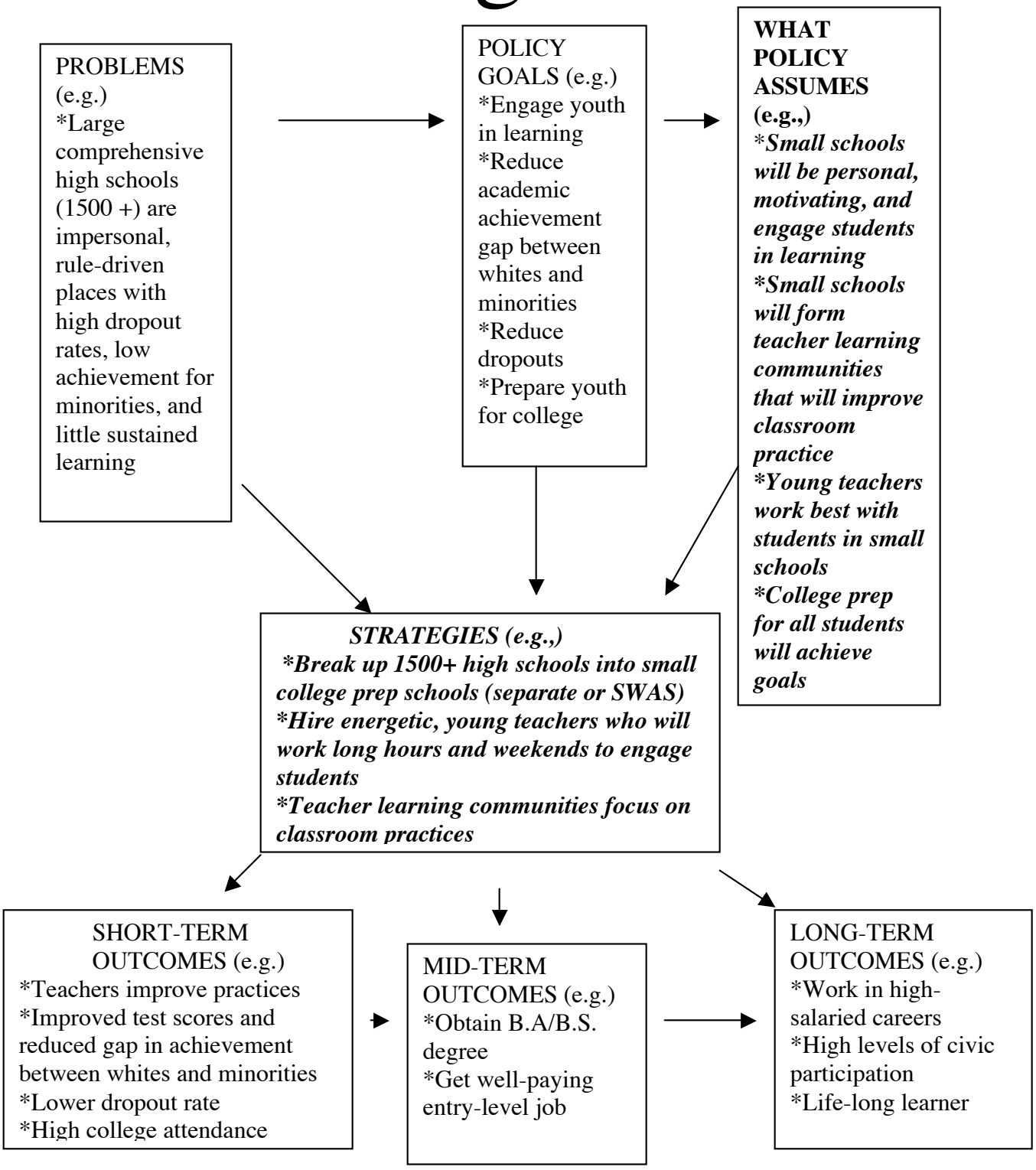Policy Logic of Small High Schools