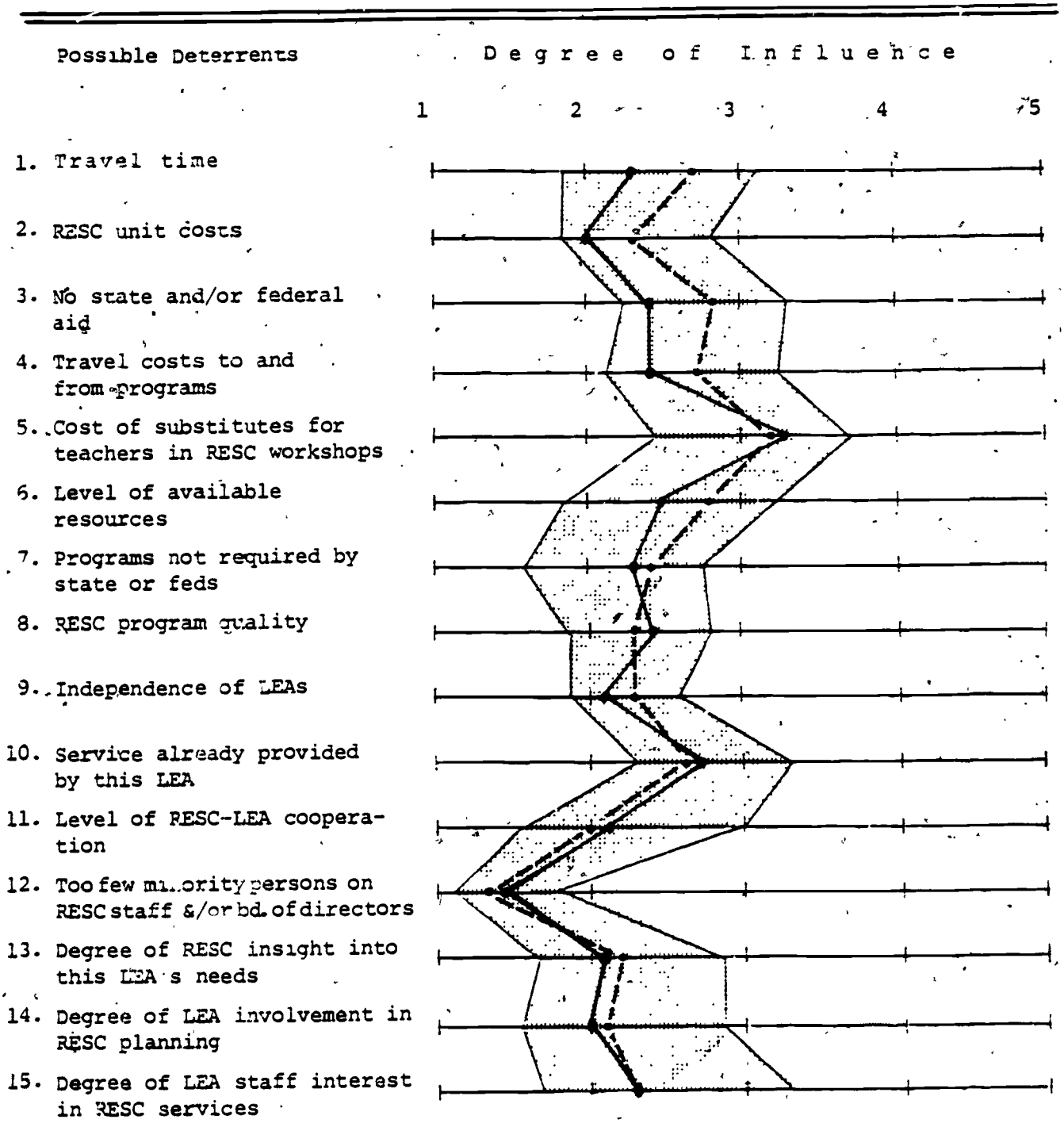


FIGURE A-2 (Continued)

Region III

(n=26)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

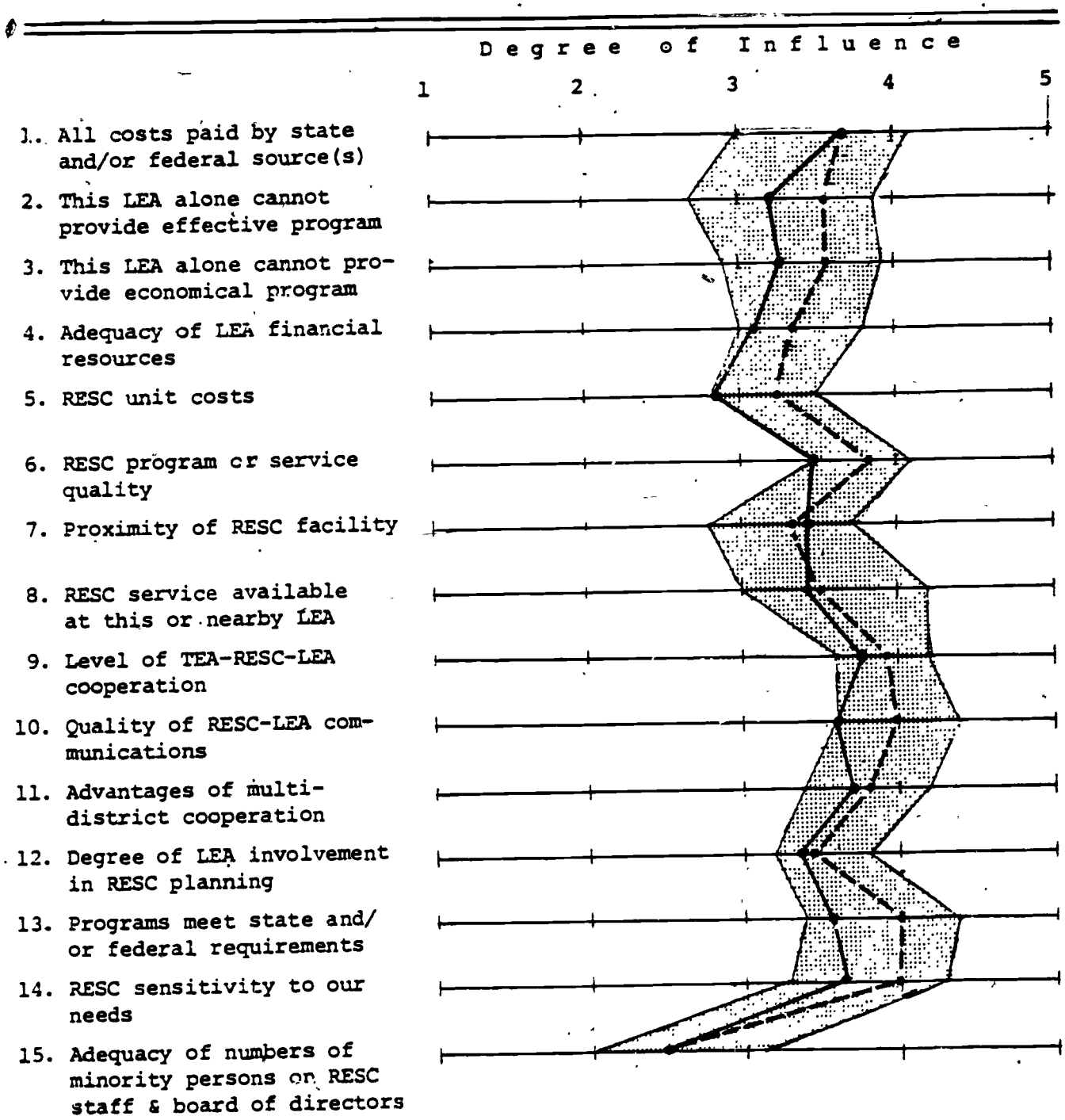


FIGURE A-2 (Continued)

Region III

(n=26)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

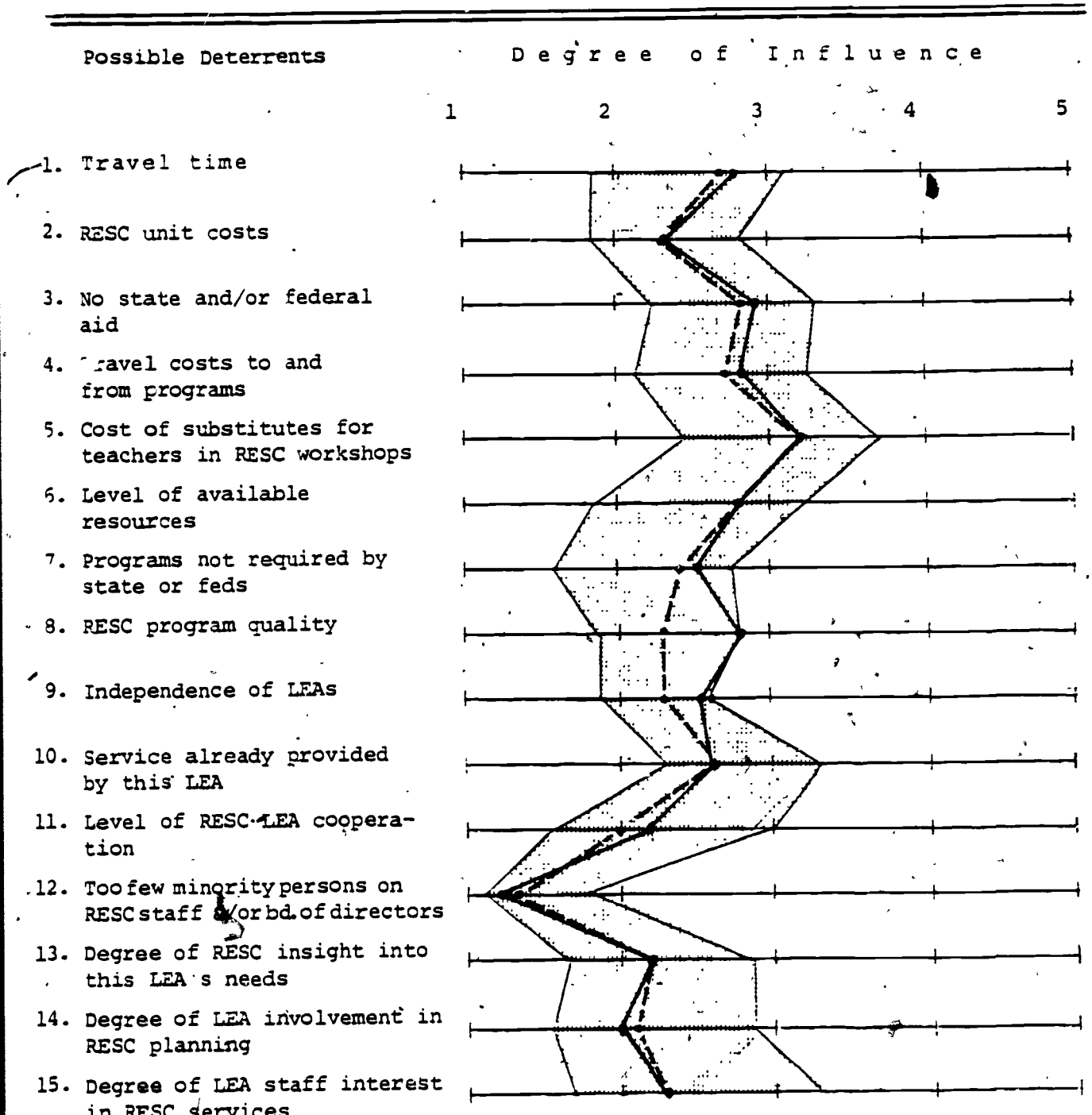


FIGURE A-2 (Continued)

Region IV

(n=49)

Incentives

Means of superintendents' responses: region——— statewide———

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

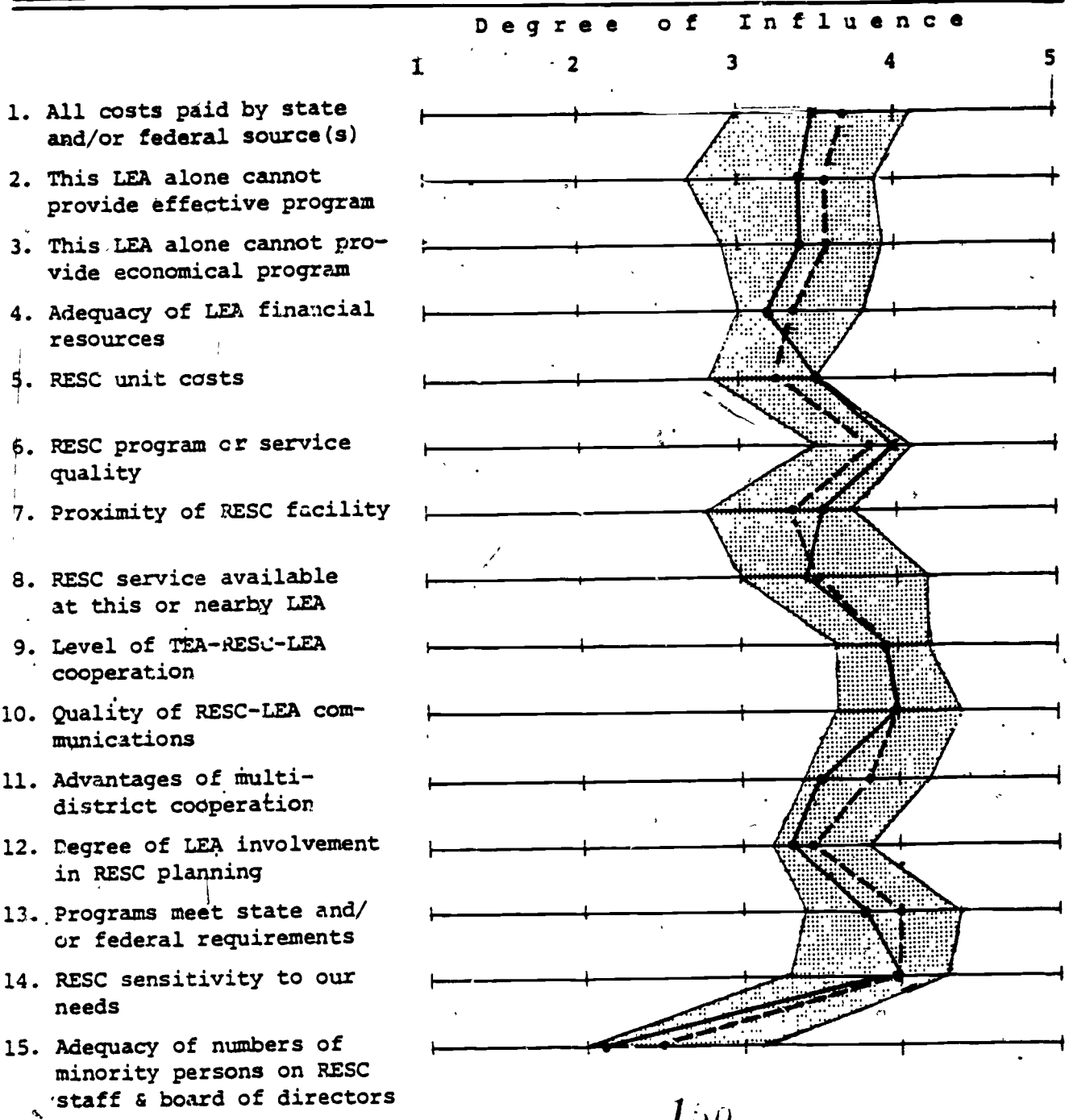


FIGURE A-2 (Continued)

Region IV

(n=49)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

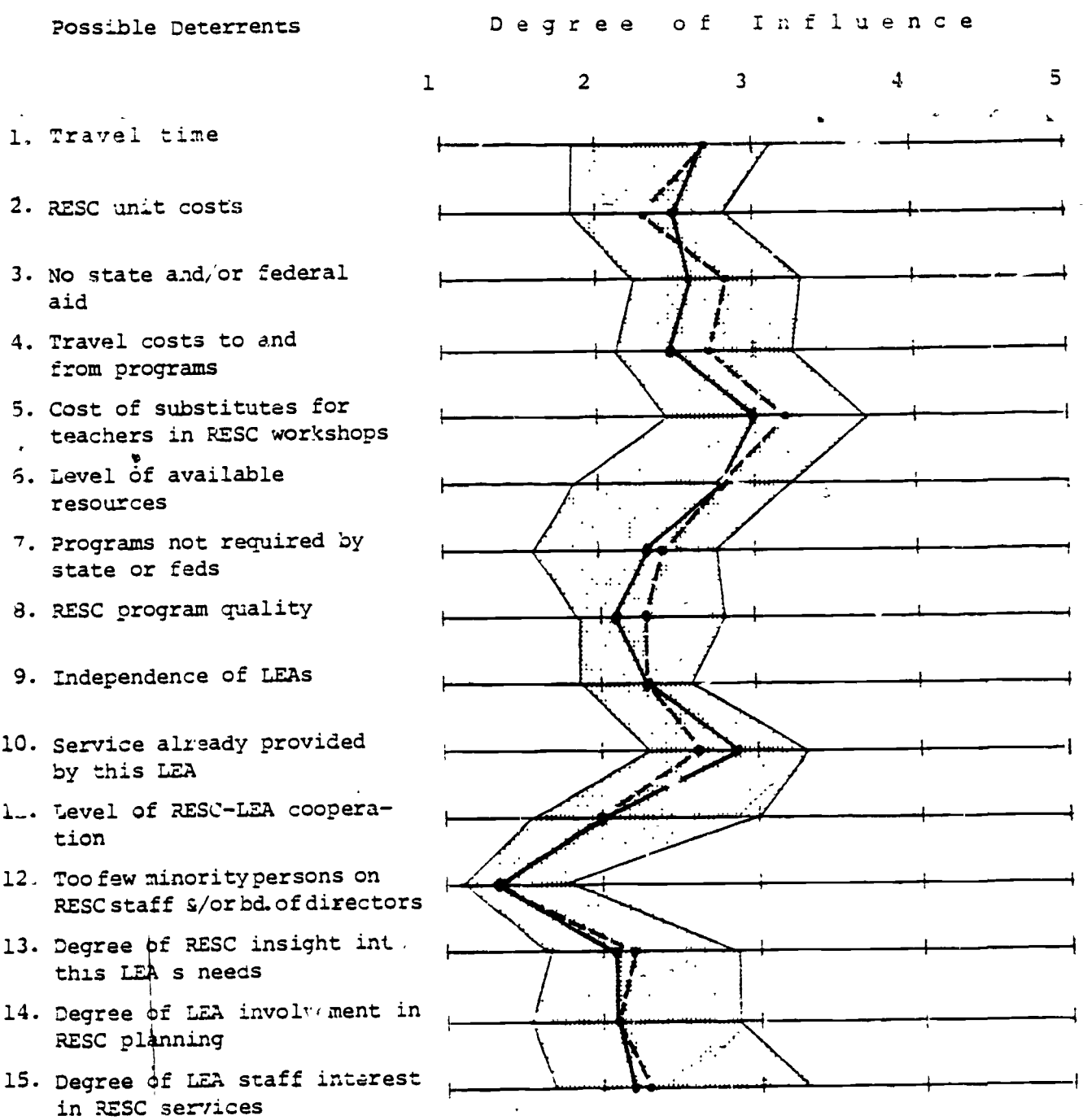


FIGURE A-2 (Continued)

Region V

(n=14)

Incentives

Means of superintendents' responses: region——— statewide—– —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

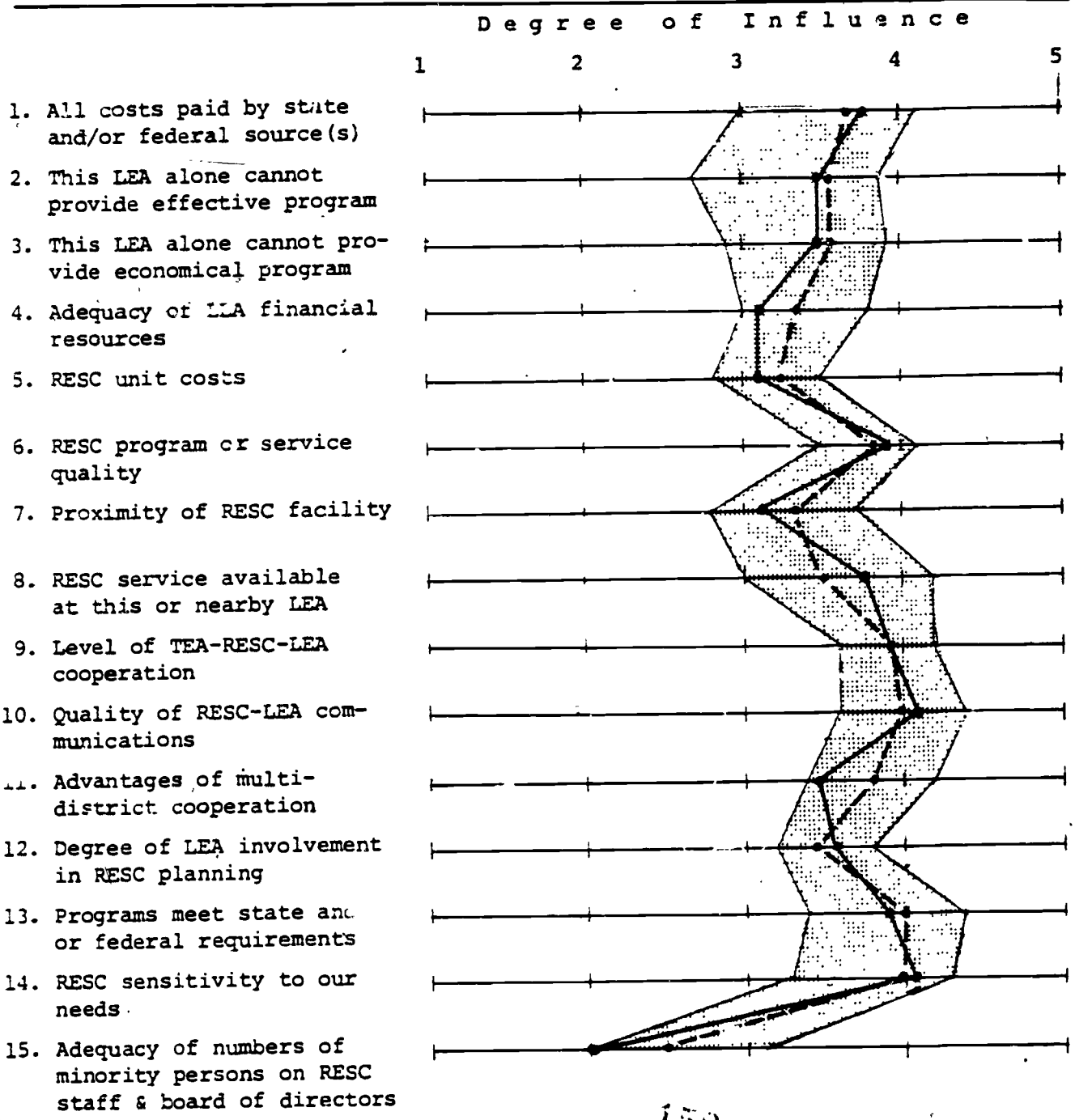


FIGURE A-2 (Continued)

Region V

(n=14)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

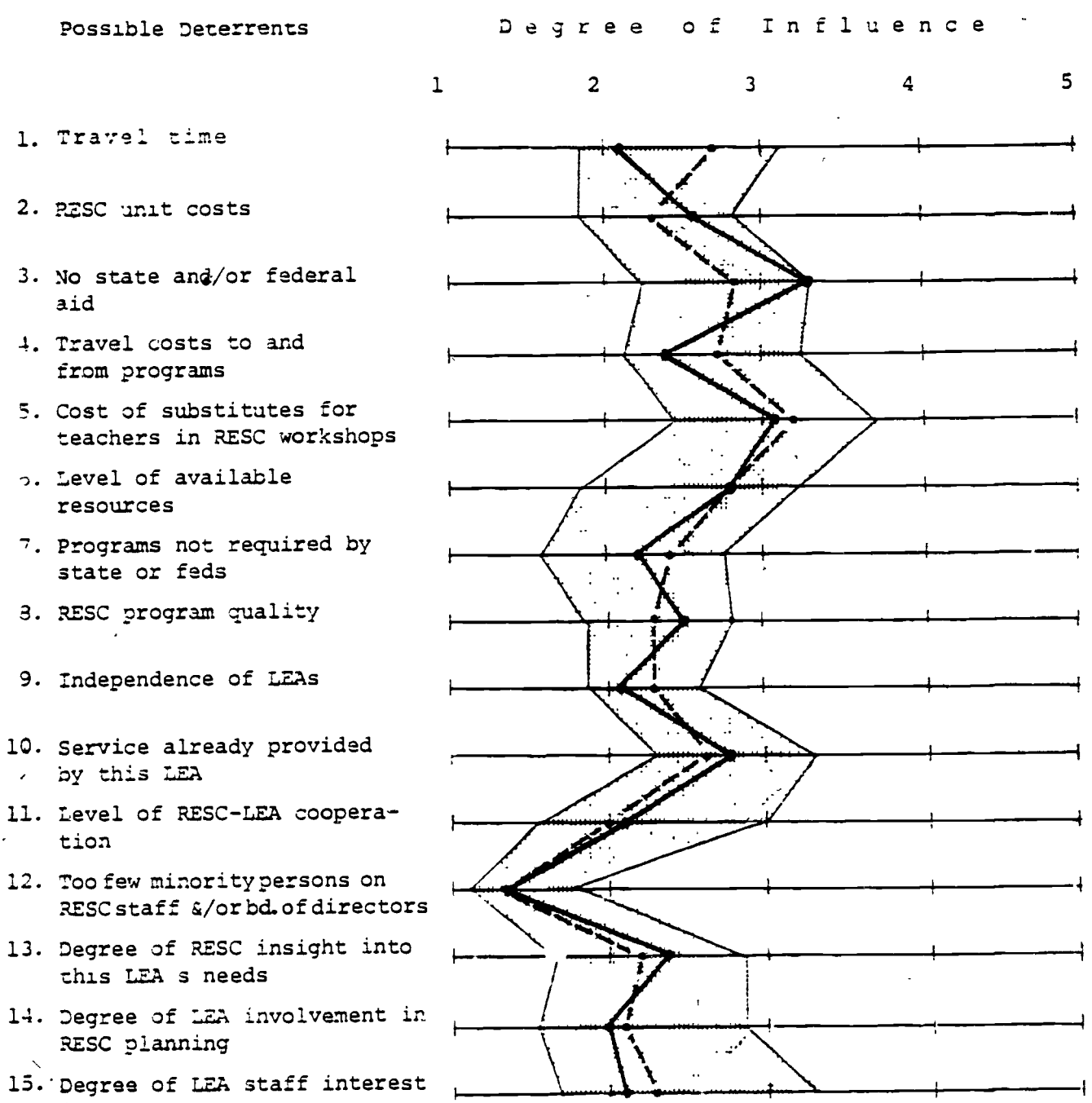


FIGURE A-2 (Continued)

Region VI

(n=37)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

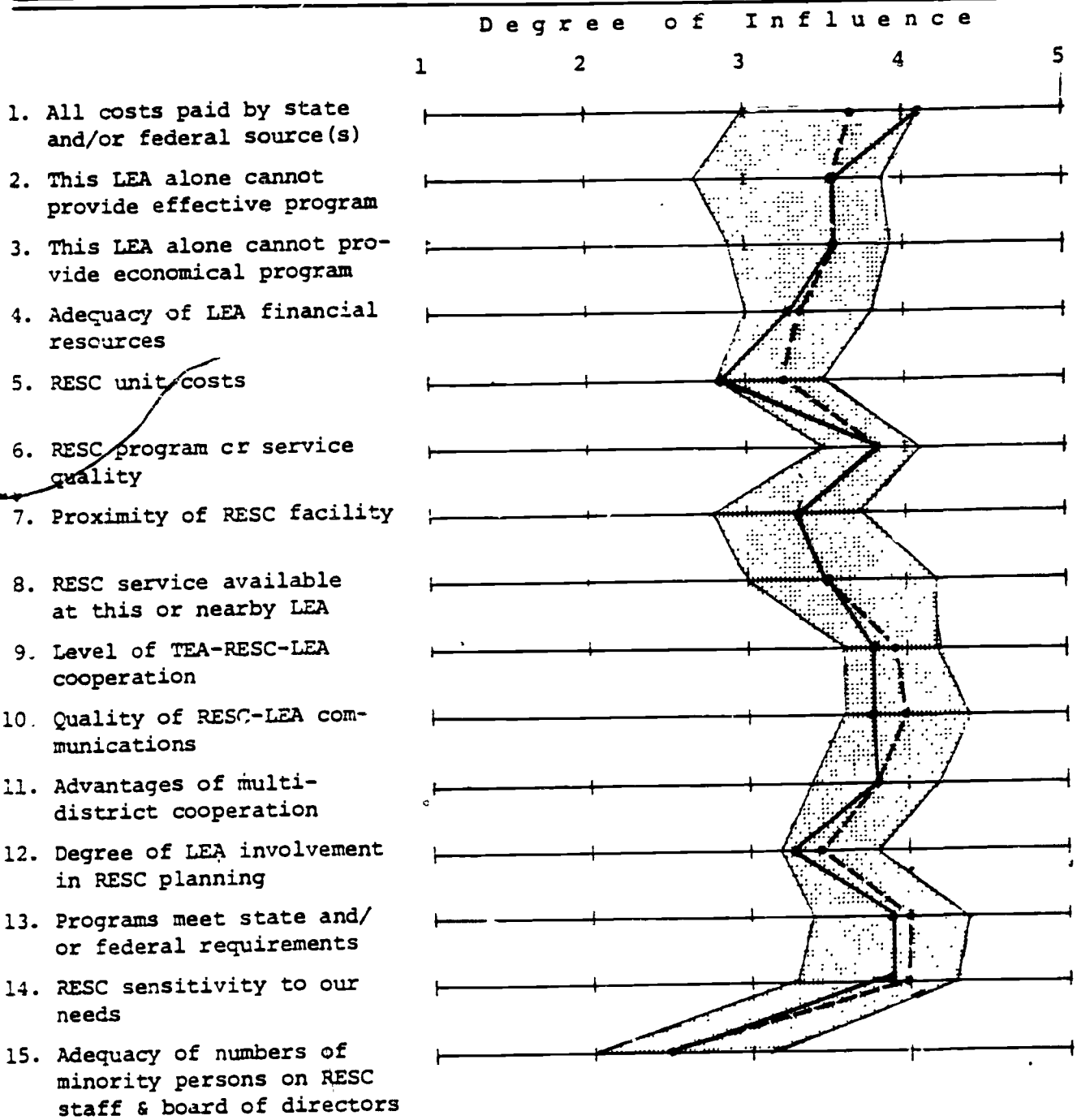


FIGURE A-2 (Continued)

Region VI

(n=37)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

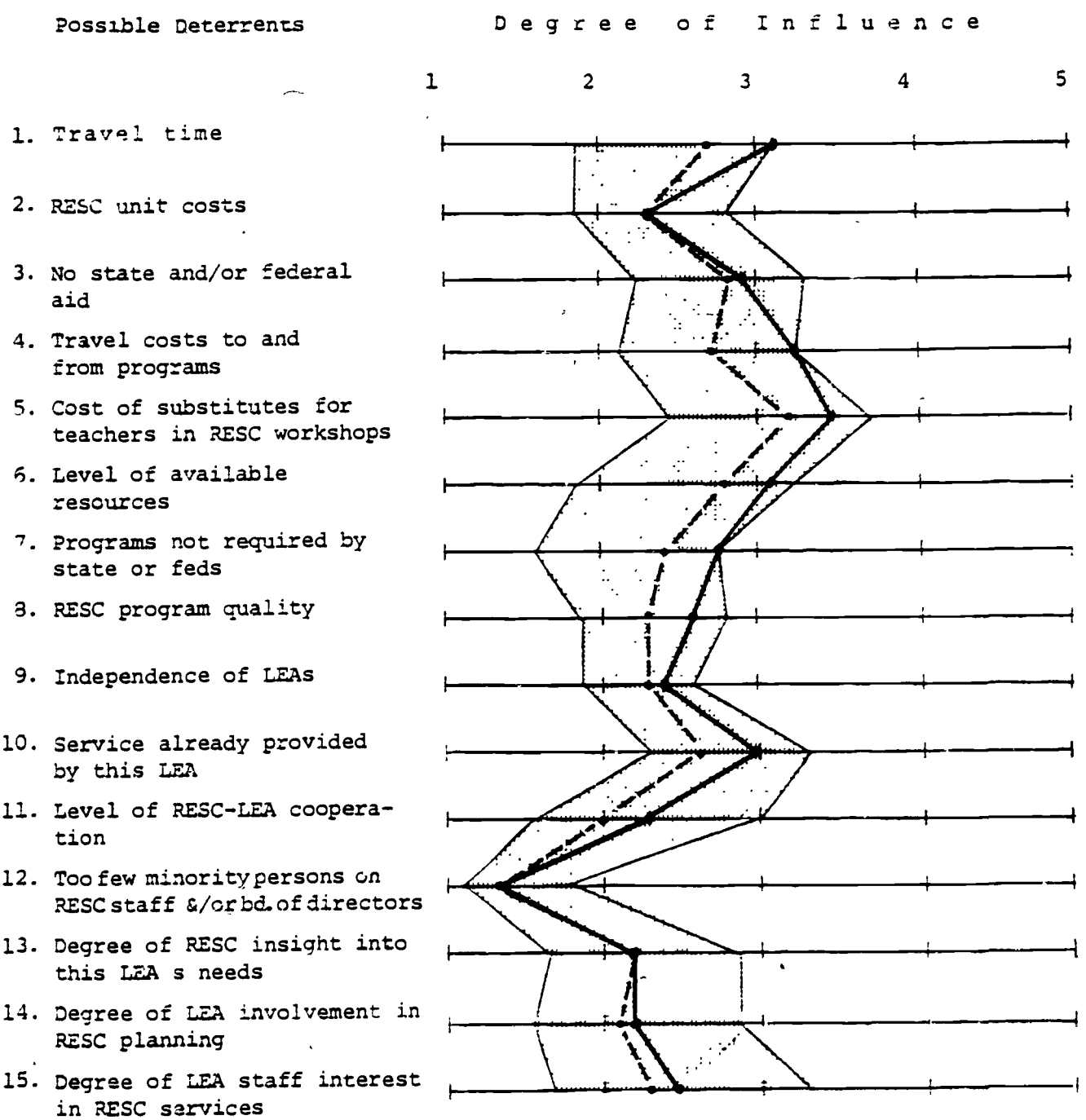


FIGURE A-2 (Continued)

Region VII

(n=65)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

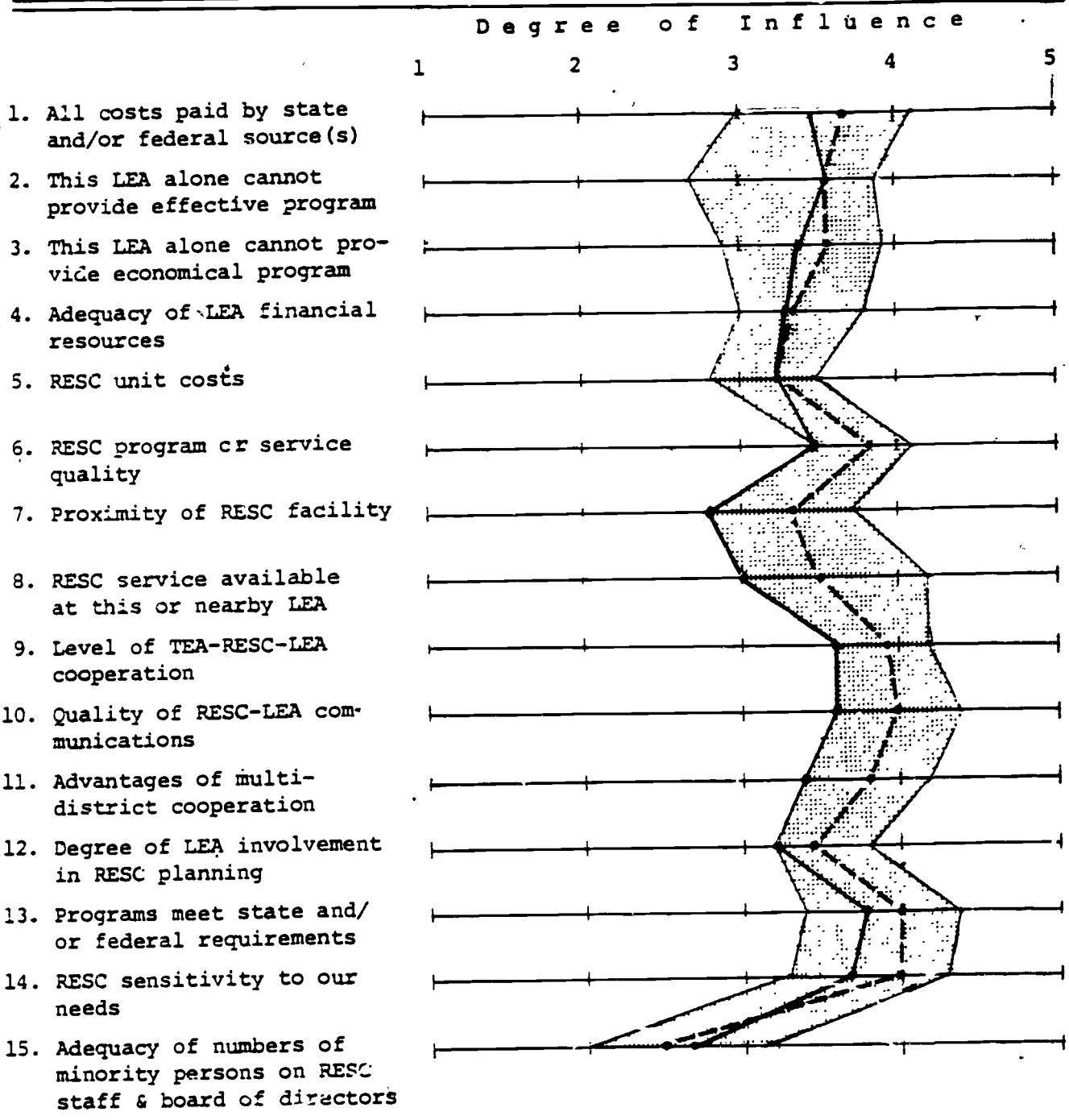


FIGURE A-2 (Continued)

Region VII

(n=65)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

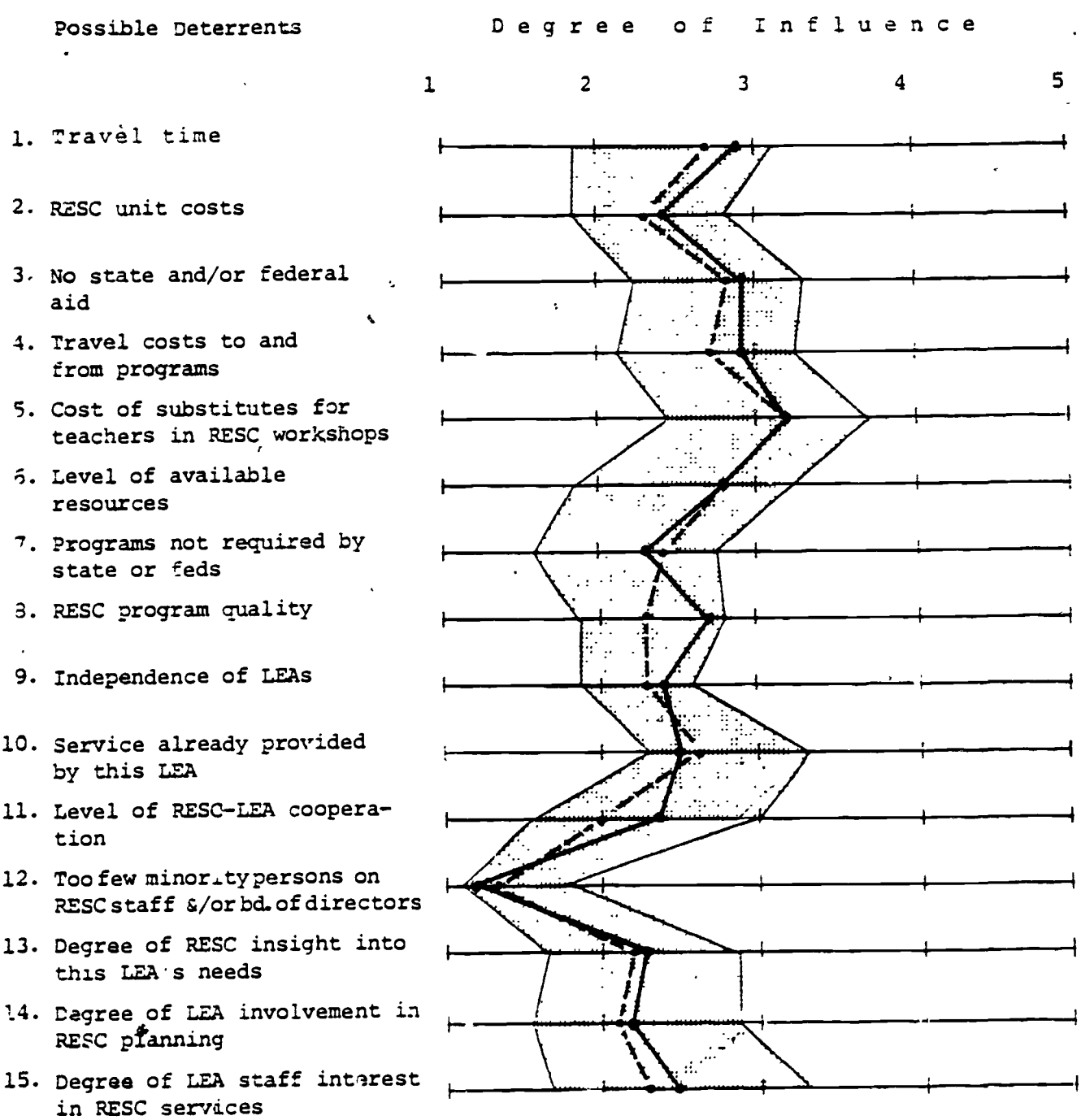


FIGURE A-2 (Continued)

Region VIII

(n=26)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

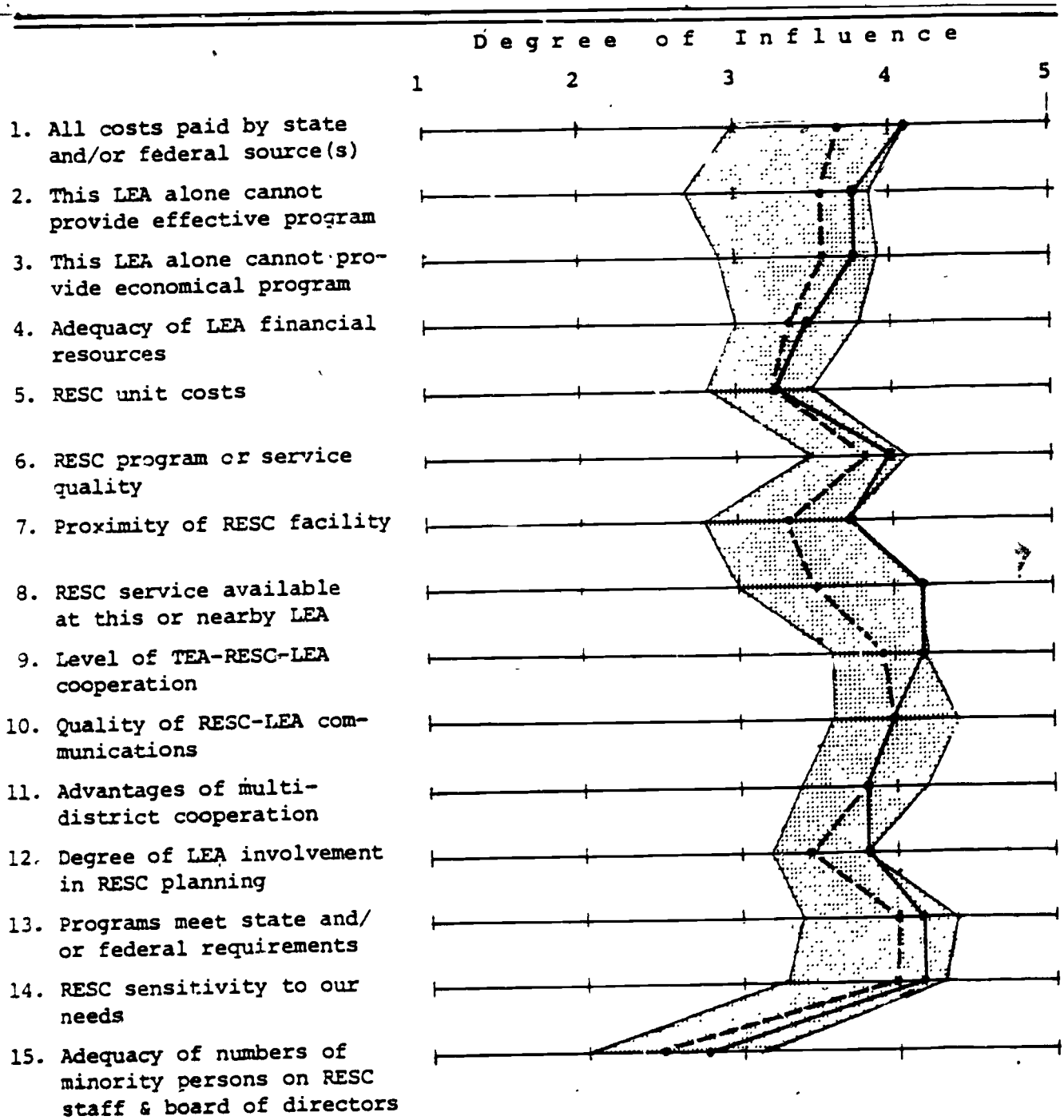


FIGURE A-2 (Continued)

Region VIII

(n=26)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

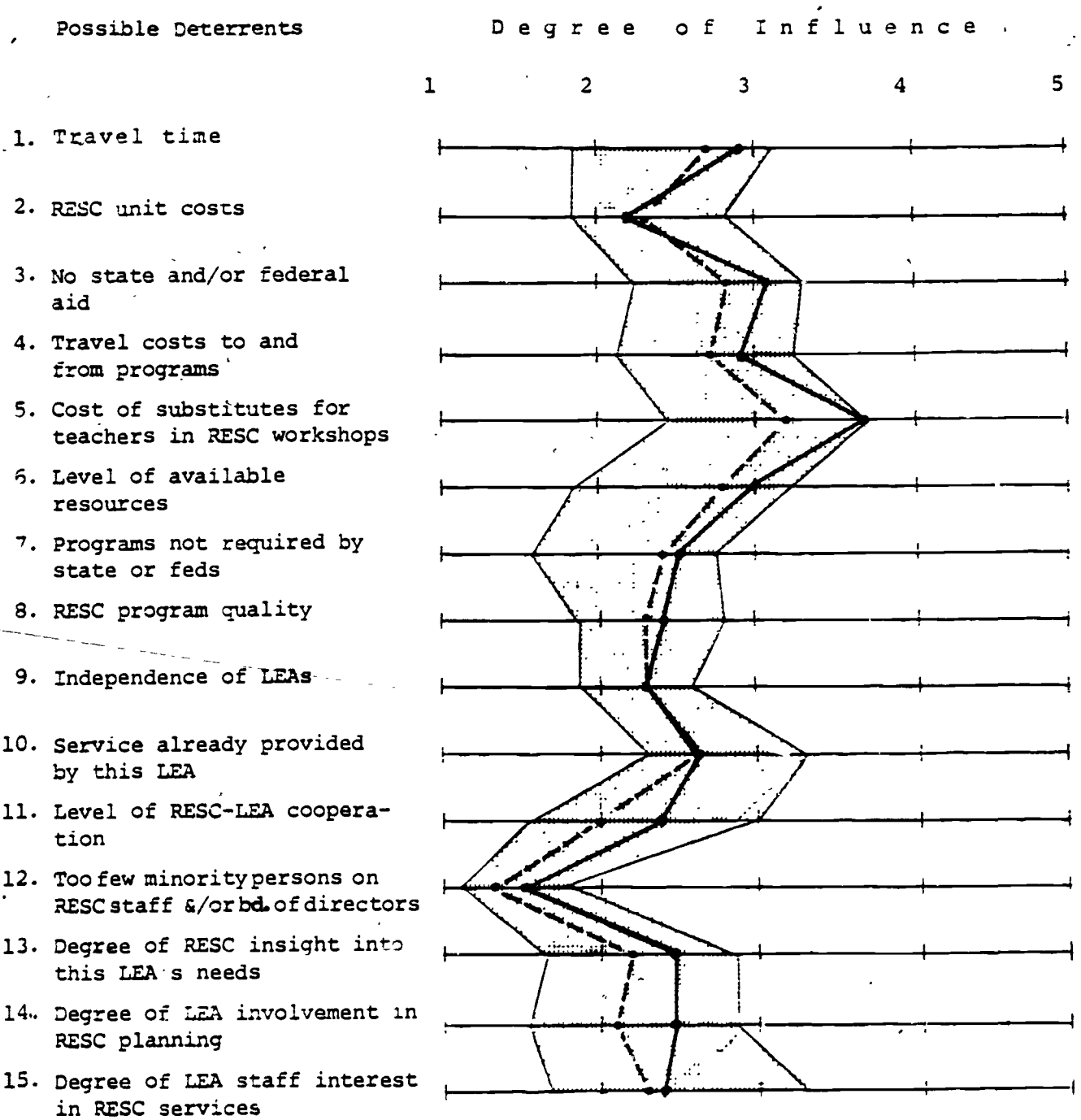


FIGURE A-2 (Continued)

Region IX

(n=30)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

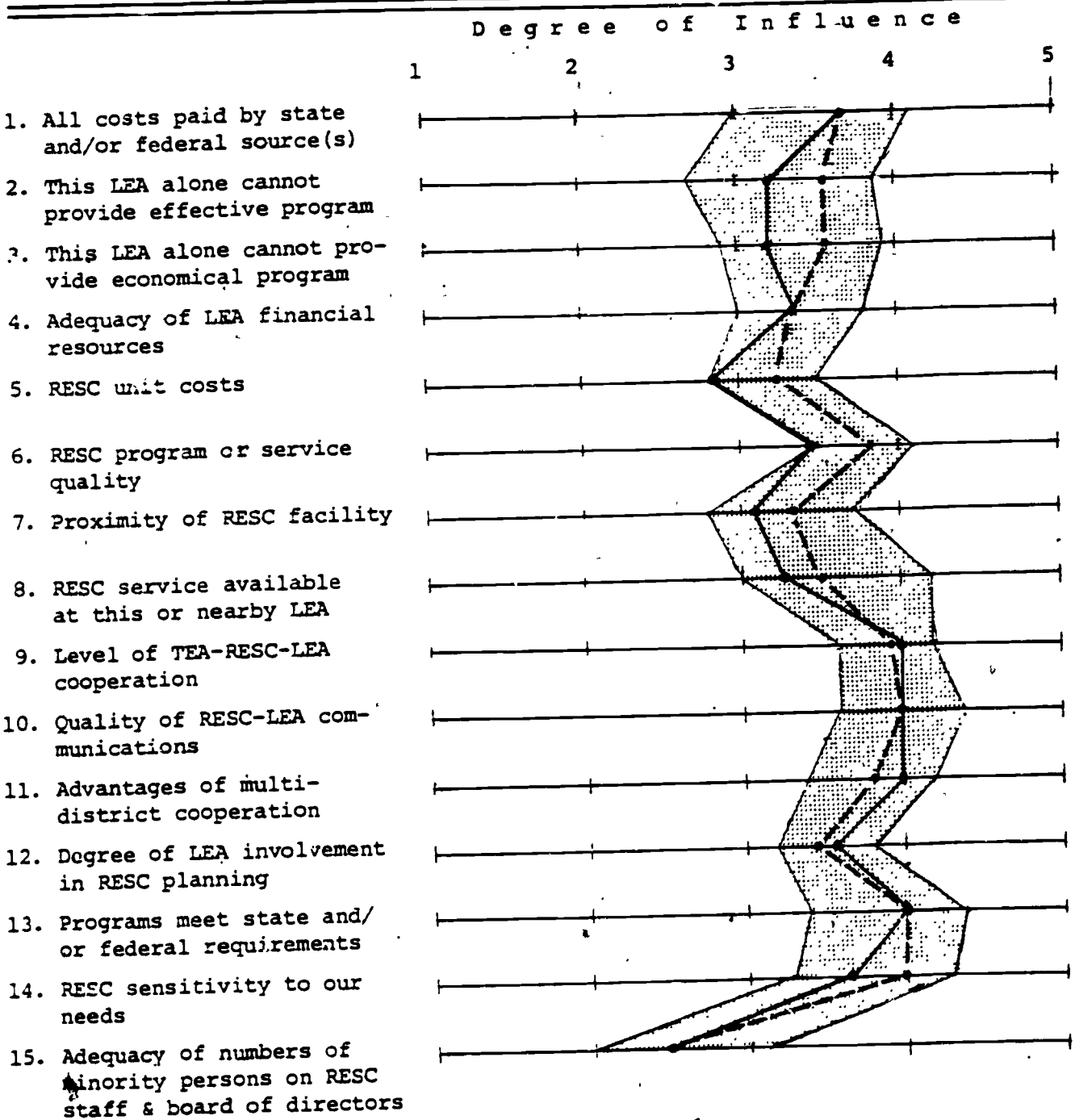


FIGURE A-2 (Continued)

Region IX

(n=30)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent.

| Possible Deterrents | Degree of Influence 1 2 3 4 5 |
|---|---|
| 1. Travel time | |
| 2. RESC unit costs | |
| 3. No state and/or federal aid | |
| 4. Travel costs to and from programs | |
| 5. Cost of substitutes for teachers in RESC workshops | |
| 6. Level of available resources | |
| 7. Programs not required by state or feds | |
| 8. RESC program quality | |
| 9. Independence of LEAs | |
| 10. Service already provided by this LEA | |
| 11. Level of RESC-LEA cooperation | |
| 12. Too few minority persons on RESC staff &/or bd. of directors | |
| 13. Degree of RESC insight into this LEA's needs | |
| 14. Degree of LEA involvement in RESC planning | |
| 15. Degree of LEA staff interest in RESC services | |

FIGURE A-2 (Continued)

Region X

(n=51)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

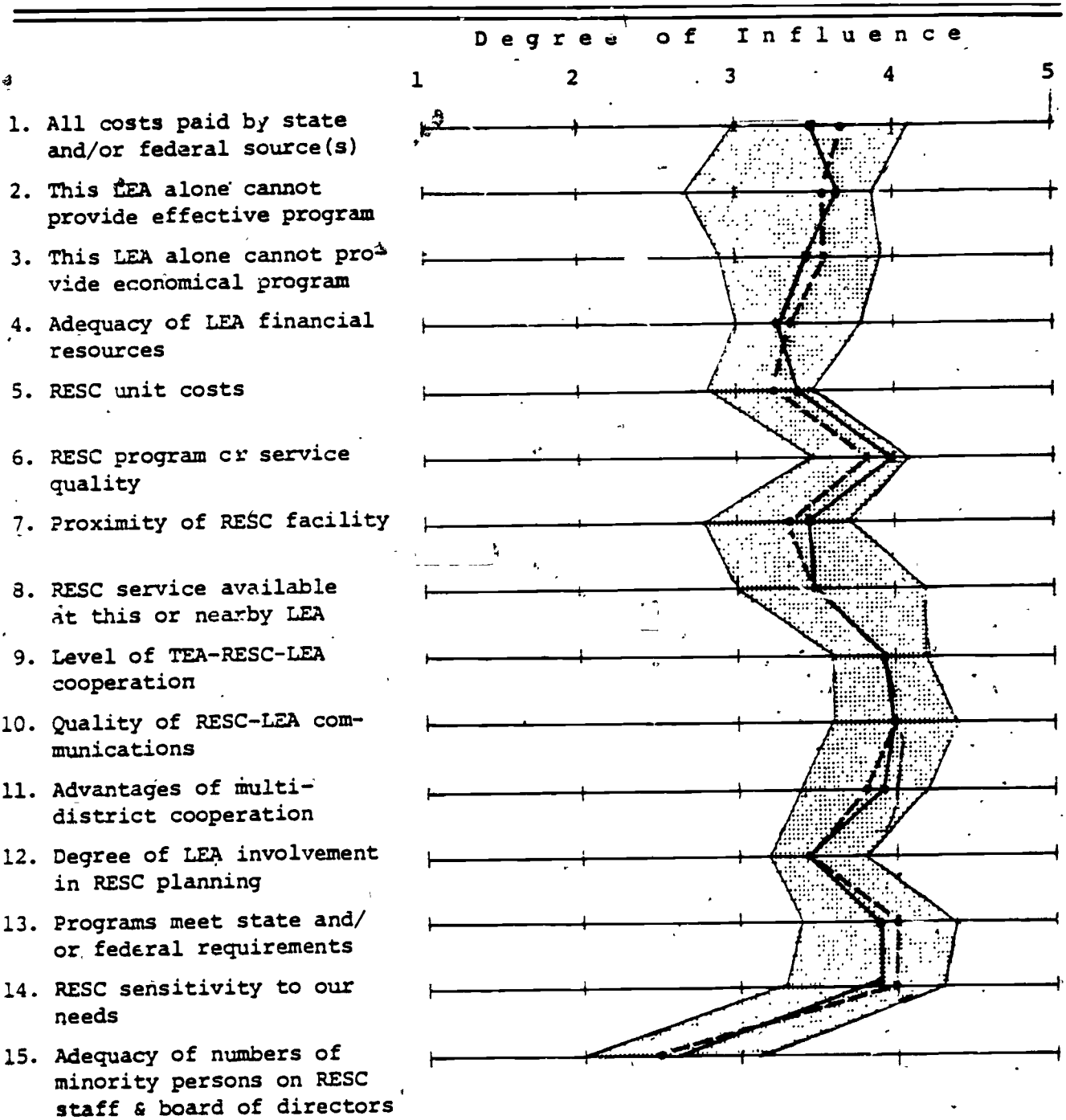


FIGURE A-2 (Continued)

Region X

(n=51)

Deterrents

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

| Possible Deterrents | Degree of Influence 1 2 3 4 5 |
|---|---|
| 1. Travel time | |
| 2. RESC unit costs | |
| 3. No state and/or federal aid | |
| 4. Travel costs to and from programs | |
| 5. Cost of substitutes for teachers in RESC workshops | |
| 6. Level of available resources | |
| 7. Programs not required by state or feds | |
| 8. RESC program quality | |
| 9. Independence of LEAs | |
| 10. Service already provided by this LEA | |
| 11. Level of RESC-LEA cooperation | |
| 12. Too few minority persons on RESC staff &/or bd. of directors | |
| 13. Degree of RESC insight into this LEA s needs | |
| 14. Degree of LEA involvement in RESC planning | |
| 15. Degree of LEA staff interest in RESC services | |

FIGURE A-2 (Continued)

Region XI

(n=51)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

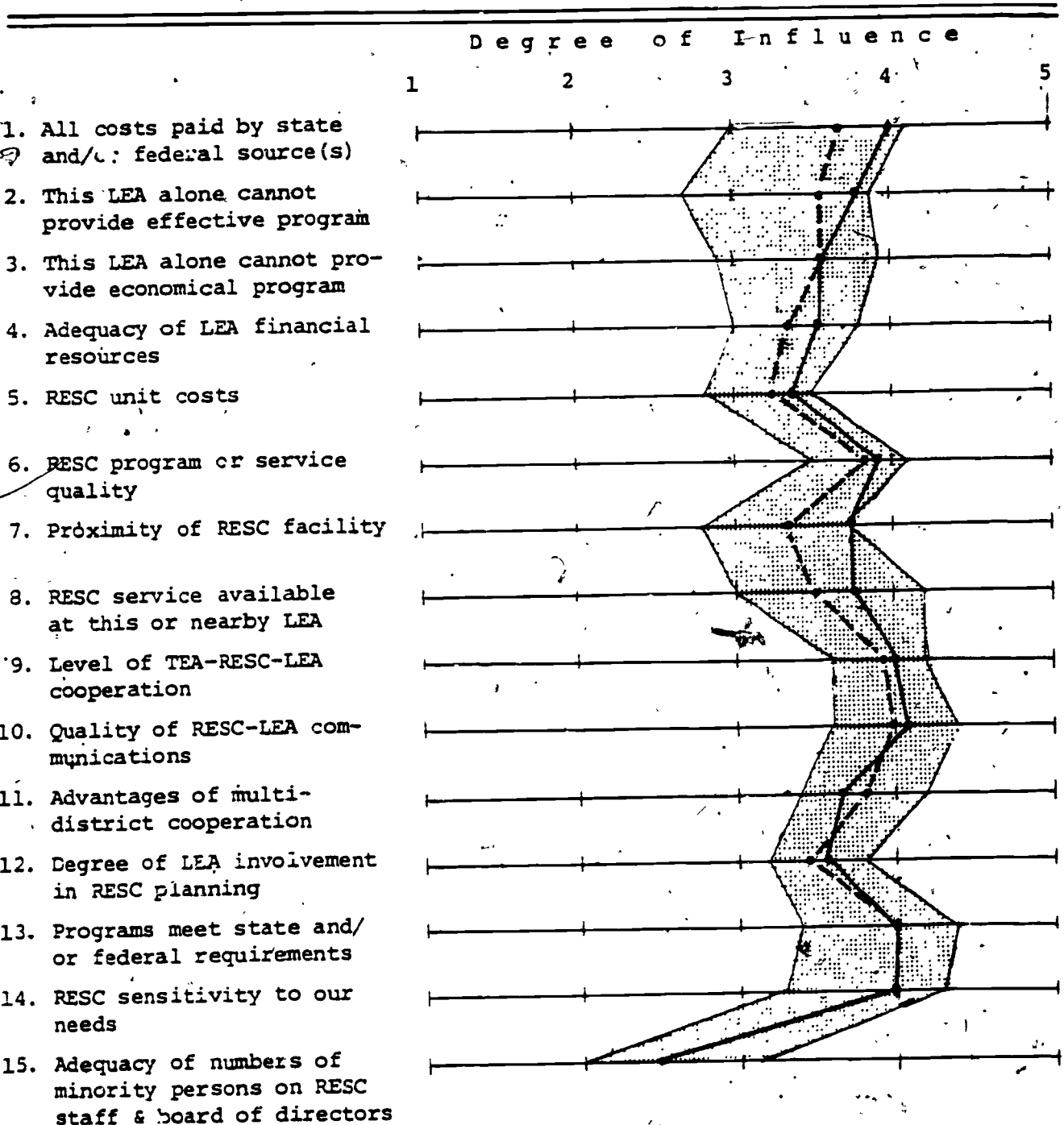


FIGURE A-2 (Continued)

Region XI

(n=51)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

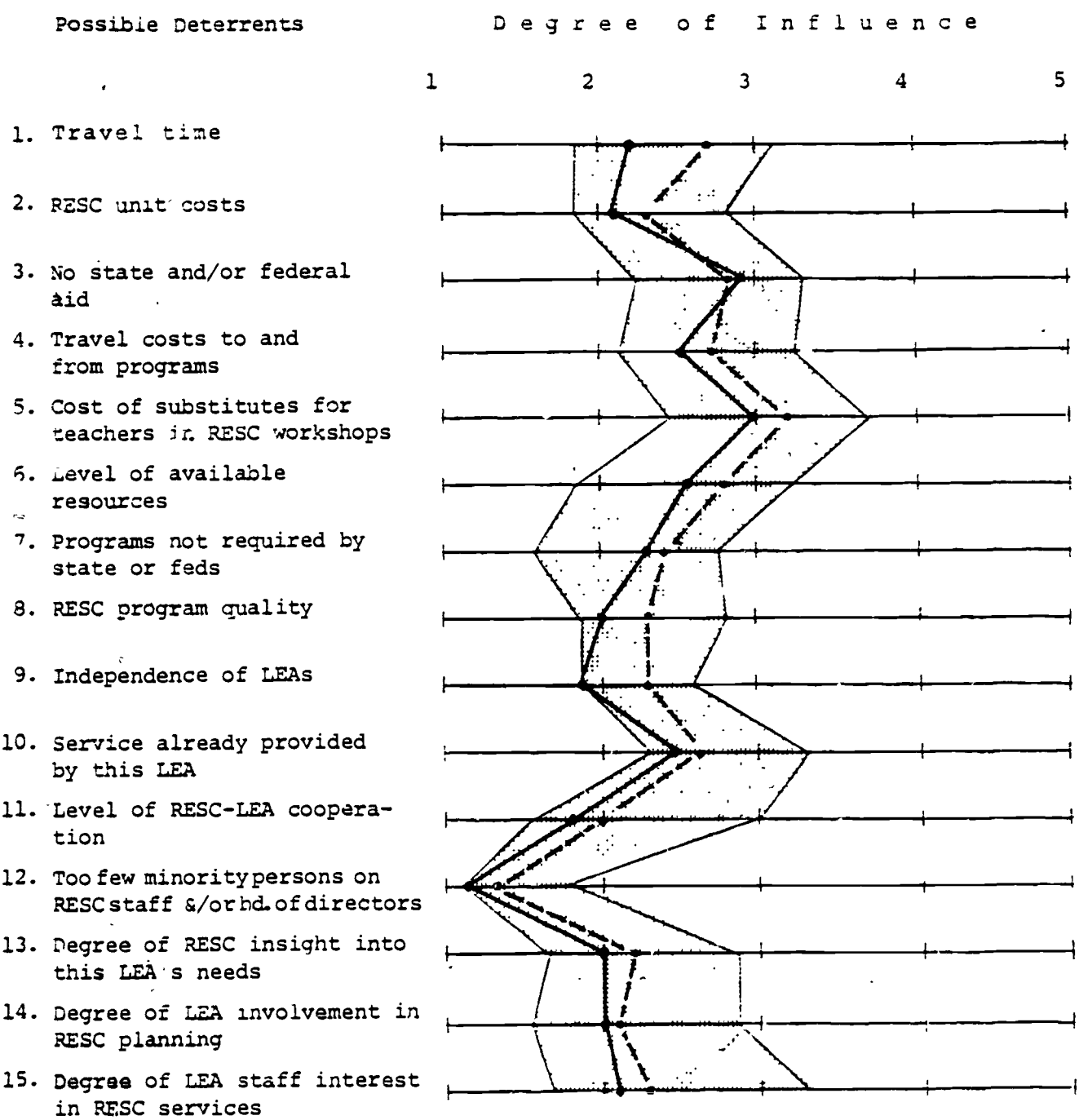


FIGURE A-2 (Continued)

Region XII

(n=40)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

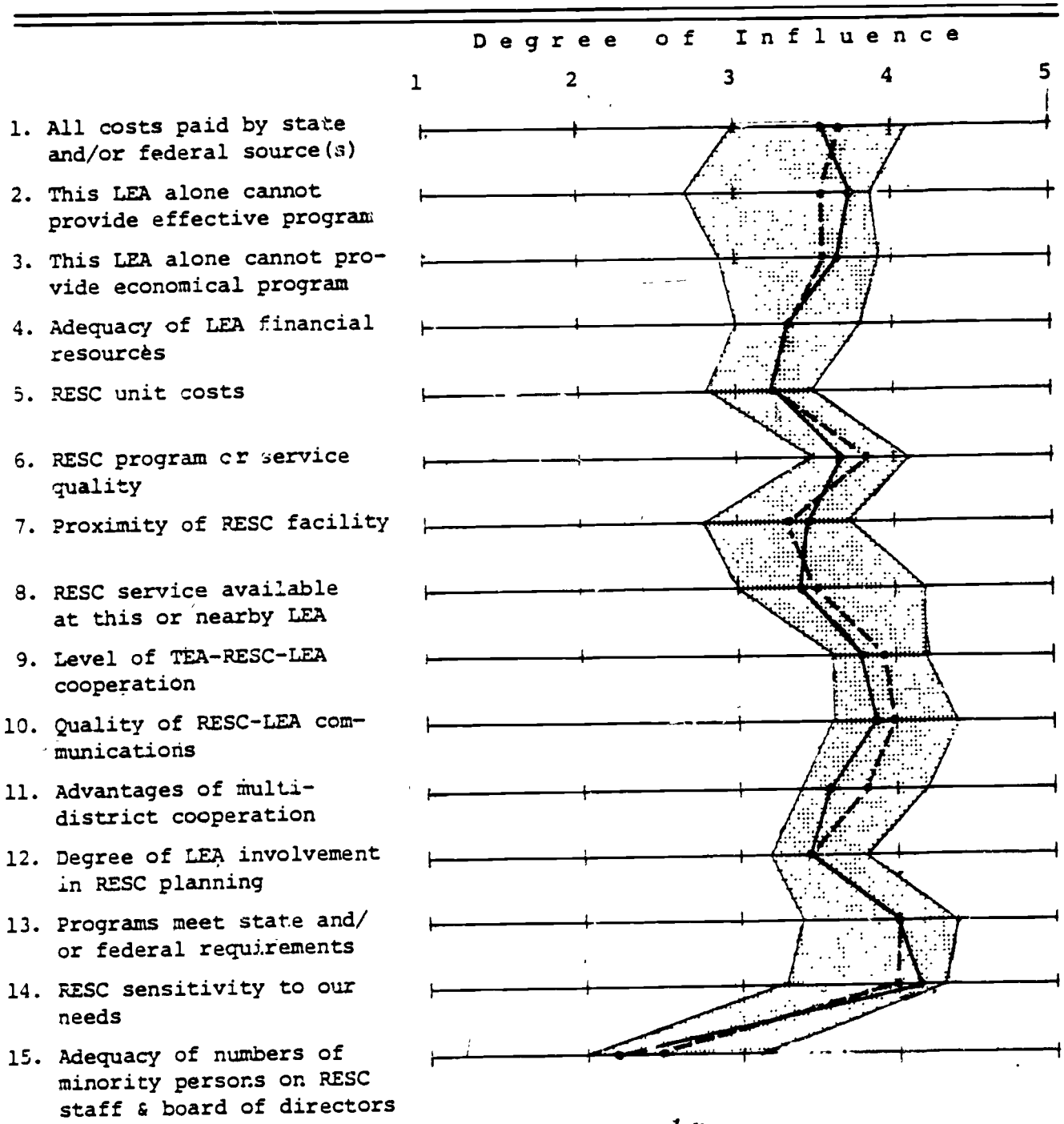


FIGURE A-2 (Continued)

Region XII

(n=40)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

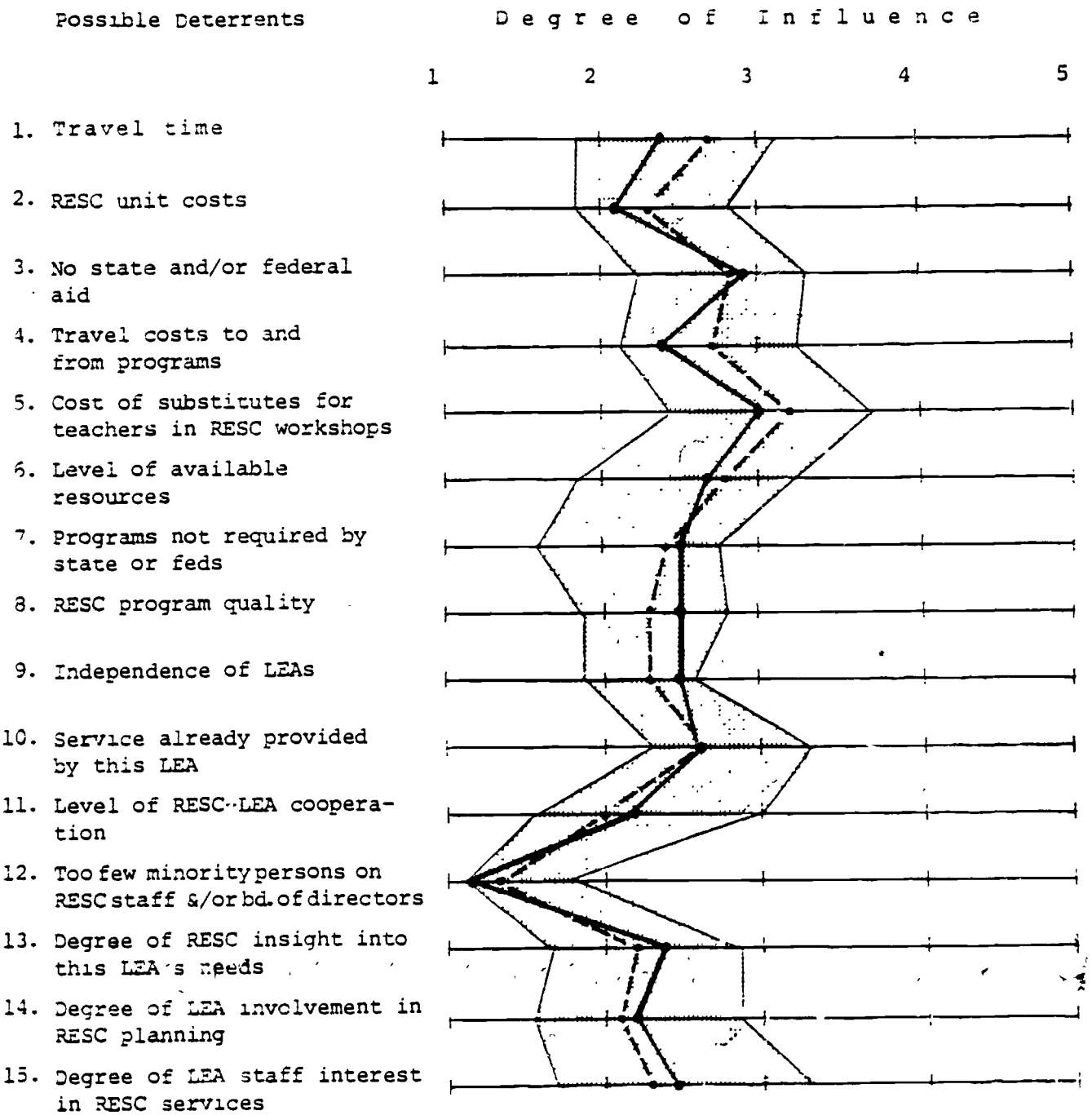


FIGURE A-2 (Continued)

Region XIII

(n=37)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

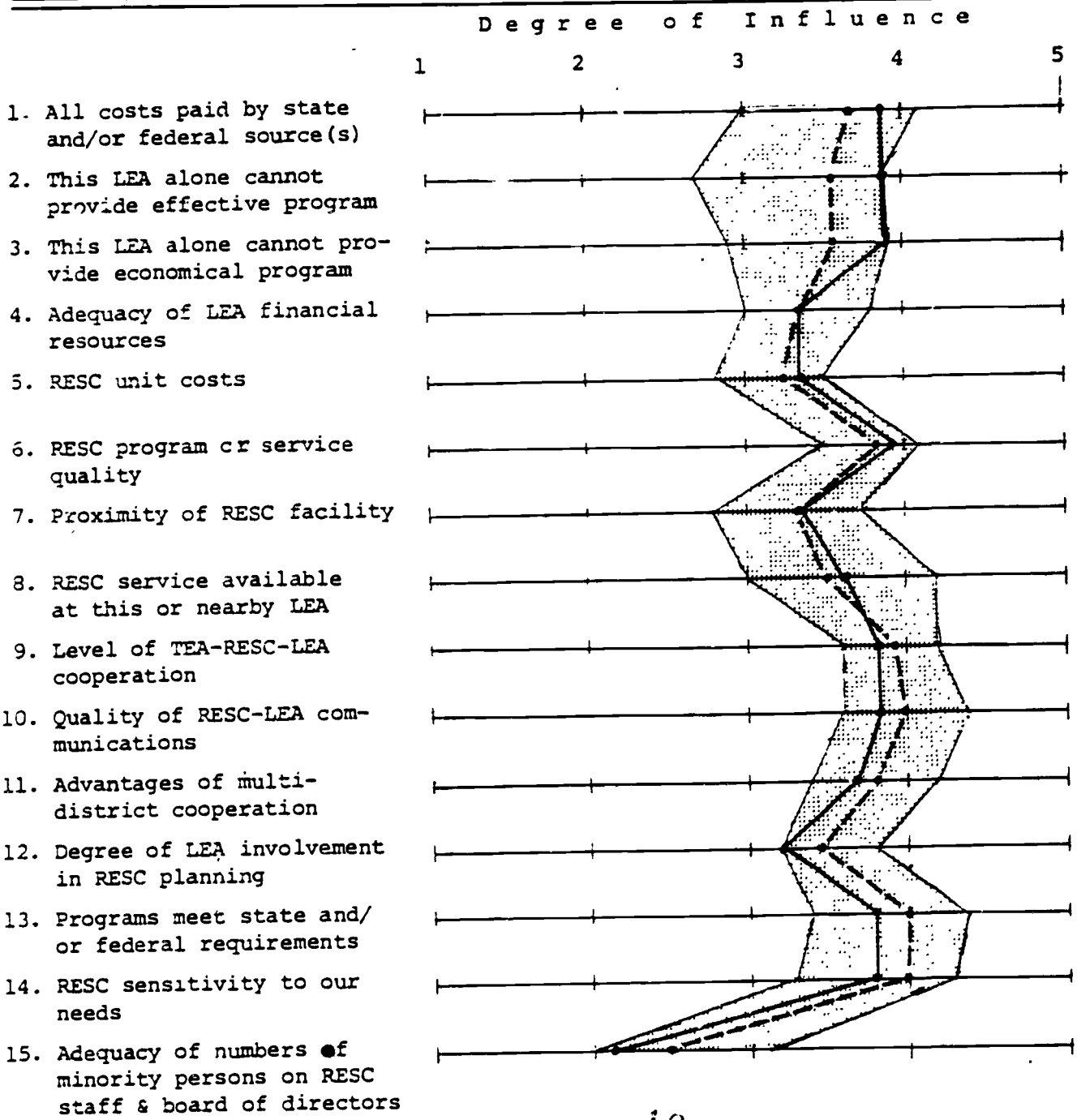


FIGURE A-2 (Continued)

Region XIII

(n=37)

Deterrents

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

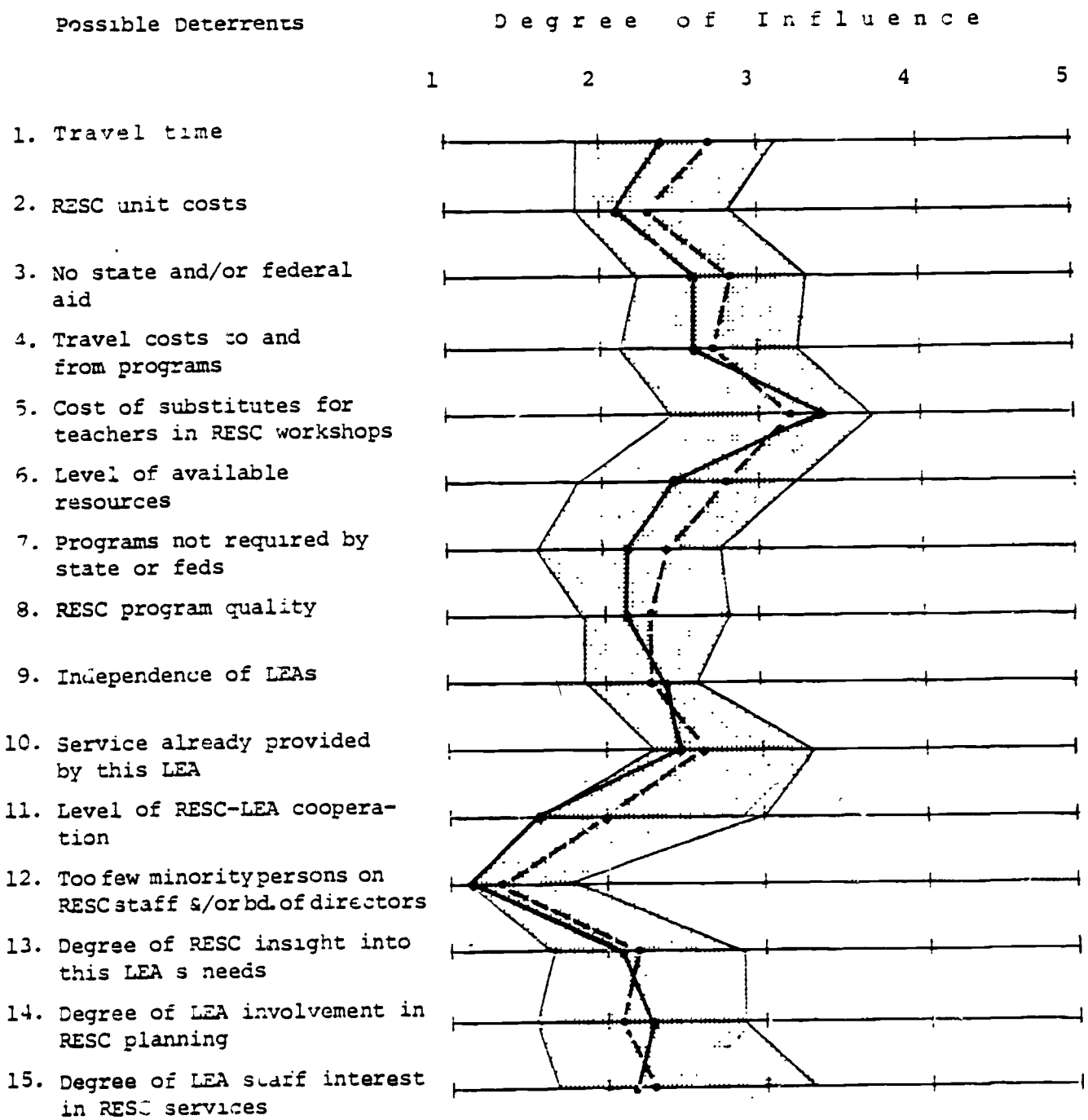


FIGURE A-2 (Continued)

Region XIV

(n=32)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

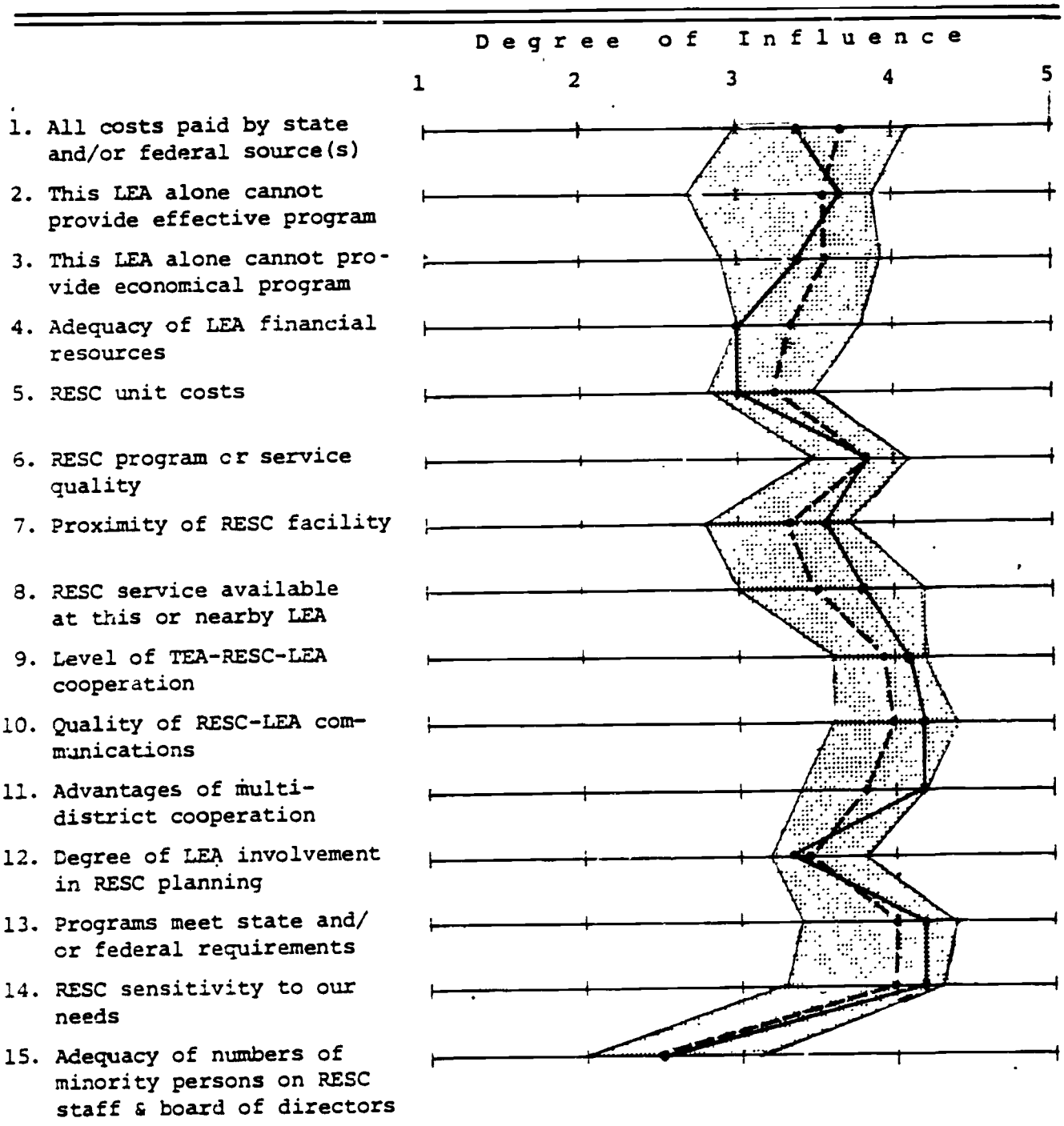


FIGURE A-2 (Continued)

Region XIV

(n=32)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

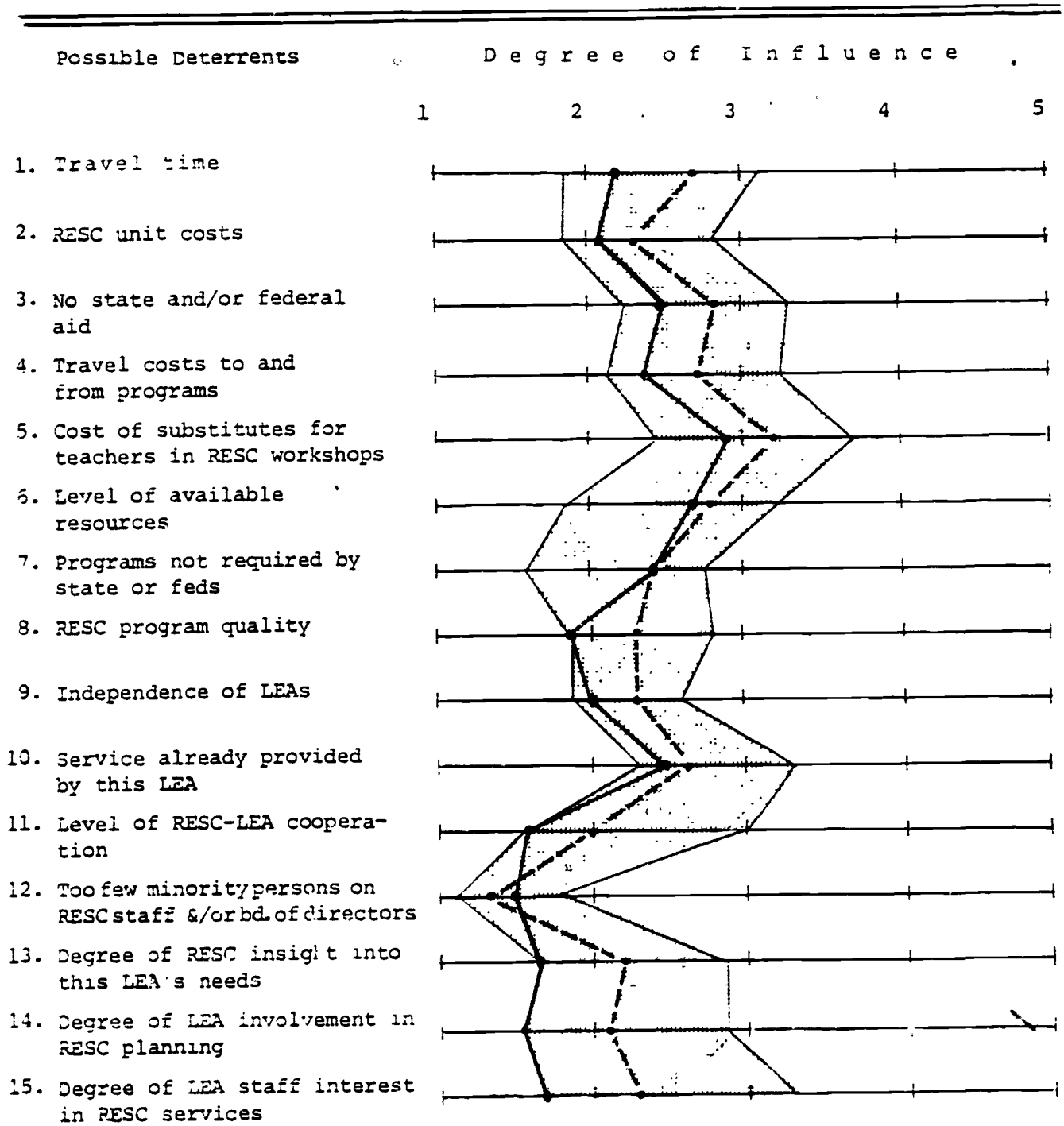


FIGURE A-2 (Continued)

Region XV

(n=40)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

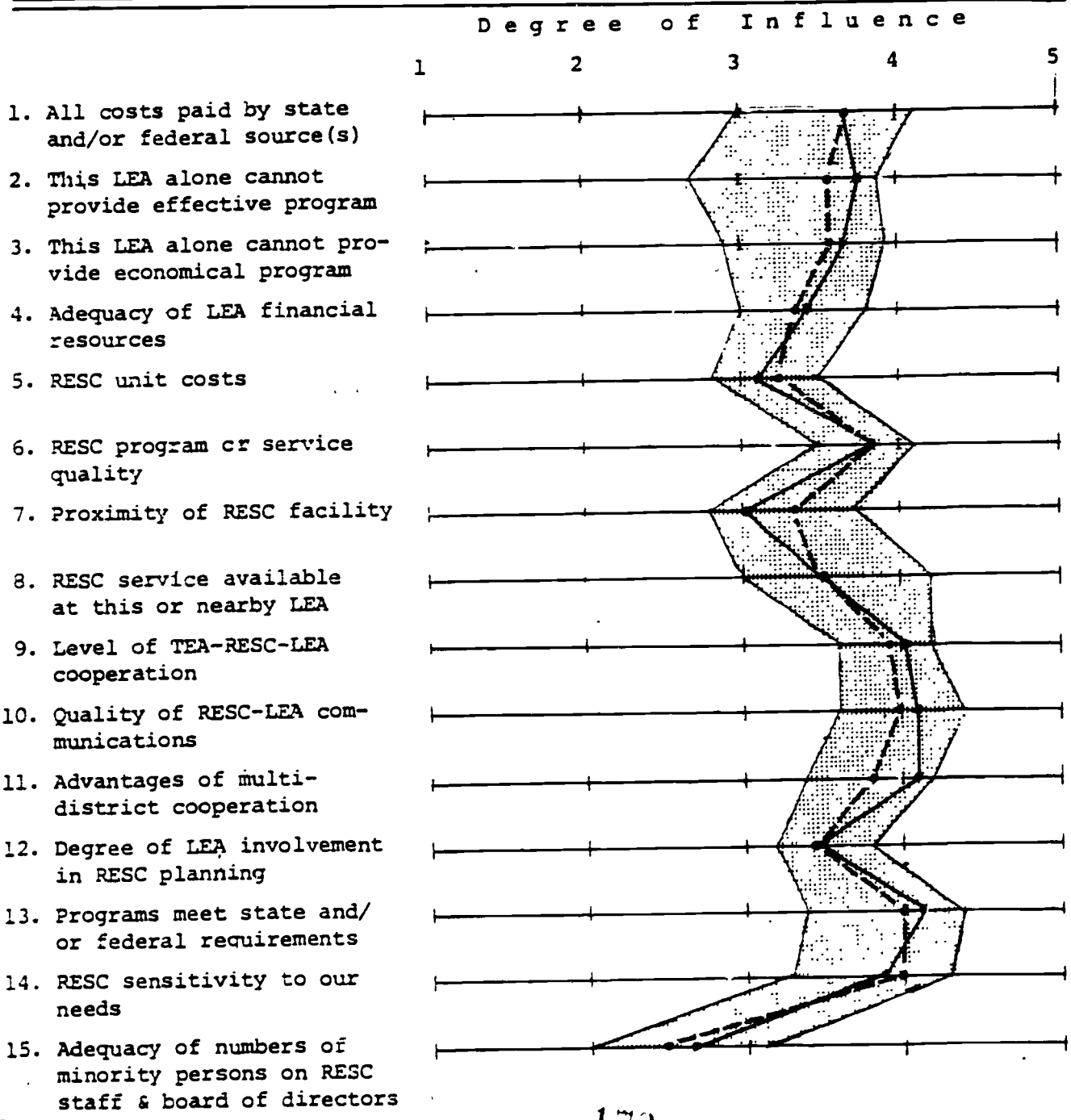


FIGURE A-2 (Continued)

Region XV

(n=40)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

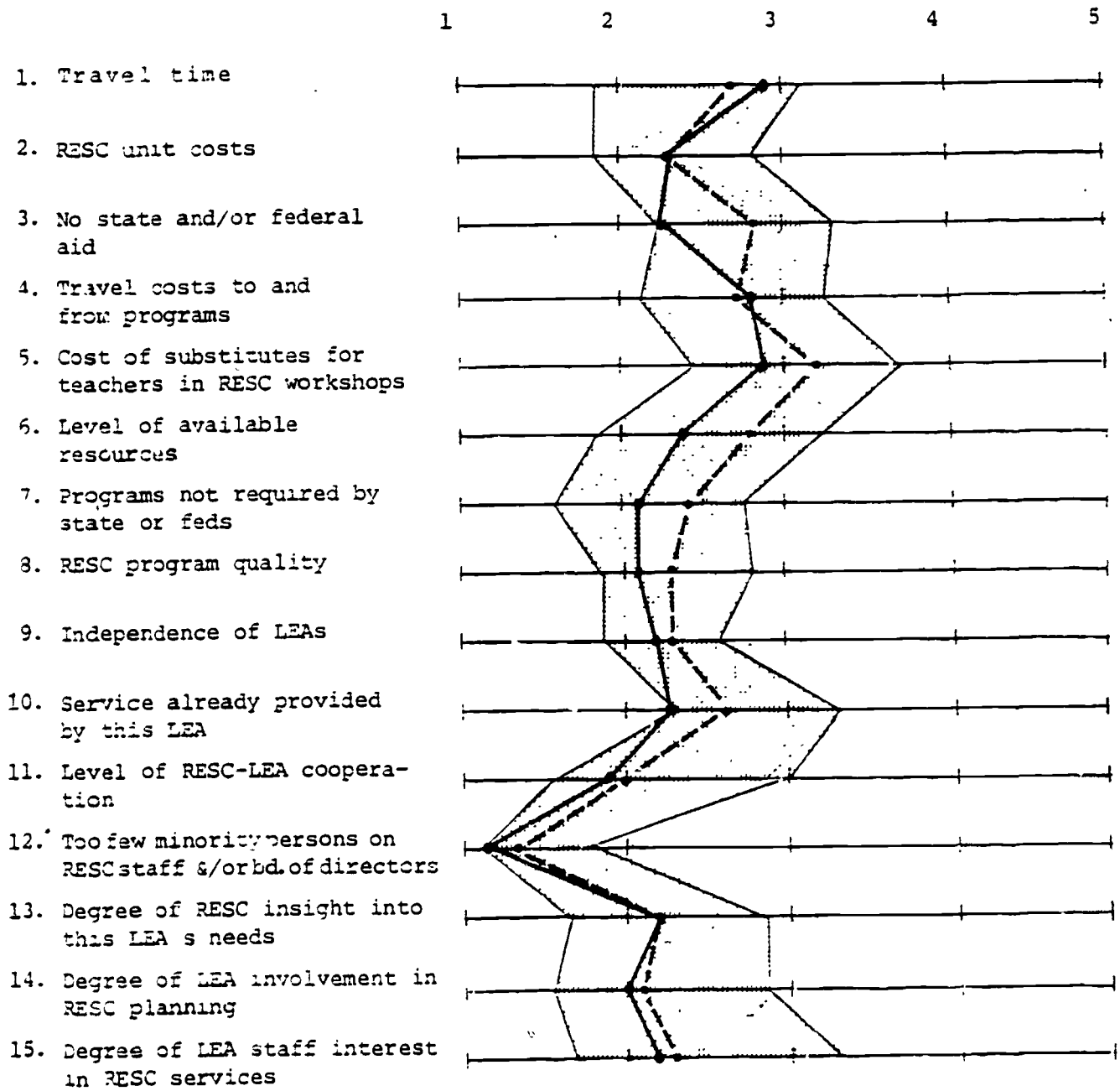


FIGURE A-2 (Continued)

Region XVI

(n=45)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

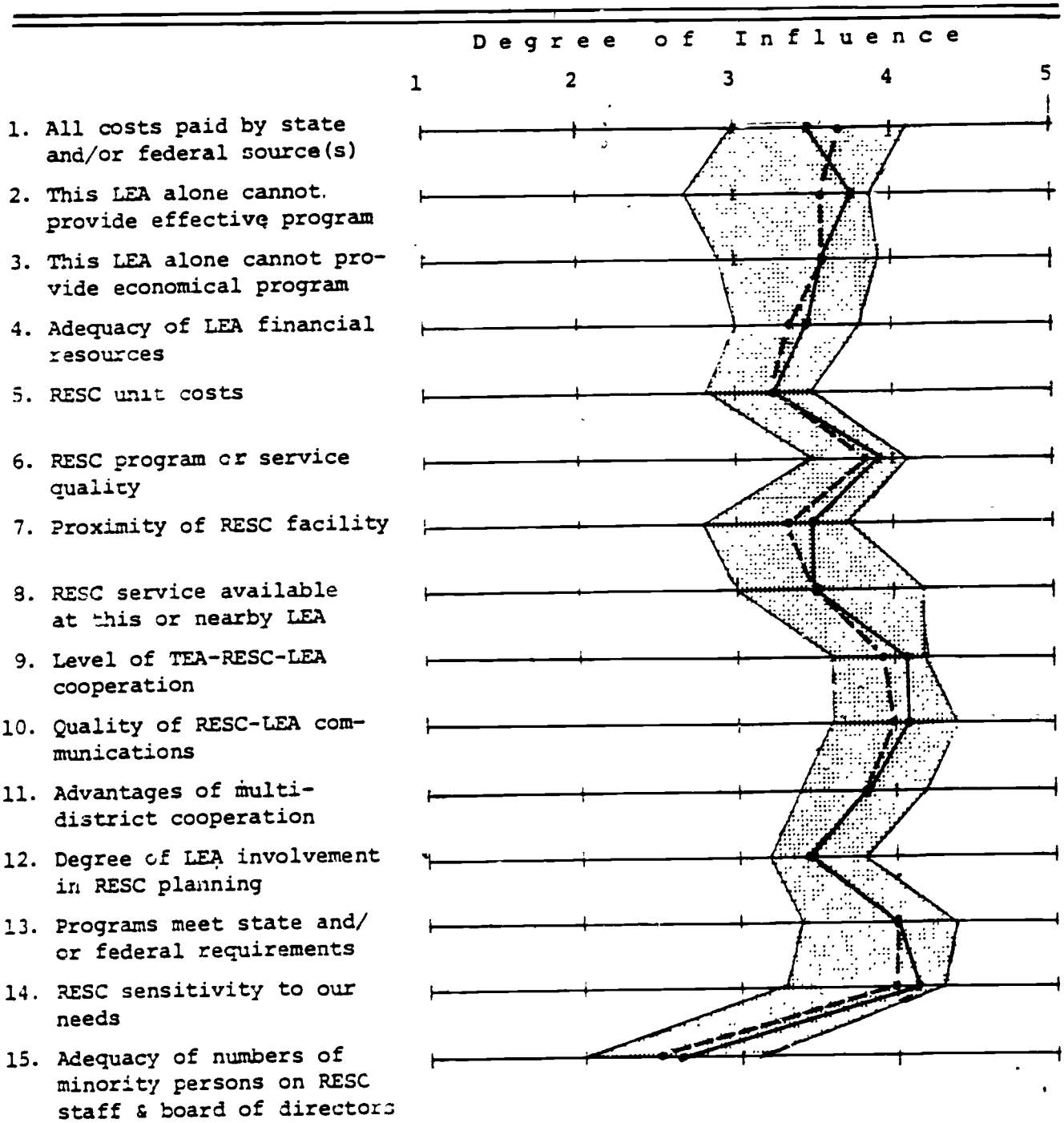


FIGURE A-2 (Continued)

Region XVI

(n=45)

Deterrents

Means of superintendents' responses: region——— statewide———

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

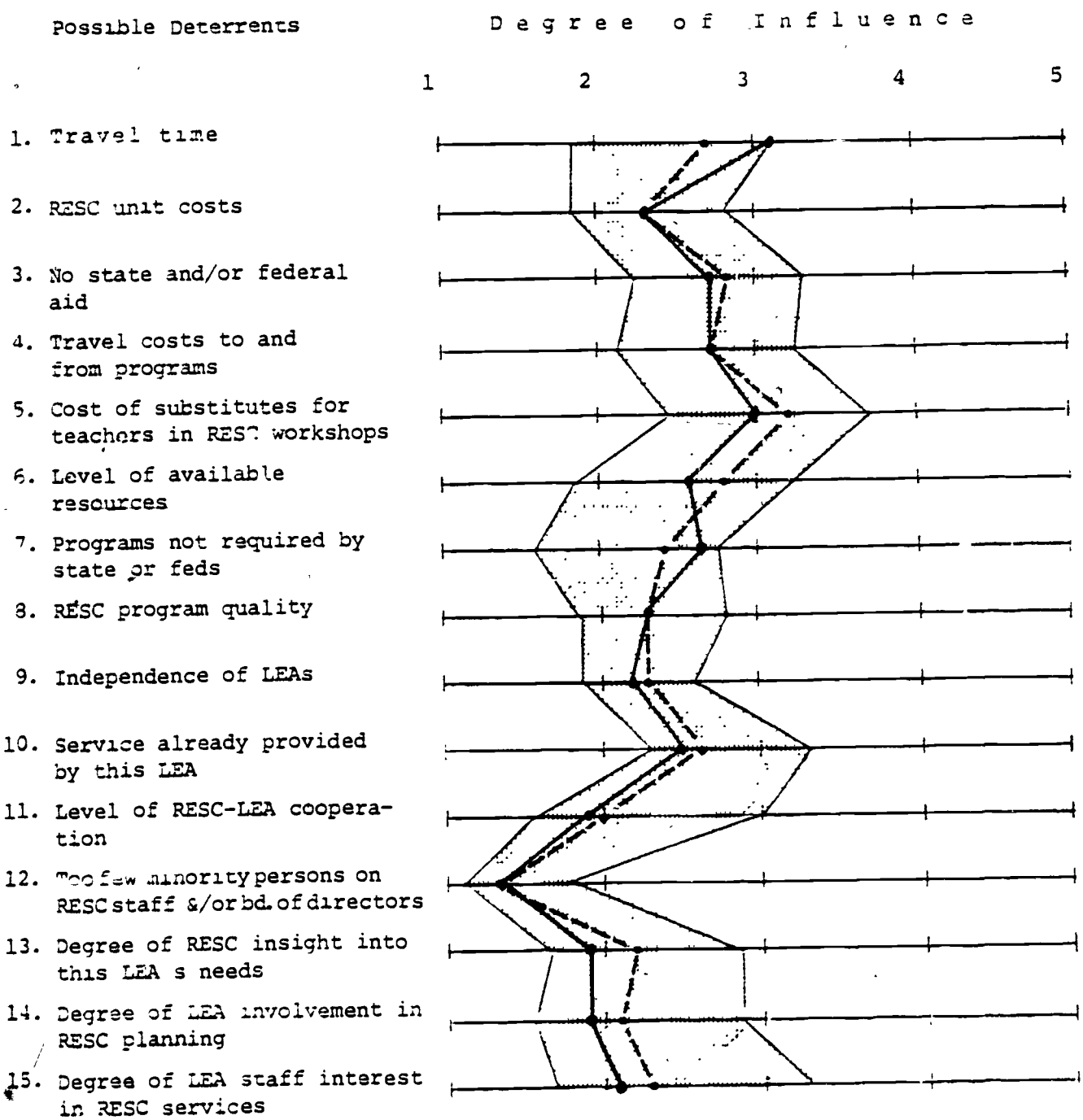


FIGURE A-2 (Continued)

Region XVII

(n=41)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

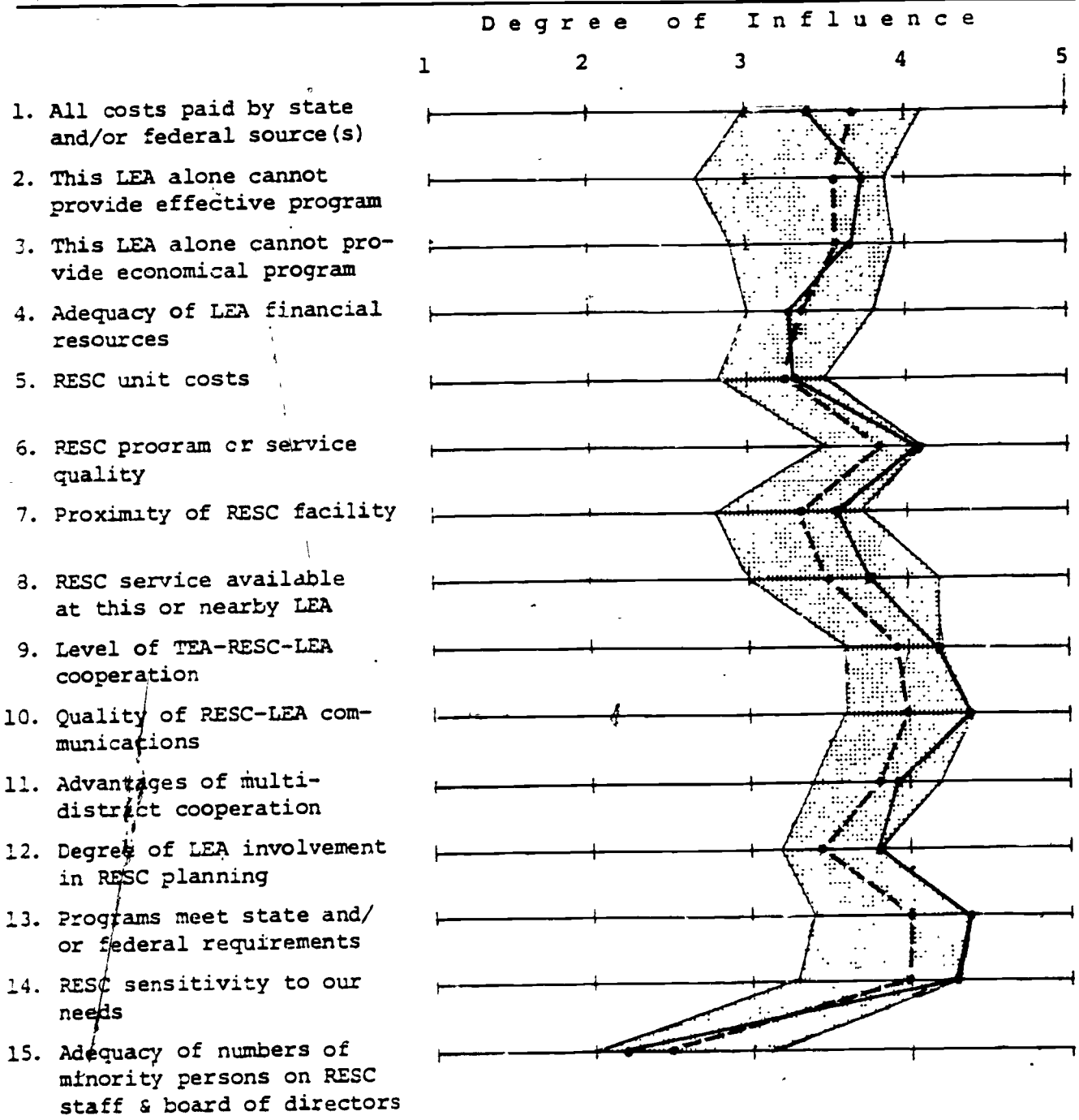


FIGURE A-2 (Continued)

Region XVII

(n=41)

Deterrents

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

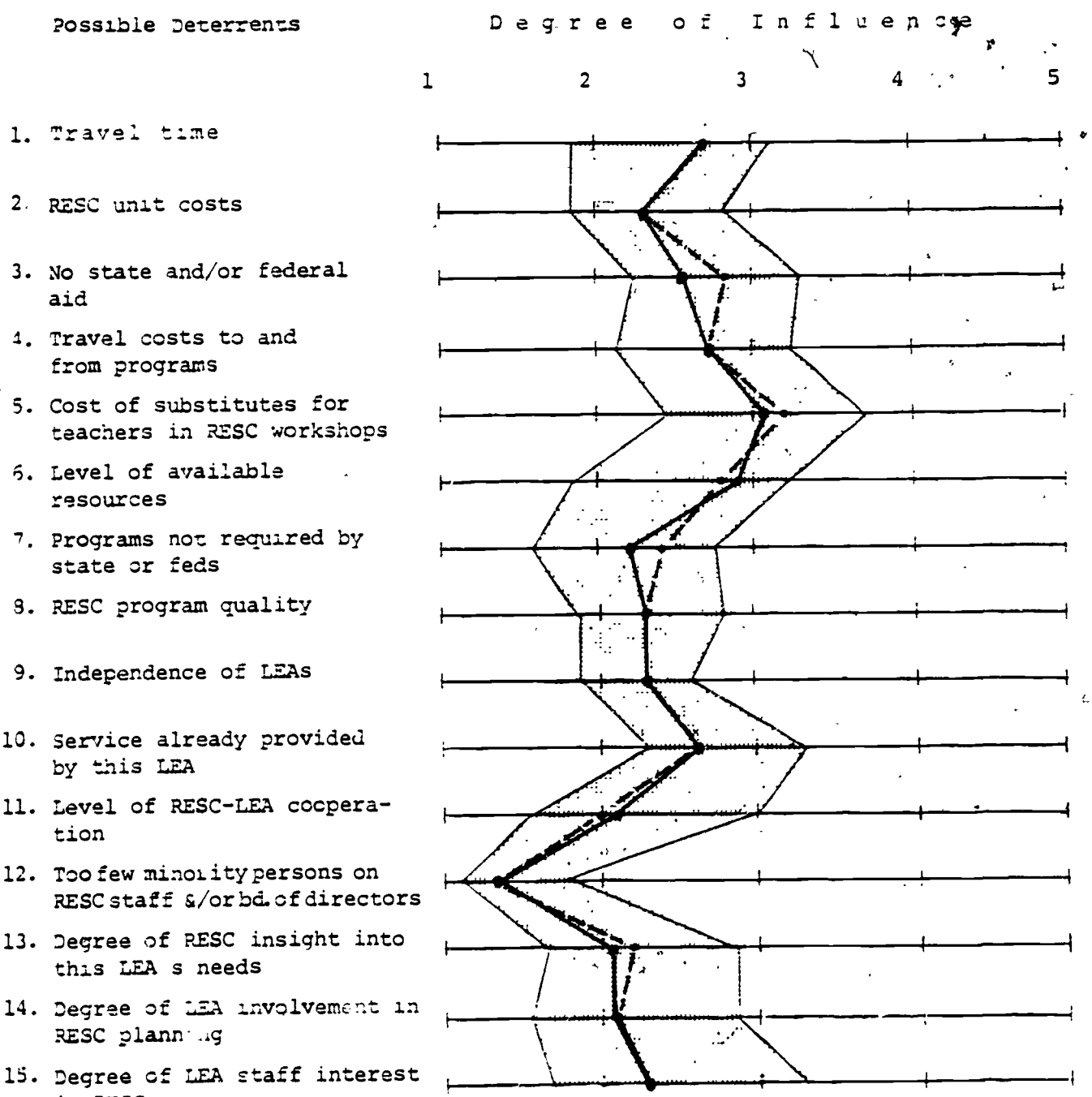


FIGURE A-2 (Continued)

Region XVIII

(n=16)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

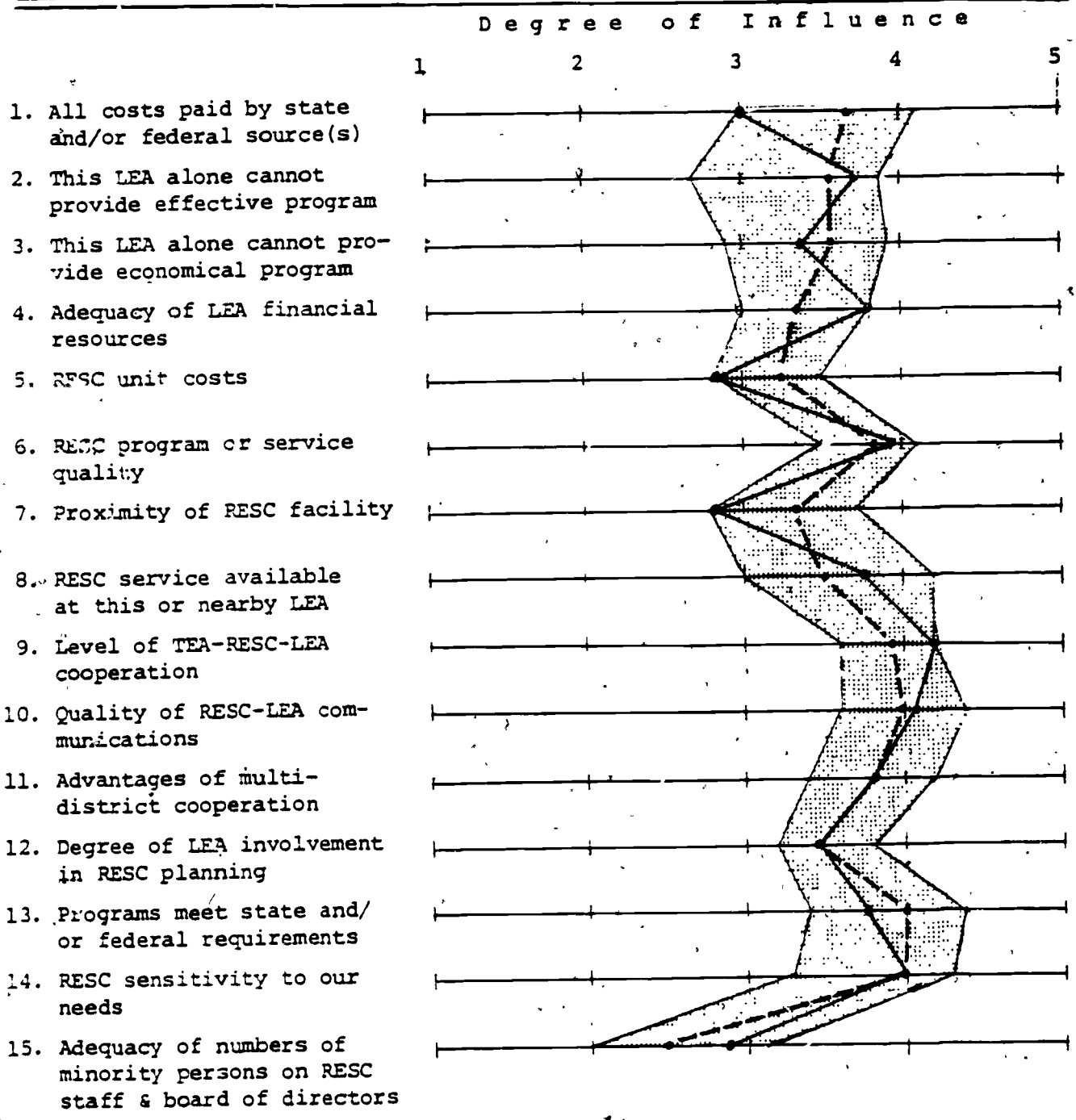


FIGURE A-2 (Continued)

Region XVIII

(n=16)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

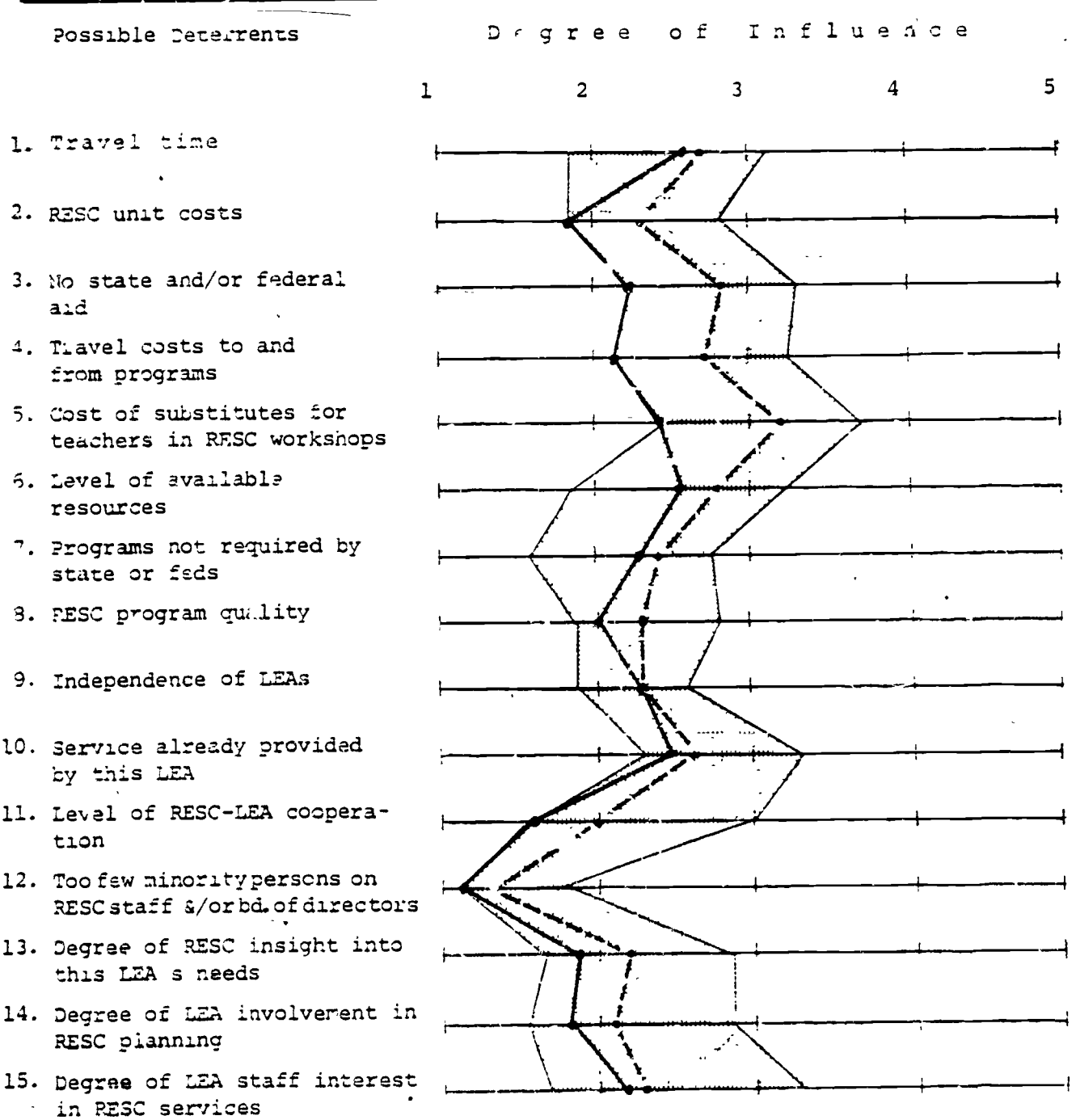


FIGURE A-2 (Continued)

Region XIX

(n=8)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

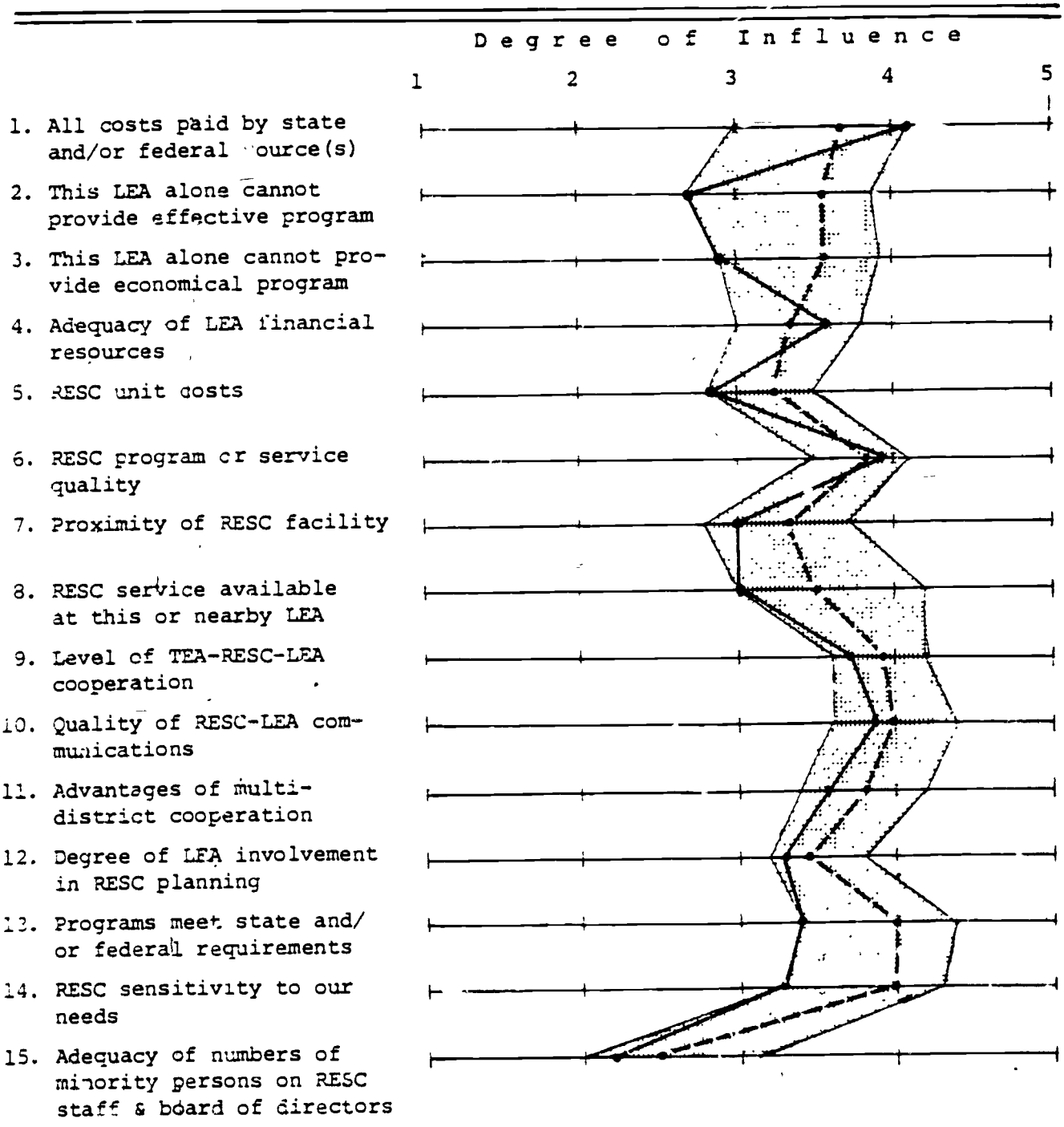


FIGURE A-2 (Continued)

Region XIX

(n=8)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

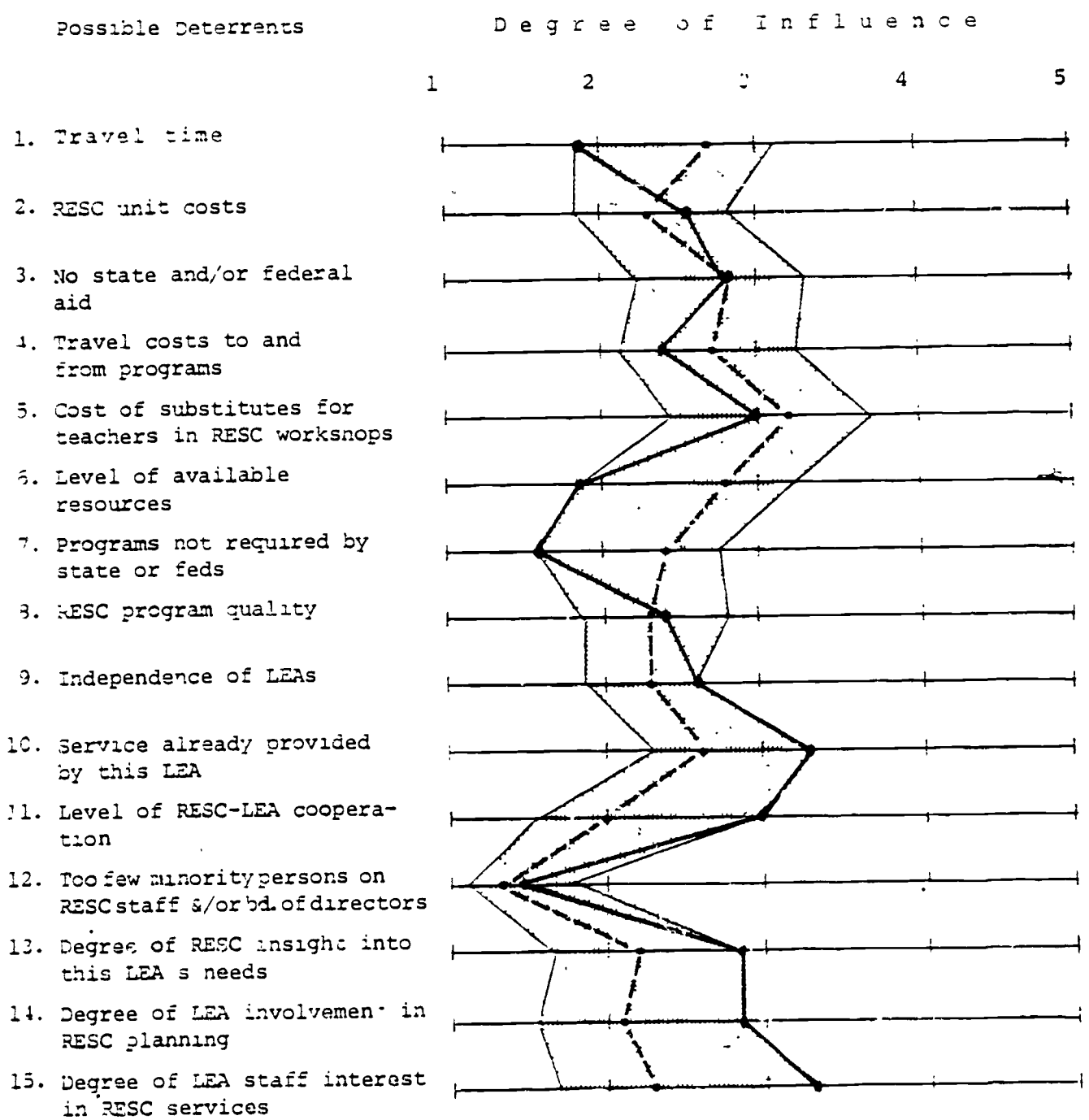


FIGURE A-2 (Continued)

Region XX

(n=27)

Incentives

Means of superintendents' responses: region——— statewide— — —

Code for "degree of influence": 1-no incentive, 2-weak incentive, 3-moderate incentive, 4-strong incentive, 5-very strong incentive

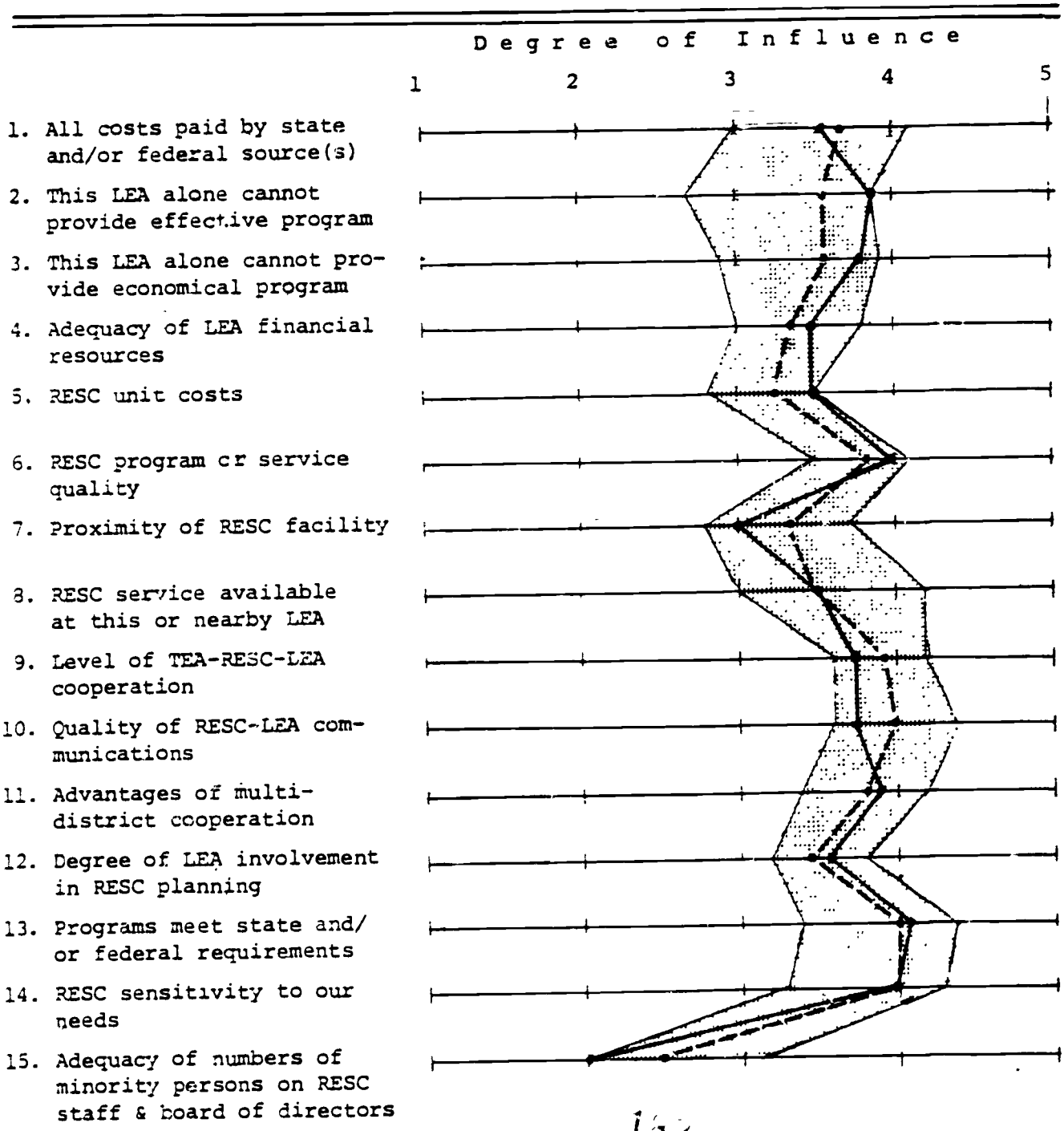


FIGURE A-2 (Continued)

Region XX

(n=27)

Deterrents

Means of superintendents' responses: region——— statewide — — —

Code for "degree of influence": 1-no deterrent, 2-weak deterrent, 3-moderate deterrent, 4-strong deterrent, 5-very strong deterrent

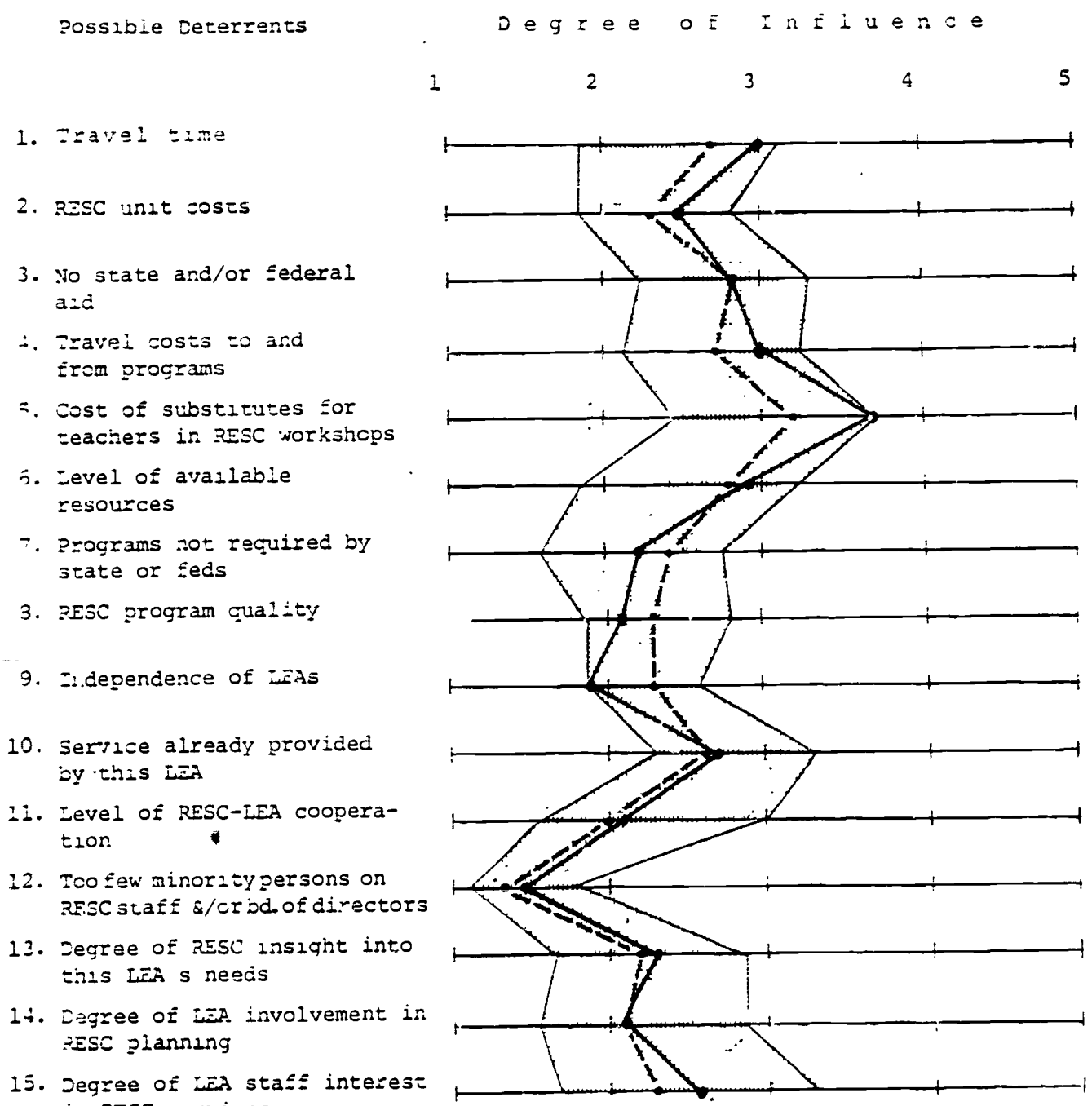


FIGURE A-3

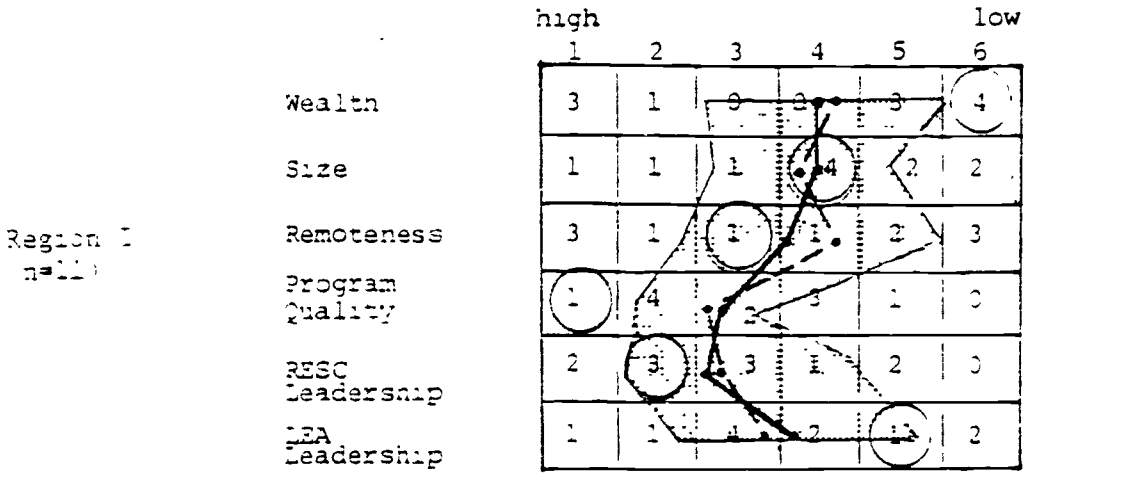
INFLUENCE RANKINGS

FIGURE A-3

THE RANK-ORDERING OF SIX IMPORTANT INFLUENCES ON LEA PARTICIPATION IN RESC SERVICES: TWENTY GRAPHS OF THE DISTRIBUTION AND MEANS OF SUPERINTENDENTS' RESPONSES FROM EACH REGION COMPARED TO THE RANGES (shaded) OF THE REGIONAL MEANS, THE STATEWIDE MEANS OF 200 SUPERINTENDENTS, AND THE RESPONSES (circled) OF EACH REGION'S EXECUTIVE DIRECTOR

Means of superintendents' rankings: region ——— statewide — — —

Rank-order responses of each region's executive director (circled): ◯



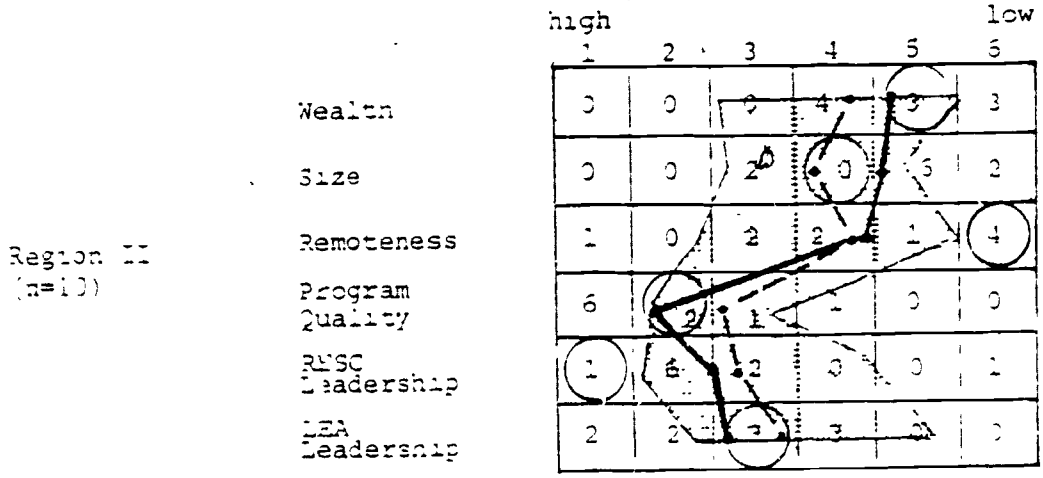



FIGURE A-3 (Continued)

Means of superintendents' rankings: region ——— statewide — — —

Rank-order responses of each region's executive director (circled): ◯

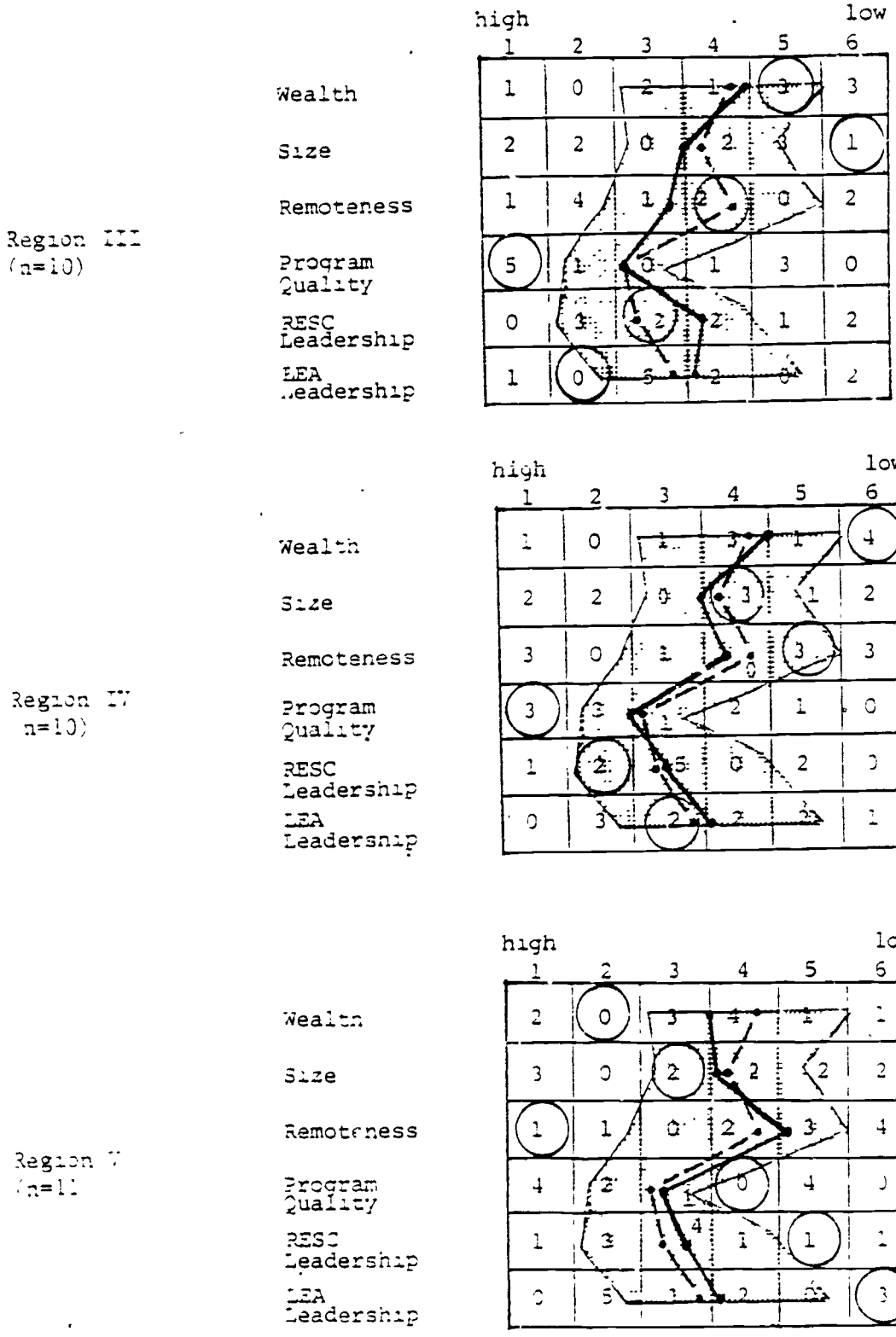


FIGURE A-3 (Continued)

Means of superintendents' rankings: region ——— statewide — — —

Rank-order responses of each region's executive director (circled): ◯

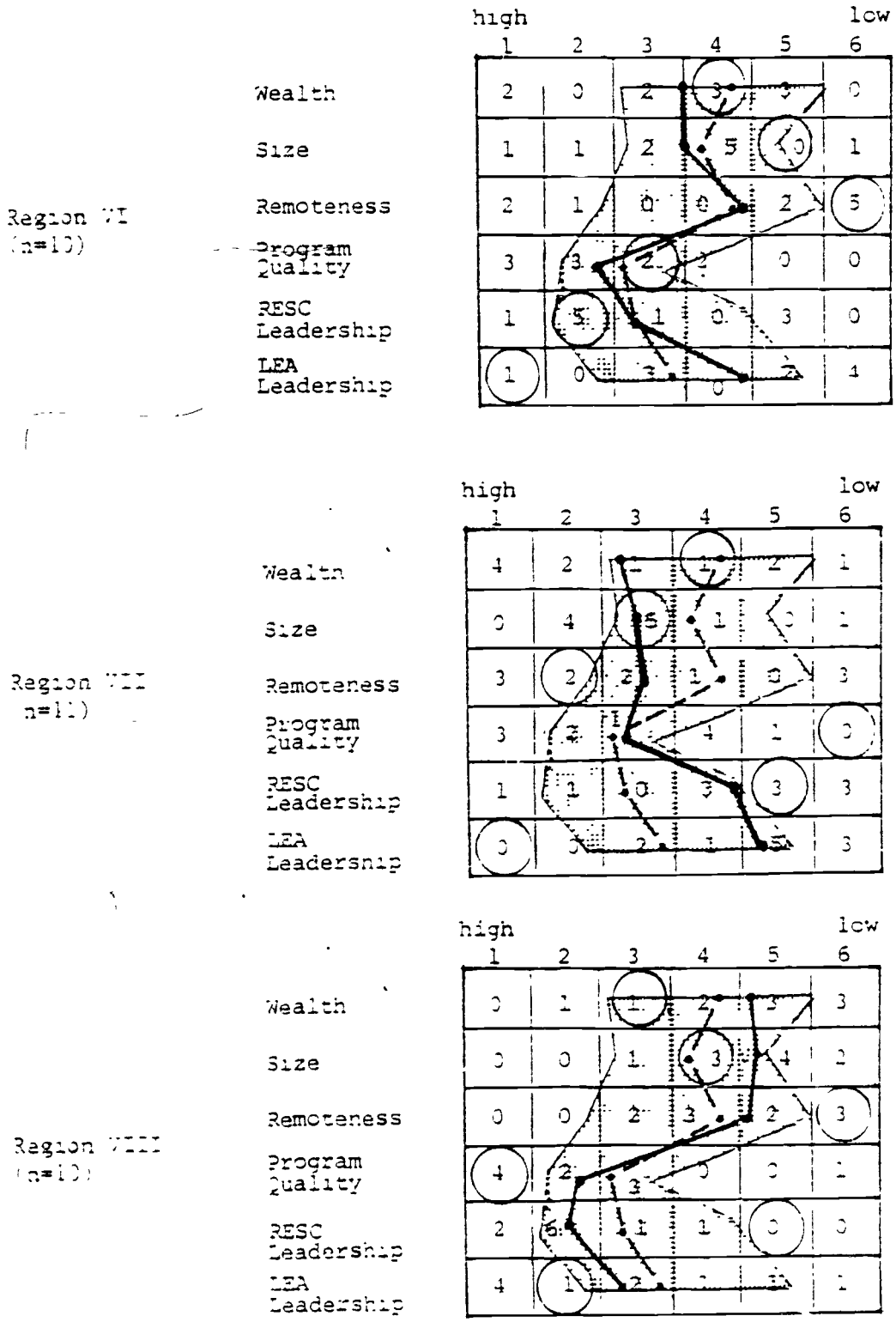


FIGURE A-3 (Continued)

Means of superintendents' rankings: region ——— statewide — — —

Rank-order responses of each region's executive director (circled): ◯

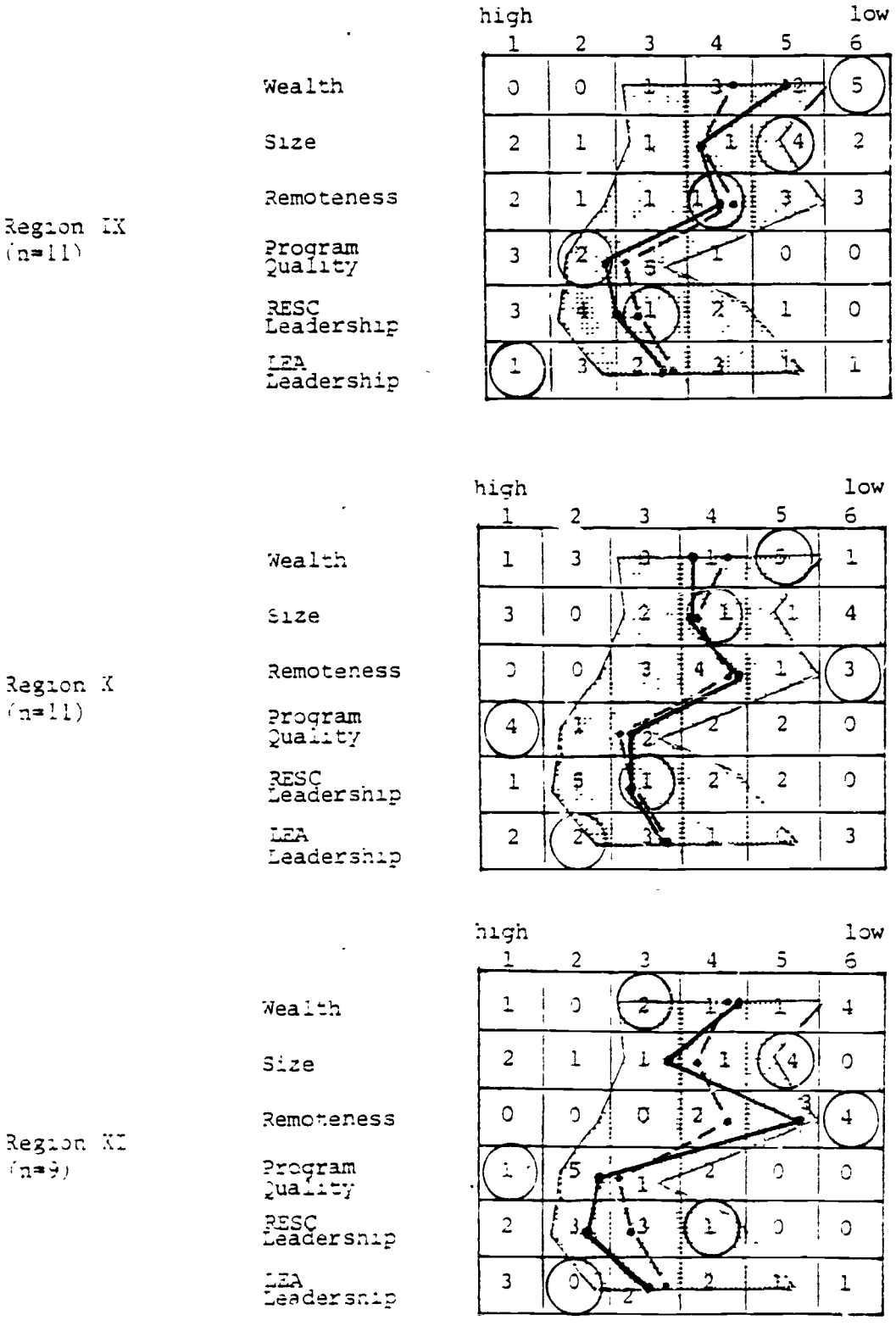


FIGURE A-3 (Continued)

Means of superintendents' rankings: region ——— statewide – – –

Rank-order responses of each region's executive director (circled): ◯

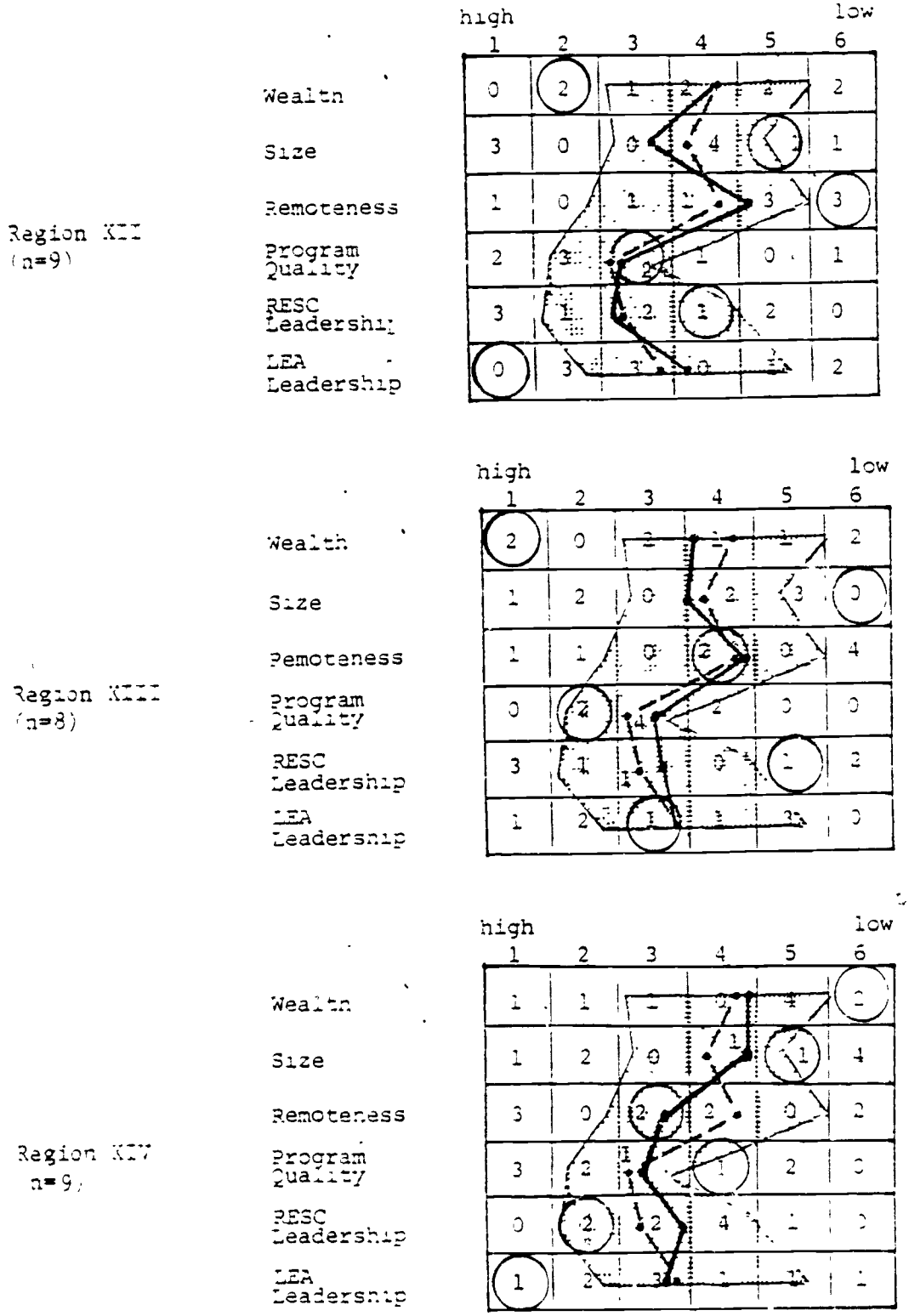


FIGURE A-3 (Continued)

Means of superintendents' rankings: region ——— statewide — — —

Rank-order responses of each region's executive director (circled): ◯

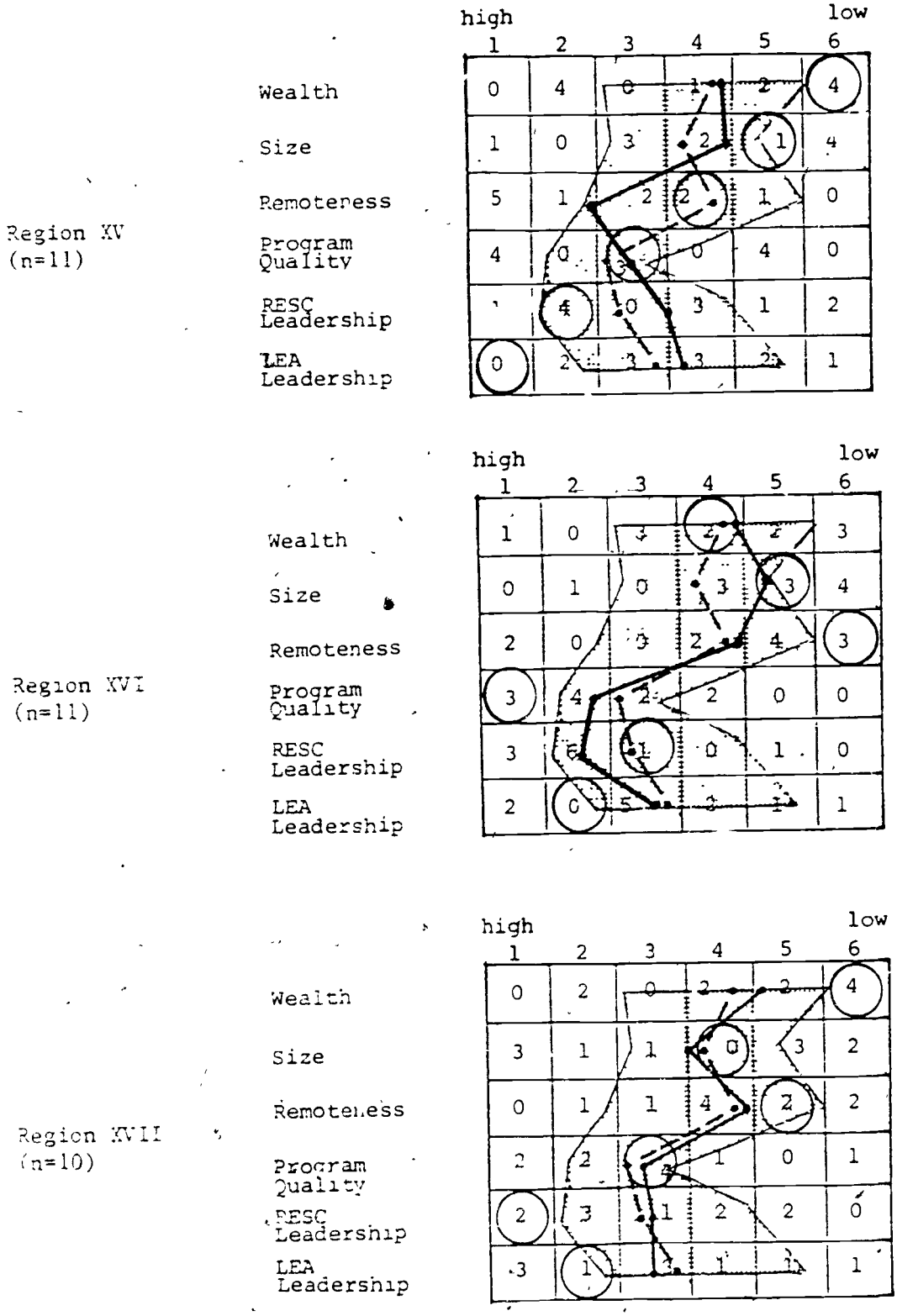
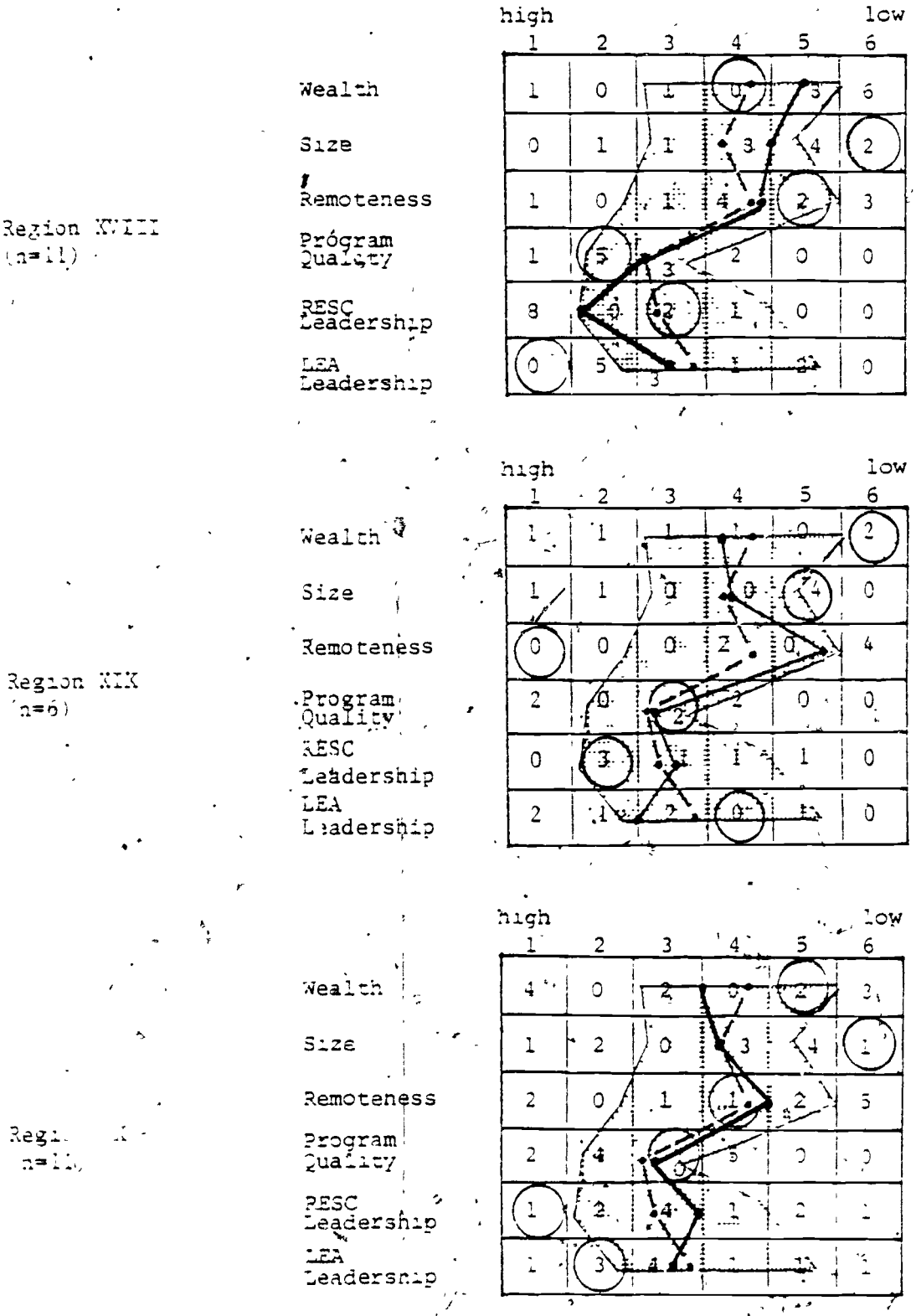


FIGURE A-3 (Continued)

Means of superintendents' rankings: region ——— statewide — — —

Rank-order responses of each region's executive director (circled): ◯



# APPENDIX B

## PROJECT INSTRUMENTS

To: The LEA SUPERINTENDENT (or his/her designee who interacts most with the Regional Education Service Center, RESC)

From: Dr. Noble J. Gividen, Texas RESC Survey Coordinator

The enclosed survey form has been shown to some Texas Superintendents, to the RESC Executive Directors and to some TEA Officials. From those groups came recommendations that you and your colleagues receive the instrument and be encouraged to fill it out. This is part of a multi-state study, but Texas Superintendents are the only participants at the LEA level.

Completion time: 15 to 25 minutes (after reading this page)

Purpose of the study: To determine whether or not there are different amounts of LEA participation in RESC services according to funding patterns, LEA wealth, size and other factors; and to learn what are incentives and what are deterrents to participation.

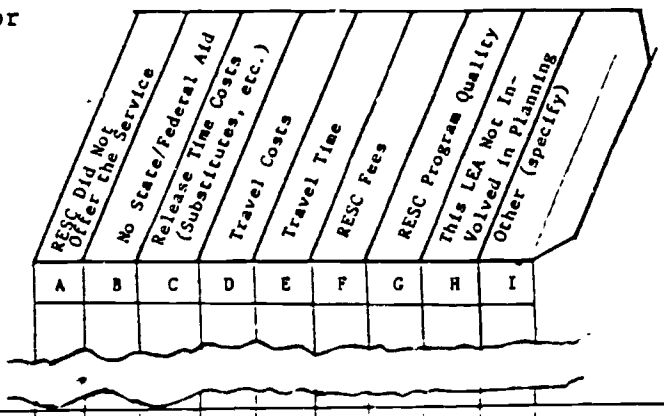
Confidentiality: The researchers, Stephens Associates (College Park, Md.), must be able to identify respondent LEAs in order to match them with LEA characteristics. However, your answers ARE CONFIDENTIAL in the sense that you and your LEA will not be identified in the report and your specific answers will not be shared with other public officials in Texas or elsewhere.

Examples of responses in Part I. The directions on the form ask you to respond to each service at least twice -- once to show actual use of the RESC service, and once to show the desired use. Where actual is less than desired, further responses are in order.

For each listed service, (circle) a number for actual use and (circle) a number for desired use. In columns A-I, check (✓) services, if any, where actual was less than desired.

Extent of Use

1. Never
2. Almost never
3. Occasionally
4. Frequently
5. Almost always
6. Always




| | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 2. Media, Film Library | actual | 1 2 3 (4) 5 6 | - | - | - | - | - | - | - | - | - |
| | desired | 1 2 3 (4) 5 6 | | | | | | | | | |

(2. above) Nothing is checked (✓) in columns A through I because actual is not less than desired.

| | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 19. Gifted & Talented | actual | (1) 2 3 4 5 6 | - | ✓ | - | - | - | ✓ | - | ✓ | - |
| | desired | 1 2 3 (4) 5 6 | | | | | | | | | |

(19. above) This respondent checked column B, "no state/federal aid", column F, "RESC Fees", and column H, "this LEA not involved in planning" as reasons for not using a desired program. (actual is less than desired)

| | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 22. Right to Read | actual | (1) 2 3 4 5 6 | ✓ | - | .. | - | - | - | - | - | - |
| | desired | 1 2 3 (4) 5 6 | | | | | | | | | |

(22. above) This program was not offered by RESC, but if it had been offered, this LEA would have used it frequently. (That was its desired use, (4).)

PLEASE READ THE DIRECTIONS ON THE SURVEY FORM!

Part I - Texas LEAs

LEA name and ID

COMPARISON OF EXTENTS OF ACTUAL AND DESIRED USES

OF RESC SERVICES IN 1977-78 AND REASONS FOR DIFFERENCES, IF ANY

Directions: Special note for listed services not offered by your RESC in 1977-78:
Circle (1) for "actual", and circle a number (from 1 to 6) for "desired" according to how much your LEA should have used the service if it had been offered.

For all listed services and programs offered by your RESC in 1977-78:
For "actual", complete the following statement: "When this RESC service was available in 1977-78, this LEA _____ used it."

For "desired", complete this statement: "This LEA should _____ have used this service in 1977-78."

1 - Never
2 - Almost Never
3 - Occasionally
4 - Frequently
5 - Almost Always
6 - Always

Check (✓) Services, if any, Not Offered.
Also Check (✓) ALL Reasons for Differences in Those Services, if any, Where Actual Use Was Less Than Desired Use

Circle the Extent of Actual Use And Circle the Extent of Desired Use for Each Service

| RESC PROGRAMS AND SERVICES | | RESC Did Not Offer the Service | No State/Federal Aid | Release Time Costs (substitutes, etc.) | Travel Costs | Travel Time | RESC Fees | RESC Program Quality | This LEA Not Involved in Planning | Other (specify) |
|---|---|---|---|---|---|---|---|---|---|---|
| | | A | B | C | D | E | F | G | H | I |
| 1. Planning, Evaluation/Accreditation | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 2. Media, Film Library | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 3. Media, In-service | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 4. Media, Equipment Repair | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 5. Computers, Student Accounting (test scoring, grade reporting, etc.) | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 6. Computers, Business Services (payroll, checks, accounting, etc.) | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 7. Computers, Student Terminals | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 8. Special Education, Child Find | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | | | | | | | | | |
| 9. Special Education, In-service | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 10. Special Education Materials (SEIMC) | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 11. Pupil Services (guidance, counseling, psychologists, etc.) | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 12. Crime Prevention & Drug Education | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 13. Bus Driver Training | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 14. Driver Education | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 15. Career Education | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 16. Diffusion, Promising Practices, etc. | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 17. Bilingual Education | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 18. Migrant Education | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 19. Gifted and Talented | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 20. Cooperative Purchasing | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 21. Adult Basic Education | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 22. Right to Read | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 23. Health Services | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 24. Management Services (other than above) | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | - | - | - | - | - | - | - | - | - |
| 25. In-service Education (other than above) | actual 1 2 3 4 5 6 | | | | | | | | | |
| | desired 1 2 3 4 5 6 | | | - | - | - | - | - | - | - |

(This copy is photoreduced 66 percent from the actual instrument.)

NOT FAR TO GO — Please turn this sheet over and do Part II. It's quicker!

## INCENTIVES FOR AND DETERRENTS TO THIS LEA'S PARTICIPATION IN RESC SERVICES

Directions Circle the degree of influence of factors as incentives or deterrents to your LEA's participation in RESC services

### INCENTIVES

Degree of Influence

1. No incentive
2. Weak incentive
3. Moderate incentive
4. Strong incentive
5. Very strong incentive

| FACTORS | Degree of Influence. (Circle one Number for Each Factor). |
|---|---|
| 1. All costs paid by state and/or federal source(s) | 1 2 3 4 5 |
| 2. This LEA alone cannot provide effective program | 1 2 3 4 5 |
| 3. This LEA alone cannot provide economical program | 1 2 3 4 5 |
| 4. Adequacy of LEA financial resources | 1 2 3 4 5 |
| 5. RESC unit costs | 1 2 3 4 5 |
| 6 RESC program or service quality | 1 2 3 4 5 |
| 7 Proximity of RESC facility | 1 2 3 4 5 |
| 8 RESC service available in this or nearby LEA | 1 2 3 4 5 |
| 9. Level of LEA RESC LEA cooperation | 1 2 3 4 5 |
| 10. Quality of RESC LEA communications | 1 2 3 4 5 |
| 11. Advantages of multi-district cooperation | 1 2 3 4 5 |
| 12. Degree of LEA involvement in RESC planning | 1 2 3 4 5 |
| 13 Programs meet state and/or federal requirements | 1 2 3 4 5 |
| 14 RESC sensitivity to our needs | 1 2 3 4 5 |
| 15 Adequacy of numbers of minority persons on RESC staff and board of directors | 1 2 3 4 5 |

### DETERRENTS

Degree of Influence

1. No deterrent
2. Weak deterrent
3. Moderate deterrent
4. Strong deterrent
5. Very strong deterrent

| FACTORS | Degree of Influence. (Circle one Number for Each Factor). |
|---|---|
| 1 Travel time | 1 2 3 4 5 |
| 2 RESC unit costs | 1 2 3 4 5 |
| 3 No state and/or federal aid | 1 2 3 4 5 |
| 4 Travel costs to and from programs | 1 2 3 4 5 |
| 5. Cost of substitutes for teachers in RESC workshops | 1 2 3 4 5 |
| 6. Level of available LEA resources | 1 2 3 4 5 |
| 7. Programs not required by state or feds | 1 2 3 4 5 |
| 8. RESC program quality | 1 2 3 4 5 |
| 9 Independence of LEAs | 1 2 3 4 5 |
| 10. Service already provided by this LEA | 1 2 3 4 5 |
| 11 Level of RESC-LEA cooperation | 1 2 3 4 5 |
| 12. Too few minority persons on RESC staff and/or board of directors | 1 2 3 4 5 |
| 13. Degree of RESC insight into this LEA's needs | 1 2 3 4 5 |
| 14. Degree of LEA involvement in RESC planning | 1 2 3 4 5 |
| 15 Degree of LEA staff interest in RESC services | 1 2 3 4 5 |

My LEA office is: (1) _____ miles from the RESC central office.

(If applicable) (2) _____ miles from the nearest RESC satellite.

PLEASE MAIL COMPLETED FORM TO:

Stephens Associates
Suite 107
7338 Baltimore Avenue
College Park, Maryland 20742

(This copy is photoreduced 75 per cent from the actual instrument.)

To: RESC Executive Director

There are three parts to this brief instrument. All are quickies, 10 to 15 minutes, maximum for the whole thing, unless you ponder too long over the perceptual items.

Part I. Only check those services that were not provided last year, 1977-78, by or through your RESC.

1. Planning, Evaluation/Accred. ___
2. Media, Film Library ___
3. Media, In-service ___
4. Media, Equipment Repair ___
5. Computers, Student Acctg. (test scoring, grade reporting, etc.) ___
6. Computers, Business Services (payroll, checks, financial acctg., etc.) ___
7. Computers, Student Terminals ___
8. Specl Education, Child Find ___
9. Specl Education, In-service ___
10. Specl Education Matls (SEIMC) ___
11. Pupil Services (guidance, counseling, psychologists, etc.) ___
12. Crime Prevention & Drug Educ. ___
13. Bus Driver Training ___
14. Driver Education ___
15. Career Education ___
16. Diffusion, Prom. Practices ___
17. Bilingual Education ___
18. Migrant Education ___
19. Gifted and Talented ___
20. Cooperative Purchasing ___
21. Adult Basic Education ___
22. Right to Read ___
23. Health Services ___
24. Management Services (other than above) ___
25. In-service Educ. (other than above) ___

Part II. GIVEN THE PRESENT FUNDING, ORGANIZATION AND GOVERNANCE of RESCs in Texas, please rate the following factors from strongest (1) to weakest (6), according to your opinion of their importance in influencing LEA participation in RESC services in YOUR region. (Please rate all 6 items.)

A. LEA wealth ___
B. LEA size (enrollment) ___
C. LEA remoteness (distance from RESC) ___
D. RESC program quality ___
E. RESC leadership ___
F. LEA leadership ___

YOUR RESPONSES ARE CONFIDENTIAL !

Part III (Other Side, Please)

(This copy is photo-reduced 75 percent from the actual instrument.)

## Part III. EXECUTIVE DIRECTOR'S PERCEPTIONS OF INCENTIVES AND DETERRENTS TO LEA USE OF RESC SERVICES

Directions: Circle the degree of influence of factors according to what you generally believe to be true of the LEAs in your region.

(This copy is photo-reduced 75 percent from the actual instrument.)

### INCENTIVES

Degree of influence

1. No incentive
2. Weak incentive
3. Moderate incentive
4. Strong incentive
5. Very strong incentive

| FACTORS | |
|---|---|
| 1. All costs paid by state an/or federal source(s) | 1 2 3 4 5 |
| 2. LEAs alone cannot provide effective program | 1 2 3 4 5 |
| 3. LEAs alone cannot provide economical program | 1 2 3 4 5 |
| 4. LEA financial resources | 1 2 3 4 5 |
| 5. RESC unit costs | 1 2 3 4 5 |
| 6. RESC program or service quality | 1 2 3 4 5 |
| 7. Proximity of RESC facility to LEAs | 1 2 3 4 5 |
| 8. RESC service delivered to LEA or nearby LEA | 1 2 3 4 5 |
| 9. Level of TEA-RESC-LEA cooperation | 1 2 3 4 5 |
| 10. Quality of RESC-LEA communications | 1 2 3 4 5 |
| 11. Advantages of multi-district cooperation | 1 2 3 4 5 |
| 12. Degree of LEA involvement in RESC planning | 1 2 3 4 5 |
| 13. Programs meet state and/or federal requirements | 1 2 3 4 5 |
| 14. RESC sensitivity to LEA needs | 1 2 3 4 5 |
| 15. Adequacy of numbers of minority persons on RESC staff & board of directors | 1 2 3 4 5 |

### DETERRENTS

Degree of influence

1. No deterrent
2. Weak deterrent
3. Moderate deterrent
4. Strong deterrent
5. Very strong deterrent

| FACTORS | |
|---|---|
| 1. Travel time | 1 2 3 4 5 |
| 2. RESC unit costs | 1 2 3 4 5 |
| 3. No state and/or federal aid | 1 2 3 4 5 |
| 4. Travel costs to and from programs | 1 2 3 4 5 |
| 5. Costs of LEA substitutes for teachers in workshops | 1 2 3 4 5 |
| 6. LEA financial resources | 1 2 3 4 5 |
| 7. Programs not required by state or federal govt. | 1 2 3 4 5 |
| 8. RESC program or service quality | 1 2 3 4 5 |
| 9. Independence of LEAs | 1 2 3 4 5 |
| 10. Service already provided by LEA | 1 2 3 4 5 |
| 11. Level of RESC-LEA cooperation | 1 2 3 4 5 |
| 12. Too few minority persons on RESC staff and/or board of directors | 1 2 3 4 5 |
| 13. Degree of RESC insight into LEA needs | 1 2 3 4 5 |
| 14. Degree of LEA involvement in RESC planning | 1 2 3 4 5 |
| 15. Degree of LEA staff interest in RESC services | 1 2 3 4 5 |

GIVEN THE PRESENT FUNDING & GOVERNANCE of Regional Education Service Centers (RESCs) in Texas. . ...

Please RANK ORDER the factors below from strongest (1) to weakest (6)

according to your opinion of their relative importance in influencing LEA participation in RESC services. (Use all 6 numbers in the ranking.)

LEA Code _____

A. LEA wealth ____

B. LEA size (enrollment) ____

C. LEA remoteness (distance from RESC) ____

D. RESC program quality ____

E. RESC leadership ____

F. LEA leadership ____

Neither your identity nor your district's will be identified in the report.

Noble J. Gividen
Stephens Associates

Photocopy of the post card mailed to 236 LEA superintendents, eight of whom were in Region XIX, and the other 228 were evenly distributed among the other 19 regions.

This was filled out by the Executive Director's Designee(s) in the Office of the Regional Education Service Center

## LEA PARTICIPATION IN SELECTED RESC SERVICES

LEA _____ Code _____

1. Media: (money collected for services)

Film library:

State $ _____ + Local $ _____ = $ _____

Equipment repair & maint.

State $ _____ + Local $ _____ = $ _____

Totals: State $_____, Local $_____ = $ _____

2. Dr ver Education: (1977-78) Please check (✓) driver education services us. i by this LEA and insert other requested data.

| | No. of Pupils | Local Money |
|---|---|---|
| ___ Behind-the-wheel-instruction | _____ | _____ |
| ___ Simulator | _____ | _____ |
| ___ Classroom | _____ | _____ |
| ___ Other (SPECIFY)_____ | | _____ |
| Total | | $ _____ |

3. Computer Services: (1977-78)

| | Local Money |
|---|---|
| Pupil accounting (attendance, grade reporting, test scoring, etc.) | _____ |
| Business services (payroll, checks, tax rolls, financial accounting, etc.) | _____ |
| Student terminals | _____ |
| Total | $_____ |

4. Total number of technical assistance (T/A) contacts in all service areas (consulting, planning, evaluating, advising, staff development, etc.) with this LEA _____

5. Total amount of money collected from this LEA for all services in 1977-78. $_____

* If it is impossible or unfeasible to provide such a count, please enter a +, 0 or - in #4, in accord with the judgment explained in the cover letter.