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The Impact of Compensatory Education Programs  
on Equality of Educational Opportunity  
in Desegregated Elementary Schools

presented by

Nelvia Moore Brady

has been accepted towards fulfillment  
of the requirements for

Doctorate degree in Philosophy

A handwritten signature in blue ink, appearing to read "Wilbur Brookover".

Major professor

Date June 1980



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1980

THE IMPACT OF COMPENSATORY EDUCATION PROGRAMS  
ON EQUALITY OF EDUCATIONAL OPPORTUNITY  
IN DESEGREGATED ELEMENTARY SCHOOLS

By

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## ABSTRACT

### THE IMPACT OF COMPENSATORY EDUCATION PROGRAMS ON EQUALITY OF EDUCATIONAL OPPORTUNITY IN DESEGREGATED ELEMENTARY SCHOOLS

By

Nelvia Moore Brady

The purpose of this research was to examine and analyze the manner in which selected federal and state educational policies impacted upon equality of educational opportunity at the local school district level with a specific emphasis upon the impact of compensatory education programs in desegregated elementary schools. This research examined the nature of the local guidelines and implementation practices resulting from Title 1 of the Elementary and Secondary Education Act (1965) and Article 3 of Michigan Public Act 94 (1979) as these related to aspects of equality of educational opportunity. More specifically, this study examined the net effect of Title 1 and Article 3 in terms of racial separation and differential treatment at the local school level.

A review of the literature suggested that the compensatory education programs implemented in the United States might have a latent function of resegregation and

differentiation of students along racial and/or ethnic lines which could serve to defeat the goals of equality of educational opportunity.

The study was conducted in a medium sized urban school district located in a midwestern state. Three elementary schools were randomly selected from the district's elementary schools and staff members from these schools volunteered to be interviewed. Instruments were developed to guide the interview sessions. In addition to the staff of the sample schools, selected district personnel were also interviewed. A variety of written district documents were also reviewed.

Observations of the educational experiences of ten students were made using the Student Educational Experience Observation Form which was developed for this study. Students' experiences were recorded by the observer in fifteen minute intervals.

The findings indicated that the Title 1 and Article 3 selection procedures used in the district had, as a latent function, resegregated students along racial and/or ethnic lines at the district, school, grade and classroom level. Further this resegregation was intensified by the implementation of educational programs which pulled students out of desegregated classrooms for compensatory instruction in more segregated groups. Staff members were about as likely to confirm this overrepresentation as they were to

deny it and those confirming it attributed its existence primarily to factors in the family backgrounds of the minority children involved in the compensatory education programs under study.

Differentiation was found to exist in the learning objectives set for compensatory education students, the expectations held by staff for mastery of these learning objectives and in the grade level of the instructional materials used with these students. The data indicated that the existence of compensatory education programs exacerbated differentiation in the learning objectives that were established, the expectations that were set and the instruction that was provided to students involved in Title 1 and Article 3 programs.

## DEDICATION

To my parents, David and Jessie Moore and to my favorite "Auntee," Helen Griffin whom I love dearly and who have provided encouragement and support throughout my academic pursuits.

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## CHAPTER I

### THE PROBLEM

#### Introduction

In 1954 in the Brown v. Board of Education decision (347, U.S. 483, 1954), the Supreme Court ruled that legal separation by race inherently constituted inequality of opportunity. In Brown v. Board of Education, the Supreme Court found, "amply supported by modern authority," that compulsory racial segregation of children denoted "the inferiority of the Negro group," that this "sense of inferiority affects the motivation of the child to learn," and that such segregation therefore "has a tendency to retard the educational and mental development of Negro children and to deprive them of some of the benefits they would receive in an integrated school system" (Bruno, 1972, p. 48).

"To separate (Negroes) from others of similar age and qualifications solely because of their race generates a feeling of inferiority as to their status in the community that may affect their hearts and minds in a way unlikely ever to be undone" (347 U.S. 483, 1954).

Prior to this decision it was a widely held view that educational policy was clearly and easily separable from legal matters. Determination of educational policy was left in the hands of the educators while the courts dealt with the law (Fischer, 1979). The Brown v. Board of Education decision began a new era of relationship between the law and educational policy which accelerated in the 1960s and continues to grow (B. Levin, 1975).

The legitimate interests of the federal government in education are primarily encapsulated in the equal protection clause of the Fourteenth Amendment which states that no state shall "deny any person within its jurisdiction the equal protection of the laws." The court's interpretation of this amendment, in Brown v. Board of Education and subsequent cases, is the basis for the development of a public policy of equality of educational opportunity and school desegregation. Equality of educational opportunity was not a concept new with the Brown v. Board of Education decision. The idea had been present since the early days of public education in America, when its meaning encompassed the idea of providing a free and common education to all children (Coleman, 1969). This concept was expanded and educators began to include the idea that equal educational opportunity encompassed the idea of providing educational experiences that would meet the needs of pupils preparing for different occupational futures. As early as 1908, the Superintendent of the Boston schools stated "Until

recently (the schools) have offered equal opportunity for all to receive one kind of education, but what will make them democratic is to provide opportunity for all to receive such education as will fit them equally well for their particular life work" (Bowles, 1972). This concept prevailed and was particularly evident during the Sputnik era (Spring, 1976). In 1954, as a result of Brown v. Board of Education, a concept of equality of educational opportunity developed that focused upon the idea that equality required racial desegregation of the schools.

A concern about equality of educational opportunity led Congress to mandate in the Civil Rights Act of 1964, that the Commissioner of Education conduct a study to assess the "lack of equality of educational opportunity" being afforded to minority and other groups in the United States. The Equality of Educational Opportunity Report, widely known as the Coleman Report, added a new dimension to the concept of equality of educational opportunity that had been implied in Brown v. Board of Education but overshadowed by the focus of that case on school desegregation. This report, not only measured equality in terms of inputs such as physical facilities, teacher characteristics and racial mixture, but included a measure of outputs based upon results of school achievement tests (Mosteller and Moynihan, 1972).

Thus, a concept of equality of educational opportunity has emerged that not only considers the idea of a

common desegregated educational experience for all children, but one which gives consideration to educational results (Coleman, 1968) and more recently to equality of access to post-school rewards of formal education (Ogbu, 1978).

The Brown v. Board of Education case, the Equality of Educational Opportunity Report, and the subsequent increased Federal interest in public school education produced a rapid proliferation of federal educational legislation. Federal aid has exerted programmatic or financial leverage in certain areas of national policy (Berke, 1972) and the government has taken an active role in providing children with improved education through financial support to state and local education agencies.

Federal, state and local policies, the resultant legislative and court ordered mandates and local educational practices occur within the broader framework of a national commitment to the goal of equality of educational opportunity. Kouzes and Mico (1979), in discussing the policy, management and service domains of various human service organizations, have noted that because each of these domains operates by different principles, structural arrangements measures of success and work modes, their various interactions create conditions of discord and dysfunction. Schools, as examples of human service organizations, are not exempt from the potential impact of the interactions of the various needs and goals of each domain.

The way these various policies interact at the local school level may have an impact upon the attainment of the goal of equality of educational opportunity. This interaction may either help or hinder desegregation in terms of the racial mix within the school, its classrooms and programs and may lead to differentiation of students along racial lines.

#### Need for the Study

There is always a need for administrators to examine the consequences of their decisions. Too often, in the area of educational policy, decisions are based on past experience without the benefit of specific research at the local level. Most studies of national and state policy focus on samples constituted as microcosms of the larger unit (Berke, 1972). Rarely is the local school the unit of analysis. Consequently, studies of policy implementation that focus on the smaller unit are needed.

Information to establish new goals can be learned from research directed at showing the gaps between purpose and consequences (Merton, 1949). An examination of the disparity that may exist between policy intention and the actual implementation can assist in redirecting policy-makers as they search for more effective means of reaching goals and as they develop new goals.

In addition, there is the need to view the consequences of policy on the unit the policies were intended to

impact and to examine what happens to intent as it filters down the administrative structure of public school systems in the United States.

### Conceptual Framework

When policy is made, it is made with the idea in mind that it will have some consequence. That is, it is always formulated with some intent and neither policy nor intent can be determined by looking only at the outcomes (Weaver, 1975). Thus, from a functional analysis perspective, any policy may have diverse consequences, both functional, nonfunctional and dysfunctional for the system and for individuals, subgroups or other units within the system. Exploration of the consequences of policy can provide a fuller understanding of the various structures and their relationships to each other.

To view federal and state educational policy from a functional perspective is one means of understanding the relationships between equal educational opportunity and compensatory education programs.

The concept of function refers to observable objective consequences or results as distinguished from the notion of intention, motive, or purpose of some activity or mechanism which is purely subjective (P. Sztompka, 1974). Functional analysis requires that there be a specification of the unit for which a given activity is

functional and that the activity is not bound to be functional for the entire social or cultural system (Merton 1949).

Functional analysis presumes that social and cultural mechanisms have multiple consequences, that is, the consequences may be functional (adaptive or adjustive for a given system), dysfunctional (maladaptive) or nonfunctional (irrelevant). The relative importance, then, of the pool of potential consequences must be considered. Functionalism also assumes that the same function may be fulfilled by alternative mechanisms. Functionalism, as a frame of reference, attempts to study social or cultural activities or mechanisms by their social, cultural consequences or their relationship to each other. Functional analysis may consist of establishing empirical interrelations between parts of a system, or in showing the value for some unit of a particular activity or finally, in elaborate accounts of the purposes of formal social organizations.

An often confused concept in functional analysis is that of the difference between the subjective category of motive and the objective category of function. This confusion requires a distinction between situations in which the subjective motive or purpose coincides with, and those that diverge with the objective outcomes. The distinction is necessary to avoid the confusion between the conscious motivations for social activities or mechanisms and their ultimate consequences (Merton, 1949).



This distinction is clarified by consideration of the concept of manifest and latent functions. Manifest functions refer to those consequences for a unit which contribute to its adjustment and adaptation and are intended outcomes. Latent functions, on the other hand, refer to either unexpected or unrecognized consequences of the same activity on the unit in question. Unintended consequences are of three types (Merton, 1949).

Latent functional - those consequences which are functional for the unit but are unintended;

Latent dysfunctional - those consequences which are unintended and are dysfunctional for the unit; and

Latent nonfunctional - those consequences which are neither functional nor dysfunctional for the unit and have no meaningful impact on the system.

Boulding (1956), in making a similar distinction, states that the consequences of behavior are not necessarily in conformity with the "image" that produces them. He discusses as latent the relationship between those processes which seem to be relatively independent of the images held and as manifest those processes which are sharply dependent on the image.

The manifest-latent distinction has the potential of providing an extension to the analysis of functions which is beyond an investigation of intended purposes and allows the researcher to delve into the realm of a diverse pool

of potential functional, dysfunctional and nonfunctional consequences.

#### Background and Statement of the Problem

Equality of educational opportunity, as a national policy, has subjective purposes or motives as described by the Brown v. Board of Education decision and a variety of other court decisions and legislative acts that have followed. Similarly these other legislative acts contain subjective purposes. These policies, using the concepts of latent and manifest functions, can have consequences that are both intended and unintended and both functional, nonfunctional and dysfunctional for the subsystems or units impacted. When the subjective motive or aim coincides with the objective consequence, we refer to the function as manifest. When the aim and the function diverge the function is considered to be latent. As such, some policies may result in guidelines and practices that coincide with the overall aim of equality of educational opportunity and thus contribute to the adaptation and adjustment of schools and school districts. These constitute the manifest functions of the policy. These same policies may result in programmatic guidelines and practices that diverge with the national policy of equality and produce outcomes that are maladaptive and unanticipated, that are adaptive and unanticipated or that are meaningless to the intent or nature of equality of educational opportunity.

In summary, three points are significant: (1) there are anticipated and unanticipated results of federal and state policies, (2) unanticipated consequences are not necessarily undesirable, and finally, (3) the intent of a policy cannot always be gleaned from its consequences.

Merton cautions that there are pitfalls that must be considered when investigating the consequences of purposive actions. One problem is that of ascertaining the actual purposes of a given item (Merton, 1936). An attempt will be made to confront this problem by briefly discussing the aims of equality of educational opportunity, and the purposes of two legislative mandates, Title I of the Elementary and Secondary Education Act and Article 3 of Michigan Public Act 94. An attempt will be made to highlight the motives or aims of these policies.

Mention was made in an earlier section that the Supreme Court decision in Brown v. Board of Education declared that racial separation in schools denies Black students equal protection of the laws. This decision has led to a national policy of equality of educational opportunity of which an important aspect is school desegregation. What then constitutes the goals of desegregation policy?

Certainly a primary goal of desegregation is the mixing of the races in school facilities. Courts have ordered that districts achieve racial balance in the schools by reassignment of pupils and staff, busing, magnet schools and a variety of other means (Swann v. Charlotte-Mecklenburg

Board of Education). Courts have also ruled on racial imbalance within classrooms of a desegregated school (Hobson v. Hansen). The notion of racial balance and desegregation is only one aspect of the goal of equality of educational opportunity. As an educational policy, in addition to desegregation, equality of educational opportunity encompasses goals that can be summarized into four general types.

1. Improvement in self-esteem, aspirations and other personality related dispositions of minority children;
2. Improvements in academic achievement;
3. Reduction in interracial hostility and elimination of racial intolerance;
4. More equitable access to educational resources and post educational opportunities (Hawley and Rist, 1975).

In short, the relationship of desegregation and equality of educational opportunity is intricate, "the quality of experiences seems to be as important as the quantity of bodies" (Cohen, 1974, p. 36).

The purposes of Title I of the Elementary and Secondary Education Act of 1965 are cited in Section 101 of the Declaration of Policy which states that:

In recognition of the special education needs of children of low income families and the impact that concentrations of low income families have on the ability of local educational agencies to support

adequate educational programs, the Congress hereby declares it to be the policy of the United States to provide financial assistance to local educational agencies serving areas with concentrations of children from low income families to expand and improve their educational programs by various means (including pre-school programs) which contribute particularly to meeting the special educational needs of educationally deprived children. Further, in recognition of the special education needs of children of certain migrant parents, of Indian children and of handicapped, neglected and delinquent children, the Congress hereby declares it to be the policy of the United States to provide financial assistance to help meet the special educational needs of such children.

The passage of this act served notice of the intention of the federal government to assume direct financial responsibility for providing all children, particularly the economically disadvantaged, with services that would contribute to their cognitive development. This goal, of providing financial assistance to school districts to fund special services for low achieving children in poor schools to improve their academic achievement, is in accord with the goal of equality of educational opportunity. This statement of intent has an interest in improving academic achievement and in providing for more equitable access to educational resources.

Research suggests that a positive correlation exists between poverty and race (U.S. Commission on Civil Rights, 1967). Thus, ESEA Title I can also be seen as an act intended to assist minority youngsters and as such assist in providing equity of educational opportunity. In short, the subjective aims and motives of ESEA Title I are consistent with those of equality of educational opportunity.

The State of Michigan, Article 3 of Public Act 94 (1979) entitled, Improvement in Basic Cognitive Skills, is a compensatory education act which provides state funds for programs

designed to improve the achievement in basic cognitive skills of pupils enrolled in grades K to 6 who have extraordinary need for special assistance to improve competency in those basic skills and for whom the districts are not already receiving additional funds by virtue of the pupils being physically, mentally or emotionally handicapped.

Article 3 considers as pupils "in need of substantial improvement in basic cognitive skills," those who have attained 40 percent or fewer of the state reading and mathematics objectives.

With its emphasis on improvement in achievement, the purpose of Article 3 is congruent with that of equality of educational opportunity. Since it is designed for pupils who have extraordinary need for special assistance to improve competency in basic skills, and in the State of Michigan, large numbers of minority and poor children fall into that category, Article 3 can be seen as an attempt to provide equity of educational opportunity. This situation was observed in the study, Schools Can Make A Difference (Brookover et al., 1977). In an examination of a representative sample of Michigan public elementary schools, this research indicated that majority Black schools and low socioeconomic White schools had mean school percentages of students attaining the state reading and mathematics

objectives which were significantly below the percentages attained in White schools in general and in high socioeconomic White schools in particular.

It seems clear that both of the policies cited, Title I of ESEA and Article 3 of Public Act 94 have purposes that coincide with those of equality of educational opportunity. Because of various limits in defining and enforcing federal and state policies, results of such actions do not always conform precisely to intent (Derthick, 1970). The problem, considering the concept of manifest and latent functions, becomes one of examining the consequences of these policies as they become implemented in the local district (Wholey et al., 1973). Are the consequences (guidelines--delivery systems) of these purposive actions (Title I and Article 3) those that would be anticipated in that they would support the goal of equality of educational opportunity (manifest functions) or are they latent and either functional, dysfunctional, or nonfunctional for the unit (school) in relationship to the goal of equality? More specifically the problem for this research focuses on the consequences (guidelines--delivery systems) of these purposive actions as they relate to resegregation and differentiation. Are the guidelines and activities associated with these purposive actions, Title I and Article 3, those that would be anticipated in that they would support the equality of educational opportunity goal (manifest functions) or are they latent and either functional,



dysfunctional or nonfunctional for the unit in relationship to the goal of equality of educational opportunity.

#### Purpose of the Study

The primary purpose of this research is to examine and analyze the manner in which selected federal and state educational policies impact upon equality of educational opportunity at the local school district level with a specific emphasis upon the impact of compensatory education programs in desegregated schools. This research will examine the nature of the local guidelines and implementation practices resulting from Title I of the Elementary and Secondary Education Act (1965) and Article 3 of Michigan Public Act 94 (1979) as these relate to aspects important to the concept of equality of educational opportunity. More specifically, this study will systematically examine the net effect of Title I and Article 3 in terms of racial separation and differential treatment at the local school level.

#### Research Questions

The following questions will be addressed to determine the latent functions of Title I of the Elementary and Secondary Education Act and Article 3 of the Michigan Public Act 94 at the local school level as related to the overall goal of equality of educational opportunity with a specific interest in the aspects of resegregation and differentiation.

Resegregation

1. Do the district and school criteria established for Title I and Article 3 eligibility have a latent function of resegregation?
2. Do the practices and procedures used in determining which students receive Title I and Article 3 services have a latent function of resegregation?
3. Do the practices and procedures which determine the location of Title I and Article 3 instruction have a latent function of resegregation?

Differentiation

4. Does differentiation exist as a latent function of the objectives established for Title I and Article 3 students?
5. Does differentiation exist as a latent function of the expectations held for Title I and Article 3 students?
6. Does differentiation exist as a latent function of the instruction provided to Title I and Article 3 students in terms of (a) who provides the instruction, (b) level of instructional materials used, (c) curriculum covered.
7. To what extent does the presence of Title I and Article 3 programs exacerbate the differentiation of instruction?

### Definition of Terms

Compensatory Education Programs - refers to those educational programs designed to reduce educational inequality by improving the academic performance of disadvantaged children. References to compensatory education are to both Title I and Article 3.

Differentiation - refers to those school practices which render differentiated judgements of academic worth or potential and which create classes, classifications or categories of students. Differentiation may be accomplished by setting differential objectives, use of different instructional methods, materials and expectations.

Equality of Educational Opportunity - a concept which refers to equality of access to school resources, both physical and curricular, equality of school performance, and desegregated educational environments.

Resegregation - the disproportionate assignment and overrepresentation of minority group children within particular programs, classes or groups in a desegregated school.

Regular Instruction - students receive instruction only from the regular teacher in the subject.

Pull Out - students receive instruction from the regular teacher and are pulled out of the regular classroom to receive compensatory instruction.

### Overview

The background of and introduction to the concept of a national goal of equality of educational opportunity have been described in Chapter I. Equality of educational opportunity has been discussed within the framework of manifest and latent functions and a discussion has been presented which shows the relationship between the national goal of equality of educational opportunity and the goals of Title I of the Elementary and Secondary Education Act and Article 3 of Michigan Public Act 94. The purpose of, the need for and the research questions addressed by this study are reported along with definitions of terminology important to an understanding of the research and the related literature.

Chapter II will provide a more detailed description of the compensatory education policies, Title I and Article 3, as well as a review of the literature and research pertinent to the subjects of compensatory education, resegregation and differentiation.

In Chapter III the setting for the study will be described, the research methodology will be examined and the instruments used will be described and explained. Results of the study will be put forth in Chapter IV. Chapter V will be concerned with the statement and discussion of conclusions of the study, the implications of the results and recommendations for future research endeavors.

## CHAPTER II

### REVIEW OF LITERATURE

#### Introduction

In this chapter the literature important to a study of the impact of compensatory education programs on aspects of equality of educational opportunity will be examined. Historical background information will be presented to show the framework within which the concept of compensatory education later emerged. A detailed explanation of the components of Title I of the Elementary and Secondary Education Act and Article 3 of Michigan's Public Act 94 will be presented. The second half of this chapter will focus on literature and research in compensatory education and how compensatory programs relate to resegregation and differentiation.

#### Historical Background

The early 1960s brought a new educational focus to the United States in relationship to its efforts to improve the achievement of minority and poor students. This strategy, which closely followed in time the Brown v. Board of Education decision favoring school desegregation, was one of compensatory education.

Compensatory education programs are premised upon the belief that individual academic inequalities are not genetically determined but are socio-cultural in origin. The belief is that some children perform poorly in school because of deficits or differences in their family or cultural background. It is felt that low income and minority children do not perform well in school because of "disorganization in their family structure, inadequate childrearing patterns, underdeveloped language and other unique cultural features" (Persell, 1977, p. 76). Educational researchers who support this view report that low achievement can be attributed to

a basic failure of the socialization process in the home . . . early childhood experiences in poverty environments create enduring personality formations that are inimical to effective achievement striving not only in the classroom but, indeed, in virtually all areas of life (I. Katz, 1969, p. 13).

A victim of his environment, the ghetto child begins his school career, psychologically, socially and physically disadvantaged. He is oriented to the present rather than the future, to the immediate rather than delayed gratification, to the concrete rather than the abstract. He is often handicapped by limited verbal skills, low self esteem and a stunted drive toward achievement (C. Dolce, 1969, p. 36).

These children have, as a group, been referred to as "culturally deprived" and this description includes the economically disadvantaged and racial and ethnic minorities, such as Blacks, Puerto Ricans, Native Americans and Mexican-Americans. Compensatory education programs are designed to either remediate or prevent the assumed deficits that cause

these children to fail in school (Bloom, 1965). These programs are intended to provide services which will remedy the damages imposed by the home or cultural environment so that these children can have an equal opportunity for success in the schools.

Impetus was given to the concept of compensatory education during the administration of Lyndon B. Johnson. President Johnson's programs during the era of the Great Society were based upon a belief in the self-fulfilling prophecy related to poverty. According to this idea, the factors that cause poverty are so interrelated that it is almost impossible for the causes not to become the consequences as well. President Johnson's War on Poverty, announced January 8, 1964 in his State of the Union message, made it clear that a "chief weapon of the battle would be better schools, better health, better homes and better training and job opportunities" (Spring, 1976, p. 198). Thus education was seen as an important link in the chain of poverty. Improvements in the education of poor and minority youngsters became the key to providing them equality of educational opportunity.

Title I of the Elementary and  
Secondary Education Act

The theory of a poverty cycle and the possibility of education as a means of breaking the cycle, provided the rationale and the strategy for a major governmental focus on the education of the disadvantaged child. In 1965,

Congress passed the Elementary and Secondary Education Act of which a major component, Title I, focused on the poverty child as the subject in the funding of a program of compensatory education. Title I became the major educational component of the War on Poverty.

As previously noted, Title I of the Elementary and Secondary Education Act of 1965 Declaration of Policy states:

In recognition of the special education needs of children of low income families and the impact that concentrations of low income families have on the ability of local educational agencies to support adequate educational programs, the Congress hereby declares it to be the policy of the United States to provide financial assistance to local educational agencies serving areas with concentrations of children from low income families to expand and improve their educational programs by various means (including pre-school programs) which contribute particularly to meeting the special educational needs of educationally deprived children. Further, in recognition of the special education needs of children of certain migrant parents, of Indian children and of handicapped, neglected and delinquent children, the Congress hereby declares it to be the policy of the United States to provide financial assistance to help meet the special educational needs of such children.

Although the originators of Title I were concerned with the broad philosophical ideas of the cycle of poverty, redistribution of educational resources, the elimination of cultural deprivation and educational disadvantage or other general kinds of societal goals, the act itself specifically cites three fundamental purposes. These purposes were spelled out in detail in a National Institute of Education (NIE) publication, Evaluating Compensatory



Education: An Interim Report on the NIE Compensatory Education Study (1976) and are summarized as follows:

- (1) To provide financial assistance to school districts in relation to their numbers of low-income children and, within those districts, to the schools with the greatest numbers of low-income students.
- (2) To fund special services for low achieving children in the poorest schools.
- (3) To contribute to the cognitive, emotional, social or physical development of participating students.

These three purposes represented the priorities of a variety of competing interest groups and political constituencies and any of them, depending upon one's political persuasion or interest, may be viewed as the "raison d'etre" of the legislation (Bailey and Mosher, 1968). Although the second the third purposes, those of service delivery and student development, relate most directly to the concept of compensatory education, the funds allocation embodied in the first purpose warrants special attention, since Title I represents the source of the largest amount of federal aid to elementary and secondary education and was the first major federal effort at financial assistance to local schools.

Title I provides funds to school districts under state plans approved by the U.S. Office of Education. During the Act's first year, Congress appropriated 775 million dollars to state and local education which accounted



for five-sixths of the total funds authorized under the Elementary and Secondary Education Act (E.S.E.A.) (Bailey and Mosher, 1968). In 1978-79, the cost of this program to the federal government exceeded two billion dollars (HEW Publication No. OE 79-01043). Funds are allocated with the goal of directing them to the school districts and schools serving large numbers of low income children.

The formula used in allocating funds is complex but, in general, provides that each school district receive for each formula--eligible child, a percentage of the average expense of educating a child in the state where the district is located. The largest percentage of formula eligible children are those aged five to seventeen years, whose families are considered poor based on the official government measure of poverty, the Orshansky Index. The remainder of those children considered eligible, based on the formula, are from families with incomes above the poverty level, who receive aid under the Aid to Families with Dependent Children Program, children in institutions for the delinquent or neglected and children who are supported by public funds and living in foster homes. The formula is applied at the county or Local Education Agency level. Since Title I has not been fully funded since its first year, the percentage of the average state expenditure received varies from year to year. Although 40 percent is authorized by statute (Public Law 95-561, Section 111 a), in 1977 districts

received only 16 percent (NIE, 9-30-77), of the state expenditure for each eligible child.

In order to insure that Title I funds are distributed according to the statute, there are a number of regulations attached to the funds allocation process and the federal government monitors the states to insure compliance with the rules. Similar rules and regulations guide the local education agencies in distributing these funds to schools and pupils. The primary concern is that funds are used for the intended beneficiaries and that the funds actually supplement the expenditures for that population (NIE, 9-19-77).

Funds allocation requirements to both SEAs and LEAs in the areas of eligibility and targeting exist to insure that districts, schools and students, that receive funds are indeed those the legislation was intended to serve. Districts and schools in attendance areas which have a high density of poor children, are defined as eligible and children who are educationally disadvantaged within those schools should be the recipients of the services.

Maintenance of Effort (P.L. 95-561, Section 126a), requires that state and local educational agencies maintain their level of fiscal effort and do not decrease their funding level while receiving Title I funds. This requirement is designed to insure that states and districts do not substitute Title I funds for general aid, that federal assistance is indeed supplemental and that the financial

responsibilities for basic education do not transfer to the federal government (NIE, 9-19-77).

Excess cost provisions, added in 1974, stipulate that funds allocated under this Title can be used only to support the excess costs of the programs associated with the Title (P.L. 95-561, Section 126b), and are designed to meet the special educational needs of educationally deprived children in low income areas. Title I funds, thus, must pay only those costs for services beyond the normal instructional expenditures. A related regulation, the supplement, not supplant rule (P.L. 561, Section 126c and d), requires that children in Title I must receive the level of funds they would receive if Title I did not exist. Like the maintenance of effort requirement of district level spending, the supplant provision is necessary to insure, at the student level, that Title I, services and programs supplement and not replace those that are normally provided with state and local funds.

Comparability provisions added in 1971 to address problems noted in the local administration of Title I, require that a LEA receive funding only if state and local funds will be used in the district to provide services in the Title I areas which are at least comparable to those services provided in areas in the district, not receiving Title I funding (P.L. 95-561, Section 126e). This means that the level of services in Title I schools must equal or exceed the average level in Non-Title I schools. The

measures of comparability most frequently used are pupil/teacher ratios and per pupil expenditures.

State and federal regulations are designed to carry out the intent of the statute and, though restrictive in some respects, are deemed necessary by the legal boundaries of the statute. These regulations exist, in part, because of past district and state misuse of the Title I funds to provide general aid for district wide needs (Berke and Kirst, 1972) and avoidance of the intent of equality of educational opportunity by improving education in existing segregated schools (D. Cohen, 1969). States and local districts are responsible for program monitoring to make sure that minimum standards are met, for complaint resolution, auditing, technical assistance, dissemination of information, record keeping, fiscal control, fund accounting, enforcement, reporting, etc. (PL 95-561, Section 171-174).

In addition to the funds allocation requirements, there are a number of program development requirements which detail the method that districts must use in the design and implementation of their programs. Described in Section 124, these requirements for design and implementation of programs include the following:

1. Assessment of Educational Needs - requires that an LEA must conduct an annual needs assessment, to identify those children who have the greatest educational need, decide upon the focus of the instructional program and specify the needs of participating children.

2. Planning - a formal plan must be established for the program which specifies the activities and services designed to accomplish the outcomes desired from the needs assessment.
3. Sufficient size, scope, and quality - minimum program expenditure levels are set such as to insure that projects are of sufficient size, scope and quality to give reasonable likelihood of success in meeting the needs of the targeted children.
4. Coordination with other programs - the school district must demonstrate that it has made efforts to avoid duplication of effort and that the various other state and federal programs and projects complement each other.
5. Evaluations - LEAs must periodically evaluate the effectiveness of programs funded under Title I in relationship to meeting the special education needs of educationally deprived children. These evaluations must also include objective measurements of educational achievement in basic skills and must address the purposes of the programs.
6. Information Dissemination - procedures must exist for acquiring and disseminating to teachers and administrators significant information on promising educational practices developed through Title I projects.
7. Sustaining Gains - programs must include components designed to sustain the achievement of children beyond the school year.
8. Participation - teachers, school boards and parents must be involved in the planning and evaluation of projects and programs.
9. Training of Education Aides - any aides, including volunteers must have well developed and coordinated programs of training.

The above program development regulations and the funds allocation rules provide a framework for SEAs and LEAs as they develop and implement projects under Title I. SEAs and LEAs have the flexibility of imposing additional regulations as long as they are within the context of the

federal framework. As a consequence, the funds allocation and program development processes differ as they are implemented in the various states and local school districts.

The State of Michigan, Article 3,  
Public Act 94

Title I is not the only source of funding for, or enacted legislation, which focuses on the "disadvantaged" or "deprived" child. Since 1963, when California enacted the first state compensatory program (NIE, 9-19-77), other states have begun to appropriate funds to school districts to meet the special educational needs associated with those children. In 1971, the Michigan State Board of Education began to ask support from the state legislature for funding of programs to provide additional support to compensatory education in the State of Michigan. The legislature responded in the 1971 session and appropriated \$22,500,000 for compensatory education during the 1971-72 school year. In 1979-80, \$32,936,500.00 was allocated (Article 3, section 31). This program, once called Section 3, then Chapter 3, and now Article 3, is part of the Michigan School Aid Act.

The State of Michigan, Article 3 of Public Act 94 (1979) entitled, "Improvement in Basic Cognitive Skills," is a compensatory education act which provides state funds for programs . . .

designed to improve the achievement in basic cognitive skills of pupils enrolled in grades K to 6, who have extraordinary need for special assistance to improve competency in those basic skills and for whom the



districts are not already receiving additional funds by virtue of the pupils being physically, mentally, or emotionally handicapped.

This article considers "in need of substantial improvement in basic cognitive skills," those pupils who have attained 40 percent or fewer of the state's reading and mathematics objectives.

Funds are allocated at the rate of \$250.00 per eligible pupil to districts which have 15 percent or more of their K-7 pupils attaining 40 percent or less of the reading and mathematics objectives over three years as measured by the Michigan Educational Assessment Program. Allocations to eligible districts, as determined by the formula, are distributed in descending order to districts with the greatest concentrations of eligible pupils, until the appropriated funds are exhausted. Like Title I, Article 3 has several statutory requirements, most of which, like Title I, are designed to insure that the funds support special services for the intended students and that they do not serve as general school aid. Section 35 of Article 3 includes the following requirements:

- (a) The district has applied for the funds on a department form.
- (b) The district must show comparability among schools within the district.
- (c) The district must involve parents, teachers and administrators in program planning and implementation.
- (d) Not less than 50 percent of the funds must be spent in areas that have high concentrations of low income pupils as described in Title I legislation.

- (e) Pupils selected must be educationally deprived and selected from among the lowest achievers.
- (f) Programs must have performance objectives and these objectives must be evaluated.
- (g) Services must be specific to the needs of the participating children and must be supplementary.
- (h) Records of compliance must be kept.

Like Title I, Article 3 programs are monitored to insure compliance with the requirements and state rules and regulations further specify how districts must meet the requirements of the statute.

#### Compensatory Education and Related Research

With the large dollar amounts expended on compensatory education, it seems reasonable that evaluation and research efforts would focus on the results of these programmatic efforts. In fact, in both the programs cited, evaluation is required by statute.

The findings of early research on compensatory education and achievement have been summarized by Averch (1972) as follows:

- (a) Beneficial results are rarely found in the large scale studies though a few short run smaller surveys tend to show modest positive effects.
- (b) Pupils from the more disadvantaged economic background seem to have greater progress in highly structured programs.
- (c) The short run gains fade away rapidly if not reinforced.
- (d) The level of funding is not a sufficient condition of success.

In 1974 Congress expressed concern for evaluation of compensatory education programs, especially Title I. This concern was due, in part, to the fact that early studies of compensatory education had focused only on achievement and that the results of these studies had at best been discouraging (Berke and Kirst, 1972). The concern of Congress was expressed through the Education Amendments of 1974 (Public Law 93-380) which directed the National Institute of Education to conduct a comprehensive study of compensatory education programs. Congress requested that NIE examine the accomplishments of compensatory education programs over the previous ten years and seek information as to how they might be improved. In response, NIE examined the legislation and contracted for research to judge whether Title I and, to a lesser degree, other state compensatory education programs had met the objectives of: the allocation of funds, the delivery of services and the development of children.

In the area of services to children, the primary focus of this review, the results of NIE's research reported by the National Advisory Council of Education of Disadvantaged Children, indicated that 90 percent of all school districts received Title I funds, which are used primarily in the elementary grades and serve over six million children with program emphasis primarily in basic skills instruction. However, the survey noted that only 66 percent of eligible children are served due to limited funding.

The instruction for Title I students was largely individualized and in small classes averaging nine students in reading and twelve in language arts and mathematics. An average five and one-half hours per week were spent in special instruction. Various instructional approaches were examined in the Instructional Dimensions Study (Kischner Associates, 1977). Overall, the IDS results indicated that children had made significant achievement gains. However, since the classrooms studied were not selected randomly, it cannot be concluded that overall compensatory education students are gaining. In general, the NIE findings do not indicate that success is pervasive or that the problems reflected in early research had been solved.

The Instructional Dimensions Study also examined the location of instruction and found that first graders did better when mainstreamed rather than in a "pull out" instructional program.

Pull out instruction was found to be the prevailing practice primarily because it is the simplest means of insuring that Title I children are indeed receiving supplemental services. According to the Kischner study, 75 percent of the children in compensatory education reading programs, 41 percent in language arts and 44 percent in mathematics receive pull out instruction. This method removes compensatory education children, at least temporarily, from the mainstream of noncompensatory education students. The study noted that while most compensatory education students

are in heterogenous homerooms, 24 percent of these students receive all of their instruction in groups comprised of only compensatory education students. Though this procedure may insure that the programs are indeed not supplanting, it constitutes a type of homogenous grouping, based upon academic ability.

Grouping practices in a school are a product of organizational decision making as to both vertical and horizontal organization. Vertical organization refers to the school plan or arrangement by which students progress upward in the school program.

The range of choices for vertical organization include graded or traditional groupings, nongraded grouping or some combination of the two such as a continuous progress organization. Horizontal organization determines how students are grouped within individual classrooms. There are two basic categories of horizontal organization, homogenous and heterogenous placement patterns. Heterogenous groups are arranged based on such things as random assignment, alphabetical assignment or any other plan not concerned with the individual qualities of the student. Quite the opposite of this is homogenous placement by which students are brought together in groups based upon some shared characteristics among the students. In compensatory education, low achieving children are placed together for instruction. This type of grouping the most common form of homogenous



grouping in public schools, is termed ability grouping (NEA, 1968).

Ability grouping is the practice of arranging groups of students in different sections or classrooms within a grade and assigning different teachers to these groups (Mills and Bryan, 1976). Students are placed on the basis of their performance on standardized tests, past academic performance, teacher, counselor or administrative recommendation or some combination of these criteria. The anticipated consequence is to create groups composed of students who have the most similarity in terms of certain factors which are felt to affect learning. According to Rosenbaum (1976, p. 5), "ability grouping selects on the basis of ability, differentiates instruction by quantity and intensity of work and attempts to suit work to each student's unique intellectual abilities." The goal of such grouping is instructional improvement. The practice in compensatory education programs is similar. Students are tested and the lowest achievers are provided with compensatory education services, primarily outside the regular classroom.

Another type of homogeneous grouping is referred to as tracking. Those school selection systems that attempt to "homogenize classroom placements in terms of students' personal qualities, performance or aspirations" are termed tracking (Rosenbaum, 1976, p. 6). Tracking is particularly prevalent in secondary schools where students are assigned

to curriculum groupings such as College Preparatory, Business or General, based on a variety of factors, of sometimes questionable validity.

In both ability grouping and tracking the plan is that the resulting composition of student groups are increased in homogeneity on some specific characteristic, be it test scores, post high school plans, past academic performance, etc. However according to the Findley and Bryant study (1971) on ability grouping approximately 82 percent of the districts studied used test scores as the sole basis or one of the criteria for student placement.

The primary purpose of ability grouping is said to be to improve instruction and consequently learning, by reducing the range of differences in academic ability within each classroom. This is indeed the case in compensatory education programs. Many advantages and disadvantages have been cited for this type of grouping by its supporters and opponents. Mills and Bryan (1976, pp. 4 and 5) cite the following:

#### Advantages

1. It permits students to move at their own learning rates.
2. It allows students to compete on a more equitable basis.
3. It makes curriculum planning easier for teachers by reducing the range of students to teach.
4. It makes possible for each student to taste some success.



5. It improves student self image in the groups that are ahead.
6. It decreases discipline problems.
7. It simplifies scheduling procedures for the administration.
8. It is favored by parents, especially those of more talented students.
9. It makes it possible to have both remedial and enrichment programs.
10. It permits the more efficient purchase and use of materials.

The same advantages are often cited for compensatory education programs.

#### Disadvantages

1. It reduces, for students placed in groups that are average or behind, the stimulation and leadership provided by the students who are in groups that are ahead.
2. It stifles the socialization process, making students who are ahead more snobbish and the students who are behind feel like second class persons.
3. It encourages some teachers to expect less from the students in groups that are behind and then in turn teaches them less.
4. It may result in segregation of students by race or family income.
5. It fosters unhealthy self concepts among students placed in groups that are behind.
6. It destroys the challenge of competition.
7. It creates morale problems for teachers assigned to teach the groups that are behind.
8. It allows students little opportunity for movement throughout the school years as a result of initial grouping.

9. It may result in the assignment of the least able and least experienced teachers to the groups that are behind.
10. It prevents students who are ahead from becoming sensitive to the problems of other students.
11. It results in decreased motivation, especially at the average and below average levels.
12. It is sometimes based on invalid criteria.
13. It occasionally creates parent pressure to assign students to classes too advanced for the child.
14. It may concentrate students who have discipline problems.
15. It has not been shown to improve learning and may impede student progress in higher grades.
16. It implies that a student at low achievement at one grade is a slow learner.

Similarly, many of the disadvantages associated with ability grouping are also associated with compensatory education programs.

Much research has been done on ability grouping to determine the validity of these kinds of statements of advantage and disadvantage. Research has considered the effects of ability grouping on achievement, affective development, opportunity, stratification, etc. Studies have shown that due to ability grouping and homogenous grouping practices, Black and White students lead almost entirely separate lives in many racially mixed schools (D. Cohen, 1974) and as a result of such practices, the opportunities of minority students for higher occupational and educational attainment are diminished (E. Cohen, 1975).

### Compensatory Education and Resegregation

Compensatory education programs that place "disadvantaged" or "deprived" youngsters together for instruction have the potential for aiding in the process of resegregation. This problem is magnified in the desegregated school which attempts to provide equality of education opportunity and compensatory education concomitantly.

Desegregation as a policy may vary widely in terms of outcomes and the resultant racial mix of students within particular schools. In addition, it is widely known that desegregated schools display wide variations in the way in which students are distributed in various classrooms and programs within the racially mixed environment. In some desegregated schools, classrooms and programs may be such that minority students are evenly distributed while in others, within the same desegregated district, minorities may be concentrated in some classrooms and programs while being underrepresented in others.

Minority over or underrepresentation in classrooms and programs may result from intentional efforts to produce resegregation. Resegregation may also happen by chance or may be a latent function of the implementation of specific programs or policies such as compensatory education. Placement practices within the desegregated schools have an important impact upon the racial composition of classrooms and programs within the desegregated environment. One of the most frequently used placement practices for bringing

about resegregation is class placement by ability (Levin and Moise, 1975).

Data on the racial composition of compensatory education programs suggests that these programs can have resegregative effects. Glass (1970) has expressed the concern that pull out instruction, a type of placement based on ability, produces this effect. NIE data shows that nationally, of the compensatory education students, 34 percent are Black compared with 19 percent of total enrollment; 10 percent are Spanish surnamed compared with 5 percent of total enrollment and 54 percent are White, compared with 75 percent of total enrollment (NIE, 7-31-77). NIE data also indicate that there is a significantly higher proportion of minority group children in classrooms which contain compensatory education students than in the districts as a whole. The disproportionalities cited remain basically constant across grades, although there is a slight reduction in the percentage of White compensatory education students and a comparable increase in Blacks in grades 6-8 (NIE, 12-30-76).

Students who score low on standardized tests and are thus placed in compensatory education programs are disproportionately from low socioeconomic and minority groups. As tests are the primary tools used for placement, the result is that the compensatory education groups have compositions that are disproportionately minority and lower

socioeconomic status. Thus, resegregation results in those schools that have been previously desegregated.

Placement practices may have the effect of reinforcing discriminatory treatment of minority and poor children by placing them into these low ability groups. School systems which assign a disproportionate number of minority group children to special education classes or to lower ability compensatory groups are being required to justify the imbalance (Oakland, 1974).

This problem has provided the basis for some interesting litigation. The most noteworthy case involving the resegregative effects of ability grouping and tracking is Hobson v. Hansen (269F. Supp. 401). This case involved an assault upon the ability grouping and tracking practices of the Washington D.C. School System. Plaintiffs alleged that these practices, in defiance of the constitution, discriminated against poor and Black children. They presented evidence to show how these practices indeed resulted in resegregating the races. The court held, in Hobson v. Hansen, that a system of grouping which places minority students in the lower curriculum groups and that inhibits movement between groups is unconstitutional. Judge Skelly Wright ordered the abolishment of the Washington, D.C. track system. The court further concluded that any system of ability grouping, which fails to bring the great majority of children into the mainstream of public education, denies

those children equal educational opportunity and, as such, is unconstitutional.

A similar finding was noted in Larry P. v. Riles (343 F. Supp. 1306, 1972), a case filed against the San Francisco Unified School District. This case involved the use of I.Q. tests for purposes of determining whether to place Black students in classes for the educable mentally retarded. Relying heavily on the Hobson v. Hansen decision, the court ordered defendants to refrain from dependence on I.Q. tests in placing Black students in EMR classes, if the consequences of using this standard is racial imbalance in the composition of the classes. The racial imbalance had been demonstrated in the plaintiffs' statistics which noted that 66 percent of all students in the San Francisco Unified School Districts EMR programs were Black in comparison to a Black population of only 28.5 percent overall in the district. Similar overrepresentation was noted state wide.

Research studies designed to determine the effects of racial mix in the classroom, have tended to support the courts' decisions on the importance of racial balance in the classroom. In a study of over 5,000 ninth grade Black students, James McPartland (1968) found that

controlling for the percent of Whites enrolled in the school does not eliminate the effect of differences in classroom racial composition on Negro students achievement. . . . This means that regardless of the racial composition of the school, the average achievement of Negro students increases with the proportion of their classmates who are White (pp. 95-96).

McPartland further stated (p. 98) that "an understanding of the mechanisms which place Negroes in segregated classes within desegregated schools is needed before the above results can be accepted with confidence." Data show that the likelihood of a Negro student having mostly White classmates is a function of the program and of the track or ability group in which he is enrolled. This supports the notion that mere school desegregation does not provide for equality of educational opportunity without the further step of desegregating the classroom. It suggests also, that the negative impact of the segregated classroom may be greater in the desegregated school than it is in those that remain segregated. The above notion was supported by the U.S. Commission on Civil Rights in its 1965 study Racial Isolation in the Public Schools.

Hickerson (1963), in a California high school study, attempted to learn whether minority and nonminority students received similar kinds of educational experiences. He found that proportionally, Negro representation in the advanced English sections and the college preparatory curriculum was lower than that of White, Mexican American, and Filipino students.

Similarly, Rist (1978), in a case study approach to analyze the integration of thirty Black students in the Brush Elementary School in Portland, Oregon observed that, despite the fact that the children were said to be "placed

in classes without regard to race, the Black students usually ended up in the lower half of the class."

In a recent court ordered evaluation of the school desegregation order in the Kalamazoo, Michigan Public Schools (Green and Cohen, 1979), it was reported that Black Junior High School students were overrepresented in the slower reading classes while being underrepresented in the regular English courses. These students were also underrepresented in the advanced mathematics courses and overrepresented in the regular and individual mathematics classes. Racial disproportionality patterns were also noted at the elementary school level where Blacks were overrepresented in compensatory education programs during the years 1971 through 1978. In 1977-78 Blacks constituted 48.4 percent of the enrollment in Title I classes as compared to an overall elementary enrollment of 26 percent.

These figures are even more significant when one notes that in 1977-78 other minorities accounted for 31.5 percent of the enrollment in Title I compensatory education classes. Adding these two figures, it is evident that in 1977-78 minorities accounted for 79.9 percent of the enrollment in Title I compensatory education in the Kalamazoo Public Schools, while comprising only 30 percent of the total elementary school population (Green and Cohen, 1979).

The National Institute of Education has included placement practices as one of the mechanisms which enhance resegregation in education. NIE views this problem as one



of its priority research concerns as educators begin to deal with the second generation desegregation issues. In an undated position paper on resegregation the institute considered the long term effects of resegregative placement practices "profound for life chances and adult opportunities" (NIE, p. 22). As such, educators need be especially cautious that the schools are not using placement practices which defeat the goals of equal educational opportunity (Eash, 1961).

In a comprehensive review of the research on the relationship between school desegregation and academic achievement, Weinberg (1975) concluded that one of the important factors which leads to dramatic gains in the achievement of racial minorities in desegregated schools is comparable desegregation at the classroom level and a lack of rigid placement by ability.

The federal government is also concerned about the impact of placement practices on the racial mix of students in desegregated schools. In an effort to curtail placement by ability, the Department of Health, Education and Welfare established standards that require nondiscriminatory tests and placement standards, and frequent reassessment of mobility between groups. Districts may become ineligible for certain funds if they maintain any practice, such as ability grouping, that racially isolates students (Mills and Bryant, 1976).

Even though the intent of these practices may not be racially motivated and many are defended by school personnel as necessary for instructional efficiency and effectiveness, the consequences indeed appear to disproportionately relegate minority students to lower ability groupings, such as compensatory education classes; and thus resegregate them within the desegregated setting. "Substantial minority overrepresentation in these programs is universally found, no matter who undertakes the inquiry: education researchers, litigants objecting to particular classification practices, even state departments of education" (D. Kirp, 1973, p. 761). Judge Skelly Wright, in his comments in Hobson v. Hansen, sums up this behavior on the part of educators by stating that "the arbitrary quality of thoughtlessness" can be just as harmful and destructive to students as "the perversity of a willful scheme" (296 F. Supp. at 496). Richard Nixon termed it, "benign neglect." The courts and researchers agree that such practices resegregate, are potentially harmful to minority students and represent a denial of their right to equality of educational opportunity.

#### Compensatory Education and Differentiation

Implicit in the idea of grouping and as such placement practices is the concept of differentiation. Differentiation refers to those school practices which render differentiated judgements of academic worth or potential and which create classes, classifications or categories of

students. Accomplishing differentiation includes such practices as setting differential goals and objectives and utilization of different instructional methods and curricular materials which may ultimately limit student mobility both within the school and in society. Although today's American educational practices subscribe to the ideas of differentiation, this has not always been the case.

Common Schools, the prevalent educational institution during the early nineteenth century, were built upon a foundation of equity in education and to that end the goal was to provide a common educational experience for all children irrespective of background (Coleman, 1969). This conception changed during the twentieth century as American education began to educate children for differentiated occupational roles in society (Hurn, 1978). This idea of equality became one of providing individual children with the kind of program that best met their individual needs. Coupled with the needs of an expanding industrial society, the idea of differential education was enhanced and was accomplished by a variety of placement procedures. Students were tested, classified and assigned to programs with curriculum designed to prepare them for "differential destinies" (Brookover et al., 1974).

The importance of public education, as a means of selection and channeling students through differential educational experiences, was further enhanced in the 1950s by an emphasis on differentiated education for talented

youth and in the 1960s with a similar differentiation for "disadvantaged" youth (Spring, 1976). Educational spokespersons, such as Dewey and Conant, were instrumental in proliferating the idea of educating children according to individual interests and needs. As a result, the concept of equality became one of providing special educational programs that would provide equal chances for children of all backgrounds. The differentiating functions, instead of the unifying functions, became the mode (Gumbert and Spring, 1974) and individualization of instruction the primary method. Reconciling this distinction between equality, as equal access to a common curriculum, and individuality of needs can be difficult in the classroom where teachers cannot be sure whether the differentiation of work in order to meet individual needs may not serve to recreate inequities which grouping was designed to avoid (HMI, 1978).

Brookover et al. (1974) have drawn this distinction well in their presentation of two ideal types of educational systems. A distinction is made between the equality-oriented school and the differentiation-oriented school. In the equality-oriented school, there is no formal identification of differences or classification and labeling of students. Students are randomly clustered and share common goals and curriculum. On the other hand, in the differentiation-oriented schools, there exists carefully planned systems for identifying differences among students and policies and practices which classify, label and assemble students for

individual instruction and differential goals and curriculum. In the case of ideal types, rarely is a pure form present in reality. Brookover et al. note, however, that the prevalent type of school in America fits the differentiation-oriented model.

Based upon the idea of differences, students are subsequently placed into programs, such as compensatory education, which are designed to remedy these differences. According to some, this practice serves to enhance the differences rather than alleviate or diminish them.

The post Brown v. Board of Education era provides still another focus on equality that is related to differentiation. The Civil Rights Act of 1964, ESEA, 1965, and the Equality of Education Study placed emphasis on the importance of educational outcomes as a measure of equality. The idea that it was the states' obligation to provide equal educational outcomes to all children began to receive some acceptance. As in differentiation, it would appear that the individualization of goals, curricular materials and instructional methods, would not provide a situation that affords equality of opportunity in the sense outlined above. Attempts to provide equal educational outcomes may, in fact, result in a denial of equal educational opportunity. This position is well summarized by Brookover and Erickson.

The almost universal belief in limited learning abilities and in the appropriateness of highly differentiated levels of achieving much human behavior causes

many to believe that American education cannot and should not be modified to enhance the achievement of students labeled as slow learners. The current emphasis upon individual differences and the resulting individualization of educational programs based upon presumed differences in ability are not likely to produce change that will enhance the learning for all. Most proposals for the improvement of American schools are firmly based on this concept of wide differences in ability to learn and the design of widely differentiated and individualized programs of instruction. Treatments and educational reform based upon this perception are almost certain to enhance the differences in learning rather than maximize the learning for all (Brookover and Erickson, p. 384).

In short, treatment by differentiation or matching individual differences and instructional strategies may serve to maximize those differences. This situation is particularly critical where ethnic group differences are involved. Effectively providing specialized instruction to certain students and not others, presents "prima facie evidence of discrimination" against those children not provided the special instruction. They are denied equal protection of the laws (G. Ratner, 1974). These kinds of assumptions about ability and remediation become apparent when one carefully examines policy decisions such as those that underlie programs of compensatory education.

An analysis of current educational policies at the federal level reveals illustrations of quite conscious and deliberate differentiation of students. While it is not the intent of these policies to deny equal opportunity or harm students, they may in practice do so.

Research conducted by the American Institute of Research (AIR) on the degree of individualization and its

relationship to achievement, supports the Brookover-Erickson statement. In their study of many federally supported programs, the institute researchers found no evidence that individualization was substantially and positively correlated with achievement. This data is interesting in light of the fact that compensatory education programs focus on individualization as a goal. In fact, the AIR data appears to indicate that students enrolled in programs with the most moderate emphasis on individualization showed the greatest improvement (Longstep Study, 1976).

Similarly, AIR conducted a study to determine the cognitive and the affective impact of bilingual education on students in Spanish/English bilingual education projects funded through ESEA Title VII. The results showed that the fall to fall achievement gains in English, reading and in mathematics computation were "neither significantly nor substantially different" from what would have been expected without participation in a Title VII Project (AIR, 1978, p. 13).

The Instructional Dimensions Study, mentioned previously (Kirschner, 1977), defined individualized instruction as the use of instructional strategies such as matching students to curriculum levels by the use of pretests and mastery tests, testing practices, assignment and grouping practices, use of alternative learning routes for students with learning difficulties and sequencing and pacing through instructional materials. The study found that for both

compensatory and noncompensatory education students in first grade reading and for the full sample of students in first grade reading and math, "the individualization element is not an important predictor of achievement as a unique source."

These studies appear to suggest that there is limited value, in terms of achievement gains, in programs like compensatory education that differentiate among students by individualization and differentiation.

In an investigation of mixed ability grouping practices in England, Her Majesty's Inspectorate, acknowledging the existence of differentiation in objectives, teaching materials and methods stated that: "It is important that any differentiations in tasks and expectations on the part of teachers are made in a spirit which does not suggest that the work of these pupils is less worthwhile" (p. 65).

These investigators further stated that in mixed ability classifications, certain difficulties remain for the academically weak.

Where they are regularly withdrawn from lessons in order to receive extra training in the basic skills, their ability to benefit from the lessons in these subjects they do attend is rapidly reduced to none. It is clearly essential that there should be close liaison between those responsible for remedial education and staff in other subject departments and that withdrawal programs are carefully coordinated so as not to compound failure in some directions, while attempting to treat it in others.

These comments appear to suggest that HMI was concerned about the potential negative impact of differentiated



goals, objectives and curriculum on the student and the problem associated with pull out instruction. Relating these statements to the high percentage of pull out programs in compensatory education, one wonders if this policy is indeed capable of providing any real benefits, inclusive or exclusive of equal educational opportunity.

Instructional differences between groups were observed by Heathers (cited in Persell, 1977, p. 89), who noted that teachers stressed the acquisition of facts and used rote drill when dealing with "slow learners," while using approaches that emphasized concepts and independent projects with high ability students. Heathers also noted a nationwide study by Squire which revealed that English teachers used monotonous, humdrum and uncreative instructional methods with "slow learning" sections.

Persell (p. 90) also discussed a study by Keddie on streaming in the British comprehensive schools. This study highlighted the fact that students in different streams received different educational content within the same curriculum. For example, Persell notes that in a class in economics the A-stream (High Ability Group) would be taught how different types of taxation work, while the C-stream (Lower Ability Group) would be taught how to complete a tax form. Stein (1971), in expressing a similar notion, discusses how the kindergarten Black and Puerto Rican children are taught "to hang up their clothes and take turns while White children are taught numbers and letters." The

question might be posed as to whether the same or similar differences exist in U.S. compensatory and regular classes.

As noted earlier, research in placement by ability has tended to show that there are slight improvements in the academic performance of the high ability students and substantial losses for the average and low groups. The conclusion is generally that it was the classification by ability that led to these changes in achievement. Little consideration is given to the possibility that gains by the higher groups may result from differential curriculum content, goals, objectives and/or instructional methods provided to these groups and not provided to the other groups. It appears, from the studies cited by Persell, that students in the higher groups have access to those instructional methods that are most valued in education, and that they are also provided with curriculum content that is more advanced. This may result, as in the instance of compensatory education programs, in widening the gap in educational achievement between differentially treated students and limit the potential for student mobility. Hobson v. Hansen addressed the issue of limited student mobility within a track system that provided a "watered down" curriculum to lower ability students in the Washington, D.C. schools:

More importantly, each track offers a substantially different kind of education, both in pace of learning and in scope of subject matter. . . . For a student locked into one of the lower tracks, physical separation from those in other tracks is of course, complete, insofar as classroom relationships are concerned, and the limits on his academic progress and ultimately, the

kind of life work he can hope to attain after graduation, are set by the orientation of the lower curriculum. . . . In theory, since tracking is supposed to be kept flexible, relatively few students should actually ever be locked into a single track or curriculum. Yet, in violation of one of its principal tenets, the track system is not flexible at all.

The evidence cited appears to suggest that the practice of placing students by ability may result in differentiated curriculum and instructional methods which can lead to an increase in achievement differences between the students. Rosenbaum (1976) has noted that in addition to the effect that tracking has on such variables as school participation, friendship choices and social stereotypes, this system also "actually influences students' IQs in ways that support the operation of the track system" (p. 13). Even though these practices may be instituted to serve legitimate pedagogical aims or to meet the statutory requirements of legislative mandates, such as Title I and Article 3, they may in reality, function to restrict student opportunities for mobility by locking them into differential educational experiences which do little to improve their skills and may even assist in maintaining and promoting the variations that led to the initial placement. Thus in compensatory education programs, placement may serve to defeat the goals of equality of educational opportunity.

#### Summary

This literature review suggests that the compensatory education policies and programs implemented in the

United States may have a latent function of resegregation and differentiation of students which may serve to defeat the goals of equality of educational opportunity. This review further indicates that the implementation of compensatory education programs such as Title I of the Elementary and Secondary Education Act and Article 3 of Michigan Public Act 94, may lead to grouping practices which reduce the range of academic ability in the instructional unit and may concentrate minority students in some classrooms and programs within a desegregated school. The outcomes of this racial disproportionality, appear, in large part, contrary to the national goal of equality of educational opportunity.

This chapter has also discussed the differentiation practices that may occur with the implementation of compensatory education programs. The research suggests that these practices may result in denial of equal educational opportunity by differentiating among students in the learning objectives that are set, the expectations held and the instruction provided.

In Chapter III, the methods by which this phenomenon was examined in one midwestern school district will be outlined and instrumentation will be explained.

## CHAPTER III

### DESIGN OF THE STUDY

#### Introduction

In this chapter the school district, in which the study was conducted, will be described along with specifications regarding the sample schools selected from this population. Demographics on the participating staff members will also be presented. The instruments and procedures developed for data collection will be discussed. Finally, the research questions and criteria for analysis of the data will be put forth.

#### The Setting

This study was conducted in a medium sized, mid-western, urban school district that had been ordered by the court to desegregate. In September, 1971, the Board of Education of this district appointed a Citizens Advisory Committee on Educational Opportunity and charged them with the task of developing a desegregation plan and timetable for the district. Their report, modified by the Board of Education, was adopted in June 1972 in spite of opposition by a citizens group for neighborhood schools. The four

phase desegregation plan called for geographic clusters of elementary schools, busing, and demographic studies of the district to determine what schools had racially imbalanced enrollments. The citizens group against this plan, meanwhile, successfully filed recall petitions against the five Board members who voted for the cluster desegregation plan and in the November 1972 election, these five members were recalled from office. Later, five candidates endorsed by the opposition group were elected.

The newly constituted board quickly voted to repeal the cluster desegregation plan but the National Association for the Advancement of Colored People requested a restraining order and the judge issued a preliminary injunction ordering the Board to reinstate the plan during the 1973-74 school year. That school year saw the expansion of the cluster desegregation plan and in the following year evaluation indicated that the programs were working well.

In October 1975, the school board rejected a plan calling for final desegregation of all elementary schools and for the desegregation of a newly constructed elementary building. The case went to trial in Federal District Court.

In issuing his opinion, the judge noted that the district had been operating a dual school system and ordered the district to submit a comprehensive desegregation plan that would end racial isolation in the district. A Board appeal was denied in 1977 when a three judge panel of the United States Sixth Circuit Court of Appeals issued

a ruling upholding the lower court's 1976 finding of liability against the district. Still determined to fight the decision, the Board appealed the decision to the U.S. Supreme Court which refused to hear it, leaving the district obliged to fully implement desegregation.

The urban school district in question had a student population in grades kindergarten through 12 of over 26,000 pupils in the 1979-80 school year. Of this total approximately 67 percent were Caucasian, 21 percent Black, 9 percent Spanish surnamed, 1 percent Asian, and 1 percent of American Indian descent. Approximately 23 percent of the elementary students, 19 percent of the junior high students and 12 percent of the senior high students were from families considered to be low income by the district's standard of the proportion of the total enrollment from families receiving assistance under the Aide to Families with Dependent Children (AFDC) program.

The district was comprised of forty-one elementary schools, five junior high schools and four senior high schools. Twenty of the district's elementary schools were involved in the 1975 U.S. District Court order to implement the cluster desegregation plan. It employs over fifteen hundred teachers and over one hundred principals and other administrative personnel.

The district operated in 1978-79 with an annual general fund budget of over sixty million dollars of which about 80 percent came from a combination of state basic aid

and local property taxes. Federal and state compensatory education programs operated in the district provided revenues, during the 1978-79 school year, of over seven and a half million dollars. Among the federal and state compensatory education programs in this district are Title I of the Elementary and Secondary Education Act (ESEA) and Article 3 of Michigan Public Act 94.

Part A of ESEA Title I, as it operates in this district, is designed to assist underachieving students living in low income areas. The purpose of programs funded under part A are to increase these students' skill levels in reading and mathematics. The district budgeted over two million dollars for the program during the 1979-80 school year and served over three thousand students. During the 1978-79 school year, the district served approximately 2,300 students under the program of whom about 54 percent were non-white. This was at a time when nonwhite students constituted 33 percent of the district's students.

Students eligible for programs funded under Title I in this district are identified at the building level and according to district guidelines should be selected based upon lowest achievement in reading and mathematics. This determination, by building staff, is made in several ways. Selection of kindergarten and first grade students is primarily based on teacher judgement. In grades two through six the district staff outlined several possible means for



building staff to use during the 1979-80 school year. These include the following:

- (1) Past Participation in Title I Program.
- (2) District Instructional Guidance Plan.
- (3) Diagnostic testing from basal series or supplemental materials.
- (4) Preschool testing for kindergartners.
- (5) Michigan Education Assessment Program results for upper elementary students.

Whatever means is decided upon ultimately building staff must objectively rank order all students by grade and those students who have been defined as having the greatest academic need must be provided Title I services first.

The District Instructional Guidance Plan is used to select the learning objectives for Title I students and also serves as a means of evaluating the success the students experience in meeting their objectives. This system uses a mastery approach (test-teach-test) to learning which is composed of 135 kindergarten through grade 6 reading objectives and 155 kindergarten through grade 6 mathematics objectives.

The instructional program of Title I, which provides services in reading and/or mathematics has cognitive objectives of sixteen new District Instructional Guidance Plan reading and/or sixteen new District Instructional Guidance Plan mathematics objectives for the school year. In 1979, slightly over 50 percent of Title I students served in the

district gained sixteen or more objectives in reading while nearly 70 percent gained sixteen or more District Instructional Guidance Plan mathematics objectives (Table 3.1).

District data indicated a substantial increase in the percentage of Title I eligible students achieving sixteen or more reading objectives from 1976-77 to 1978-79 while noting little change in mathematics achievement for the same period (Appendix A). It should be noted that Table 3.1 provides only information regarding the number of objectives mastered with no indication of the level of these objectives.

Like Title I of ESEA, Article 3 of the Michigan School Aid Act provides formal assistance to districts for programs designed to improve the cognitive (reading and mathematics skills) skills of low achieving students. All of the elementary schools in this district receive Article 3 funds. The district budgeted over \$900,000 for this program during the 1979-80 school year. During the 1978-79 school year over 3,000 students participated in Article 3 programs. Approximately 50 percent of these students were nonwhite at a time when nonwhite students constituted 33 percent of students district wide.

Article 3 eligible participants are identified by ranking all students in one building according to their scores on the Stanford Achievement Test (SAT). The quota of Article 3 eligible students per building is set by the district and is filled by selecting those students with the

Table 3.1.--District Instructional Guidance Plan Reading/Mathematics Achievement in Title I, May 1979.

Program	Number of Children	Average Number of Objectives Gained	% Gaining 0-4 Objectives	% Gaining 5-9 Objectives	% Gaining 10-15 Objectives	% Gaining 16 or More Objectives
Title I Reading	1863	15.7	5.7	14.2	29.9	50.2
Title I Math	1606	19.9	3.3	6.7	20.2	69.8

lowest Stanford Achievement Test scores until the quota is reached. Schools receive approximately two hundred dollars for each Article 3 eligible student in the building and funds may be used to provide those services considered necessary by the local building staff to improve reading and mathematics skills of the eligible students.

Like Title I, Article 3 cognitive objectives and evaluation criteria are based upon the District Instructional Guidance Plan and students are expected to gain sixteen new District Instructional Guidance Plan reading and sixteen new District Instructional Guidance Plan mathematics objectives during the school year. In 1979, district-wide, 51.6 percent of the Article 3 eligible students gained sixteen or more objectives in reading while 65.6 percent gained sixteen or more of the mathematics objectives (see Table 3.2).

According to district data, the number of students achieving sixteen or more objectives in Article 3 programs has shown an overall increase from 1976 to 1979 (Appendix A). Like Title I, the district gives no indication of the level of these objectives.

#### Description of the Sample Schools

Due to the fact that the policies and programs under consideration (desegregation, Title I and Article 3) exist in this district primarily at the elementary level, the population for this study was limited to elementary schools

Table 3.2.--District Instructional Guidance Plan Reading/Math Achievement in  
Article 3 Programs, May 1979.

Program Article 3	Number of Children	Average Number of Objectives Gained	% Gaining 0-4 Objectives	% Gaining 5-9 Objectives	% Gaining 10-15 Objectives	% Gaining 16 or More Objectives
Reading	3214	15.8	6.4	14.2	27.8	51.6
Math	3214	18.9	3.7	8.8	21.9	65.6

in the district. From a list of the district's forty-one elementary schools, the researcher identified criteria for grouping the schools.

First, schools were dichotomized based upon whether or not they had been included in the cluster arrangement of the desegregation plan. As mentioned, twenty elementary schools fell into the former category leaving twenty-one in the latter category. The twenty cluster desegregated schools all received funds under the Emergency School Aid Act (ESAA, 1972) which provides financial assistance

to meet the special needs incident to the elimination of minority group segregation, to encourage the voluntary elimination, reduction or prevention of minority group isolation in elementary and secondary schools with substantial proportions of minority group students and to aid school children in overcoming the educational disadvantages of minority group isolation (Section 702, Emergency School Aid Act).

Secondly, the schools were divided based upon the presence or absence of the ESEA Title I compensatory education programs. Twelve schools involved in an ongoing research project associated with a major eastern university were excluded from this study. Finally, five additional schools participating in other major research efforts or special programs were also excluded. The remaining twenty-four elementary schools comprise the population of schools under study.

These twenty-four schools were grouped into three categories as follows:

Category A

Those schools that had both ESAA programs and the ESEA Title I programs. Seven of the twenty-four schools fell into this category.

Category B

Those schools that did not have ESAA programs but did have the Title I program. Eight of the schools fell into this category.

Category C

Those schools that had neither ESAA or Title I programs. Nine schools fell into this category.

It will be recalled that all of the elementary schools in this district participated in the Article 3 program. Each school in each category was assigned a number and using a table of random numbers, one school from each category was selected for the three school sample.

District evaluation personnel were informed of the three schools selected for study and their approval as well as the approval of the three school principals and a district review committee was obtained. The schools are identified as School A, School B, and School C consistent with the selection categories outlined earlier.

School A is an elementary school serving approximately 300 students in grade kindergarten through grade four. The student population in 1979 was 56 percent Caucasian, 10 percent Latino, 32 percent Black, and 2 percent Asian. Approximately 30 percent of the students were from families

receiving Aid to Families with Dependent Children (AFDC). This percentage is slightly above the district AFDC percentage of 27.5.

The school receives funds from ESAA, Title I and Article 3 as well as several other special categorical aid programs (Migrant, Indian, Bilingual). In 1979-80 approximately \$42,000 was budgeted for Title I and over \$11,000 for Article 3 programs. The number of pupils expected to participate only in Title I programs in 1979-80 was eighty-four, none for Article 3 only, and fifty-nine students were expected to participate in both Article 3 and Title I.

School B is an elementary school serving approximately 300 students in grades kindergarten through grade six. The student population in 1979-80 was 61 percent Caucasian, 9 percent Latino, 29 percent Black, and 2 percent American Indian. Approximately 26.5 percent of the students were from families receiving Aid to Families with Dependent Children (AFDC) which is slightly below the district average of 27.5 percent.

The school receives funds under Title I and Article 3 as well as several other categorical aid programs (Migrant, Indian, Bilingual). In 1979-80, \$57,202 was budgeted for Title I and \$16,085 for Article 3 programs. The number of pupils expected to participate only in Title I for 1979-80 was 114, none for Article 3 only and eighty-two expected in both programs.



School C is an elementary school serving approximately 350 students in grades kindergarten through grade six. The student population in 1979 was 75 percent Caucasian, 1 percent Latino, 24 percent Black and 1 percent American Indian. Approximately 18 percent of the students were from families receiving Aid to Families with Dependent Children (AFDC) well below the district average of 27.5 percent.

The school receives funds under Article 3 and other categorical aid programs such as Migrant, Indian and Bilingual. In 1979-80, \$13,731 was budgeted for Article 3 expenditures and seventy students were expected to participate.

#### Instruments

The instruments specifically developed for this study included five interview guides and the Student Educational Experience Observation Form. Interview guides were developed for use in interviewing central administrative personnel, compensatory education instructional staff, principals and regular classroom teachers (Schedules A and B). The purpose of these five interview instruments was to guide the interviews of district and local personnel in an attempt to elicit responses appropriate to the seven research questions posed in this study. The interview guides consisted of a variety of questions which focused on aspects of resegregation and differentiation in the

compensatory education programs under study. The interview guides were composed of questions which were designed to allow for maximal flexibility in recording a variety of interviewee responses. Common questions were included in the interview guides of the various personnel types. Other questions were also included which were directed at a specific personnel type and their particular roles in the implementation of the programs under study.

The Student Educational Experience Observation Form was developed for use by observers in recording student educational experiences. The purpose of these observations was to provide a first hand view of the implementation of the programs under consideration. The format allowed the observer to record periodically the demographics of the students educational experience in terms of the subject taught, size of instructional group, racial composition of instructional group, location of the instruction, whether instruction was regular or compensatory and who was providing the instruction.

The instruments were developed with the assistance of Michigan State University, College of Urban Development researchers, professors of sociology, education and geography and school district evaluation personnel. Additionally literature in the area of evaluation of compensatory education programs and specific research from the National Institute of Education, Kirschner Associates and the Kalamazoo Michigan School Desegregation Evaluation provided direction

for the development of specific items and response sets. Copies of the instruments used can be found in Appendix B.

### Procedures

Three basic procedures were utilized to obtain the information reported in this study: the focused interview, observations and review of related district documents, proposals and reports.

Individual focused interviews were conducted with selected central office personnel, principals from the sample schools, compensatory education instructional staff and regular classroom teachers in the sample schools. Using the interview guides, the interviewer elicited responses to the items and recorded them. Teachers and aides volunteered for the interviews and were paid a modest honorarium for the time they spent with the interviewer. Interviews were conducted with school staffs during the Spring of 1979 before school hours, during the lunch hour, and after school hours at the school building and lasted from thirty to sixty minutes each. Central office interviews were scheduled during the normal work day and usually at the central location. Three principals, thirteen central administrators, thirty-one teachers and seventeen instructional aides were interviewed for this study.

Observations of students' educational experiences were conducted with students randomly selected from the target lists of compensatory education students at each of

the sample schools. The purpose of these observations was to compare and contrast the educational experiences of students involved in 0, 1 or 2 compensatory education programs and to provide information to supplement the interviewer's data. Observers, using the Student Educational Experience Observation Form, conducted one day unobtrusive observations of these randomly selected students. Ten students were observed in this study.

In School A four students were observed, one who was involved in Title I and Article 3 programs, one involved in only the Title I programs, one involved in the Article 3 program only and one who was not involved in any compensatory education program. In School B, four students were observed, one student from each of the following categories: Title I program only, Article 3 program only, Article 3 and Title I programs and no program participation. In School C two students were observed; one was involved in the Article 3 program and the other did not participate in any categorical program. Observers recorded, in fifteen minute intervals, the educational experiences of the randomly selected children according to the following:

(1) Subject taught (study or free period, physical education or recess, art or music, mathematics related activity, reading related activity or other subject. (2) Location of the instruction (within the regular classroom, hallway, cafeteria, library, resource room or lab, special learning room or other location. (3) Type of instructor (regular

teacher, specialist, aide, parent volunteer, students, others). (4) Size of the instructional group. (5) Racial composition of the instructional group, and (6) Whether the instruction was regular or compensatory.

The third procedure used, that of reviewing written materials, involved the gathering and reading of a variety of district publications to locate information related to the research questions. Among the most important documents reviewed were the following: Title I and Article 3 funding applications, compensatory education target lists, Title I Needs Assessment, Principals Handbook of Compensatory Education Programs, Evaluation of Elementary Categorical Programs, Paraprofessional Handbook for Compensatory Education Programs, Elementary Education Instructional Guidance Plan Handbook, School District Achievement Analysis and Appendices, and numerous memorandums and brochures regarding such topics as school and student eligibility for compensatory education programs, desegregation history and district budgets.

#### Staff Description

The staff interviewed for this study consisted of a total of thirty-one teachers, three principals, thirteen central administrators and seventeen instructional aides. All volunteered to participate. Demographic data for personnel in these categories is included in Table 3.3.

Table 3.3.--Demographics of Staff Interviewed.

	Teachers and Aides n = 48 (percent)	Central Office Administrators n = 13 (percent)	Principals n = 3 (percent)	Total n = 64 (percent)
<u>Sex</u>				
Male	5 (10.4)	7 (53.8)	3 (100.0)	15 (23.4)
Female	43 (89.6)	6 (46.1)	0	49 (76.6)
<u>Race</u>				
Black	10 (20.8)	4 (30.8)	0	14 (21.8)
White	37 (77.1)	8 (61.5)	3 (100.0)	48 (75.0)
Hispanic	1 (2.1)	1 (7.7)	0	2 (3.1)
<u>Level of Education</u>				
H.S. or Less	10 (20.8)	0	0	10 (15.6)
H.S. + College Credits	6 (12.5)	0	0	6 (9.4)
BA or Less	3 (6.3)	0	0	3 (4.7)
BA + Credits	7 (14.6)	0	0	7 (10.9)
MA or MS	13 (27.1)	2 (15.4)	1 (33.3)	16 (25.0)
MA or MS + Credits	7 (14.6)	5 (38.4)	1 (33.3)	13 (20.3)
Specialist	2 (4.2)	0	1 (33.3)	3 (4.7)
Ph.D. or Ed.D.	0	6 (46.2)	0	6 (9.3)

Table 3.3.--Continued.

	Teachers and Aides n = 48 (percent)	Central Office Administrators n = 13 (percent)	Principals n = 3 (percent)	Total n = 64 (percent)
<u>Years Experience</u>				
More than 15 years	10 (20.8)	2 (15.4)	3 (100.0)	15 (23.4)
10-15 years	16 (33.3)	2 (15.4)	0	18 (28.1)
7-10 years	8 (16.7)	5 (38.4)	0	13 (20.3)
3-6 years	4 (8.3)	3 (23.0)	0	7 (10.9)
Less than 3 years	10 (20.8)	1 (7.7)	0	11 (17.2)

The thirty-one teachers participating in the study consisted of twenty regular classroom elementary school teachers, five compensatory education teachers and six other teachers including special education teachers, speech teachers and one elementary school counselor. Eighty-seven percent of the teachers were female and 74 percent were Caucasian. Eight minority teachers were included in the study, all were female and six were regular classroom teachers. Approximately 71 percent of the teachers had attained an educational level of masters degree or above and 81 percent had seven or more years of teaching experience.

The principals were all male Caucasians with an average of 23.6 years of administrative experience and had attained at least a masters degree.

Central office administrators were primarily male (54 percent) and Caucasian (62 percent) with 54 percent having seven or more years of central office experience. All were employed in positions directly related to the Title I and Article 3 programs.

All of the instructional aides were female and 18 percent were minority. All of the minority instructional aides were employed at School A. Thirty-five percent of the instructional aides had less than three years of experience and 59 percent had attained an educational level of a high school degree or less.



### Description of the Students Observed

The students observed in this study consisted of eight fourth grade students and two third grade students. Of these students, two were Latino, four were Black and four were Caucasian. There were five males and five females. Seven of these students were enrolled in compensatory education programs.

### Research Questions

The following questions were addressed to determine the latent functions of Title I of the Elementary and Secondary Education Act and Article 3 of the Michigan Public Act 94 at the local school level as related to the overall goal of equality of educational opportunity with a specific interest in the aspects of resegregation and differentiation.

#### Resegregation

1. How are the children to be provided with compensatory education services identified?
2. Who receives compensatory education services?
3. What is the location of the instructional services provided?

#### Differentiation

1. Is the aggregate of objectives expected to be achieved during the school year the same or different for compensatory and noncompensatory education students?

2. Are the expectations for mastery of objectives the same or different for compensatory education and noncompensatory education students?
3. Is the instruction provided for compensatory education students and noncompensatory education students the same or different in regards to
  - a. Who provides the instruction
  - b. Level of instructional materials
  - c. Curriculum covered
4. To what extent does the presence of compensatory education programs in the sample schools exacerbate the differences in instruction provided to compensatory and noncompensatory education students?

In order to answer the research questions regarding resegregation, it was necessary to gather information from district and school documents regarding the numbers and racial and/or ethnic characteristics of students enrolled in and eligible for the Title I and Article 3 programs. Data was collected from the sample schools' compensatory education target lists to determine the number of students served and their racial and/or ethnic characteristics for each grade as well as these same data for the school as a whole. Questions were incorporated into the interview schedules which addressed selection, eligibility and resegregation. Respondents were asked to respond to questions regarding the racial composition of the district, school or classroom and to questions addressing minority student

representation in compensatory education programs. Observations also focused on the racial composition of the instructional groups in order to observe first hand whether or not there were differences in the racial composition of regular and compensatory education classes.

Interview questions were developed to determine if differentiation existed as a latent function of the objectives set for Title I and Article 3 students, of the expectations held for these students and of the instruction provided to these students. Responses of the various personnel types who were interviewed were used to make determinations regarding the existence of differentiation in objectives, expectations and instruction. Interview questions also were developed to determine staff opinions regarding the possible exacerbation of differentiation that may be a result of the implementation of Title I and Article 3 programs. In instances where written documentation existed on these topics, it was also incorporated into the data.

#### Analysis

This study represents one case of a school district's interpretation and implementation of Title I of the Elementary and Secondary Education Act and Article 3 of Michigan Public Act 94. The purpose of the data collection effort was to provide background information for a more comprehensive study and will be presented in a descriptive manner. The demographic data on student participation in

the two programs were not drawn from samples but represented totals for the school district. In this instance, it was not appropriate to apply probability sample statistics.

For the determination of resegregation, the criterion used was a variance of 15 percent or more from the district, school or classroom racial composition. This standard coincides with the Michigan Board of Education's "Guidelines on Integrated Education Within School Districts" and has been used by the Office of Civil Rights of the Department of Health, Education and Welfare. The district, school or classroom percentages of minority students were determined and a 15 percent range of deviation above and below was used to determine resegregation. Where minority participation and eligibility figures were within the range, desegregation was considered present, above the range was considered as resegregated and below represented segregated White.

The decisions regarding differentiation were to some extent arbitrarily determined. The interview data revealed whether or not the various staff members applied differentiated learning objectives, instruction and expectations to compensatory and noncompensatory students. Since the respondents were not a random sample of a total population, the usual tests of significance were inappropriate. The interview data was treated as information given by reasonably informed participants in the system. The criteria for decision making regarding differentiation was based upon the

predominant evidence obtained from the various sources. Where the informants agreed on the ways in which the programs operated, their responses were reported as the fact for the district. Where disagreement existed among the respondents, the discrepancies are reported as such.

The descriptive analysis will present combined information from the three sample schools. Where discrepancies exist between schools, they will be noted and described.

### Summary

This study was conducted in a medium sized, urban school district located in a midwestern state. Three elementary schools were randomly selected from the district's elementary schools and staff members from these schools volunteered to be interviewed. Instruments were developed to guide the interview sessions. In addition to the staff of the sample schools, selected district personnel were also interviewed. A variety of written district documents were also reviewed.

Observations of the educational experiences of ten students were made using the Student Educational Experience Observation Form which was developed for this study. Students' experiences were recorded by the observers in fifteen minute intervals. In Chapter IV the findings of this study will be presented.

## CHAPTER IV

### ANALYSIS AND RESULTS

#### Resegregation

In addressing the issue of resegregation the research questions were directed toward examining the nature of the selection process which determined student eligibility for the compensatory education programs under study. Information was elicited also regarding the outcomes of these selection processes in terms of the racial-ethnic characteristics of the students selected. Finally, the researcher sought information regarding the location of the instructional services provided and the impact of these locational decisions upon the racial/ethnic characteristics of the instructional groups.

#### Eligibility Determination for Compensatory Education Programs

Review of district documents clearly indicated the importance that test data played in determining Title I and Article 3 eligible students. Table 4.1 summarizes the selection criteria used during the 1978-79 school year. Below grade level achievement was specified as a selection criterion for Title I and Article 3 students and the



Table 4.1.--Selection Criteria, Title I and Article 3, 1978-79.\*

Program	Content Area(s) Served	Selection Criteria	Cognitive Objectives
Article 3	Reading and Math	1. Students' S.A.T. scores must be among the lowest in reading and math	Sixteen new DIGP reading and sixteen new DIGP math objectives
Title I	Reading and/or Math	1. Students must reside in a low income attendance area  2. Students must be at or below the 25th percentile on the S.A.T. reading and/or math	Sixteen new DIGP reading and/or sixteen new DIGP math objectives

\*An Evaluation of Elementary Categorical Programs, 1978-79 Office of Evaluation Services, School District X.



Stanford Achievement Test, a standardized commercial test in mathematics and reading, was used as the determining measure. These measures were used only with students in grades two through six as the test is not administered in this district to kindergarten and grade one students. In the instance of kindergarten and first grade students, teacher judgement was used to satisfy the achievement criterion.

The following year, in 1979-80, the district changed its selection procedures for Title I eligibility due to mandates from the U.S. Office of Education and the Michigan Department of Education. The mandates required first of all that evaluations of ESEA Title I programs for grades two through six be based upon norm referenced tests. The district had previously used the District Instructional Guidance Plan criterion referenced tests for evaluation. The kindergarten and first grade procedures were not affected by the mandates and selection remained based upon teacher judgement and evaluation using the District Instructional Guidance Plan. For grades 2-6 however, the USOE and MDE mandate required that the district no longer use the same test for selection as it used for evaluation and that the DIGP not be used for evaluation. Consequently, in order to utilize the SAT, a norm referenced test, as the pre- and posttest evaluation tool, it was necessary for the district to make student selections using other instruments.



In a May 22, 1979 memo from the Office of Evaluation Services to Title I principals the following statement was put forth (Selps, 1979).

The selection of students in grades two through six must be based on something other than the S.A.T. This is the most difficult problem we will have to address. The purpose of selection is to identify students with the greatest academic need. The instrument must objectively rank order all students by grade. After rank ordering all students, those students who you have defined as in most academic need must be provided Title I services first. There exist several means which we can use including the following:

1. Past participation in the Title I program.
2. District Instructional Guidance Plan
3. Diagnostic testing from basal series or supplemental materials.
4. Pre school testing for kindergartners.
5. MEAP results for upper elementary students.

Elementary administrators were asked to respond to the May 22 memo by completing a worksheet which described how their school would select Title I target students. School A reported that they would use teacher judgement in grade kindergarten and grade one, that the Gates-MacGinitie reading tests would be used in the selection of second, third and fourth grade Title I reading participants and the DIGP mathematics tests would be used in those grades for Title I mathematics selection. School B proposed the use of teacher judgement and pre school testing (if needed) for grades kindergarten and one, while using the Gates-MacGinitie Reading Tests for Title I reading and Creative Publications Placement Tests for Title I mathematics in grades two through six. School C did not provide Title I programs.

Article 3 student selection criteria for all schools in this district was determined by ranking all students in each school from highest to lowest on their S.A.T. scores. A school quota was assigned from the District based upon funds available and was filled at the building level by selecting students with the lowest combined reading and mathematics scores on the S.A.T. Starting at the bottom and moving up on the ranked list, students were selected for the Article 3 program until the building quota was reached.

The selection process described in school district documents was verified in interviews with the principals. All principals clearly indicated the means by which students were selected for Title I and Article 3 participation. Similarly, all central office administrators interviewed were aware of the criteria. Teachers were aware of the existence of compensatory education programs in their schools and both teachers and instructional aides were familiar with the selection processes used. When questioned regarding familiarity with the criteria used to select students for participation in the programs, 87.5 percent of the teachers and instructional aides indicated knowledge of these criteria.

All of the regular classroom teachers interviewed indicated they had students in their classrooms who participated in the Title I and Article 3 programs. Staff members indicated knowledge of the tests used to select

participants for the programs and of the various cut off points and quotas operating in their schools. Rarely were criteria other than standardized achievement test scores, criterion referenced test scores or teacher judgement cited by respondents. In some instances instructional aides indicated that economics (AFDC eligibility) was used as a selection criterion. This incorrect response occurred in 23.5 percent of the interviews with instructional aides.

There appeared to be a high level of familiarity among staff regarding the criteria used for the selection of Title I and Article 3 students and the information provided by these individuals as to the specific criteria used for selection was highly consistent with the criteria put forth in district literature. The criteria most likely to be used were standardized or criterion referenced tests and in kindergarten and grade one, teacher judgement was used.

#### Racial Composition of Compensatory Education Enrollment

The racial composition of the eligible group resulting from these selection procedures, is of particular interest for this research. District data indicated the number of children by racial/ethnic group who participated in Title I and Article 3 activities during the 1979-80 school year (Table 4.2). These figures indicate that minority students comprised 48 percent of Title I only enrollment, 59 percent of Article 3 only enrollment and 48 percent



Table 4.2.--Number of Children Who Participated in Article 3 and Title I Activities by Racial/Ethnic Group 1979-80.

	Native American	Black	Asian	Latino	White	Total
Both Article 3 and Title I	43	667	12	300	1,102	2,124
Title I only	63	978	17	440	1,614	3,112
Total Title I	106	1,645	29	740	2,716	5,236
Article 3 only	9	682	18	232	656	1,597
Total Article 3	52	1,349	30	532	1,758	3,721





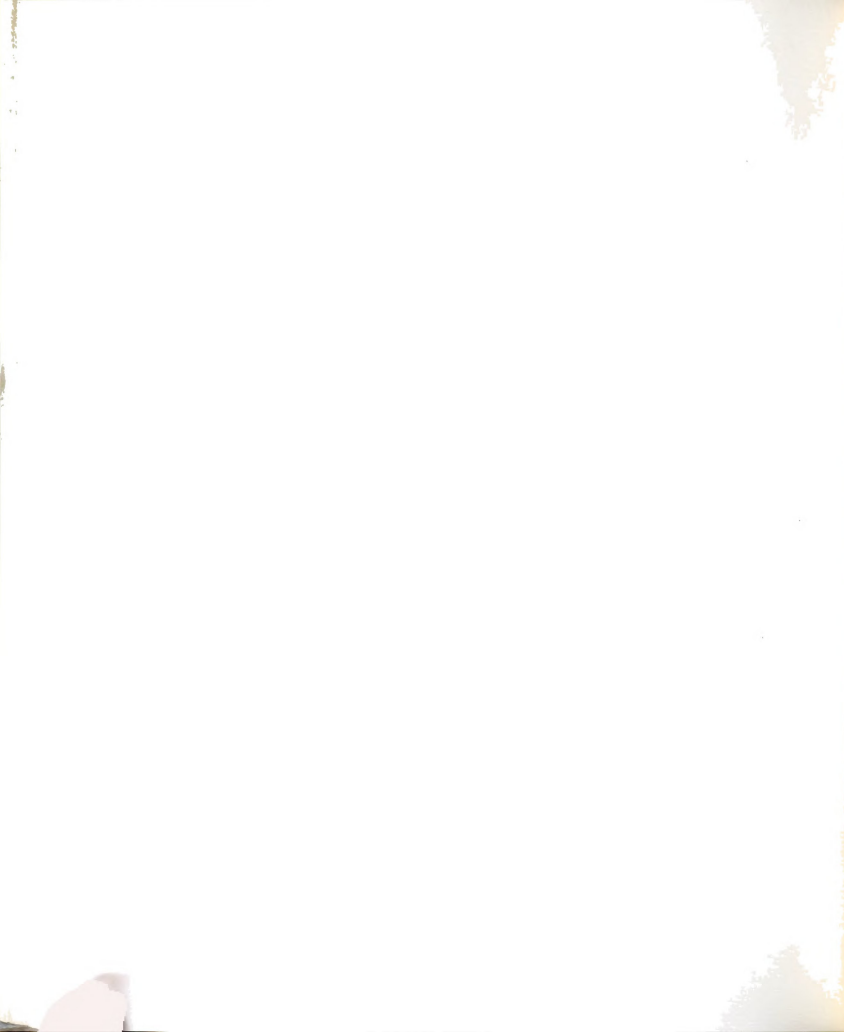
of those enrolled in both Title I and Article 3 programs. Of the total number of children participating in Title I, 48 percent were minority while total minority participation in Article 3 was 53 percent. As previously indicated, district K-12 minority enrollment during 1979-80 school year was 33 percent. Based upon the 15 percent criterion for resegregation as defined for this study, Title I enrollment, Article 3 enrollment and their combined enrollments must be considered as resegregated.

The amount of district resegregation that can be attributed to program involvement can be determined by subtracting the percentage of minority students eligible for the program(s) and the percentage of minorities for the district at the grade levels the program(s) serve. This results, using elementary level district minority percentage of 35 percent, in program contributions to resegregation of 13 percent for Title I, 24 percent for Article 3 and 13 percent for Title I and Article 3 combined.

A similar situation existed in the compensatory education enrollment figures for the three sample schools. Table 4.3 indicates that of the 281 students participating in Title I and/or Article 3 programs in the sample schools during the 1979-80 school year, 153 or 54 percent were minority students. This percentage is substantially greater than the 33 percent district minority enrollment and the 35 percent district elementary school minority enrollment indicating resegregation by program involvement in the three

Table 4.3.--Title I and Article 3 Enrollment by Racial/Ethnic Groups for Sample Schools 1979-80.

	Native American	Black	Asian	Latino	White
Number participating in Title I, Article 3 or both	2	119	2	30	128
Program percentage	.5	42	.5	11	46
Number enrolled	8	257	6	57	599
Percent Title I, Article 3 participating	25	46	33.3	53	21.3



sample schools combined. This figure is also greater than the 52 percent average minority enrollment in Title I only, Article 3 only, and Title I and Article 3 combined district-wide. The data also indicates that this disproportionality is particularly attributable to overrepresentation among Black students. These students while constituting only 22 percent of the district's elementary students, comprised 42 percent of those students from the sample schools who were enrolled in Title I and/or Article 3 programs. It will also be noted that though Caucasian elementary level enrollment figures were at 65 percent district-wide, only 46 percent of those participating in Title I and Article 3 programs at the sample schools were Caucasian. The amount of resegregation contributed by program involvement for the three schools combined is determined by subtracting the combined school minority percentage enrolled from the combined school minority percentage participating in the compensatory education programs under study. In this instance, 19 percent of the resegregation is contributed by the program.

Minority overrepresentation can also be noted if one considers the combined minority enrollment in the sample schools as compared to minority enrollment in Title I and Article 3 programs. Total minority enrollment at the three sample schools duplicated exactly the 35 percent minority enrollment district-wide at the elementary level. Of the total number of minority students enrolled in the three



schools, 53 percent of the Latinos were involved in compensatory education programs, 46 percent of the Black students, 25 percent of the Native American students and 33 percent of the Asian students. Of the total Caucasian student population in schools A, B, and C, only 21.3 percent were involved in compensatory education programs.

When each school is considered separately, minority overrepresentation is even more clearly evidenced. In School A minorities constituted 63 percent of Article 3 and/or Title I enrollment while representing only 44 percent of the total school population. Similarly, in School B minorities represented 39 percent of the school enrollment and 53 percent of the program's population. In School C, the total school minority enrollment was only 25 percent while these students represented 45 percent of the enrollment in the compensatory education programs.

Racial/ethnic disproportionalities were also evidenced when data was examined by grade level. Table 4.4 indicates that in all except grades two and five minority students constituted 50 percent or more of Title I and Article 3 program enrollment. The range was from a minority representation of 38 percent in grade five to 64 percent in grade four. Clearly these figures represent substantial deviations from school minority percentages by grade and thus, with the exception of grades two and five, represent resegregation. The exception in grades two and five can be



Table 4.4.--Title I Article 3 Minority Enrollment by Grade in Sample Schools, 1979-80.

Grade	Total Enrollment	Total Minority Enrollment	Percent Minority Enrollment	Total TI, A3 Enrollment	Minority Enrollment TI, A3	Percent Minority TI, A3	Percent Difference TI & A3 and Total Minority Enrollment
K	150	50	33	28	14	50	17
1	147	46	31	43	23	53	22
2	130	53	41	52	25	48	7
3	155	59	38	57	35	61	23
4	163	64	39	47	30	64	25
5	91	30	33	24	9	38	5
6	91	26	29	30	17	57	28
Total	927	328	35	281	153	54	19





attributed to low enrollment of minority students in these grades in School C (Appendix C).

Staff Perceptions of Compensatory  
Program Enrollment

Regular classroom teachers were questioned during the interview sessions regarding the racial/ethnic composition of their classrooms and the racial/ethnic backgrounds of students in their classrooms who participated in Title I and/or Article 3 compensatory programs. The twenty regular classroom teachers interviewed had an average of ten students each involved in compensatory education programs, of whom 55 percent were minority students. Compensatory education teachers indicated that of 241 students served, 53.9 percent were minority. These statistics, reported by staff members during their interview sessions, are consistent with the 54 percent minority student participation that is noted when examining data for the three schools combined.

Combining the data from the various sources it is evident that minority students are overrepresented in compensatory education programs whether the data is from the district, the school or at the grade and classroom level.

The instructional services provided to the students involved in the Title I and Article 3 programs in these schools was primarily in the areas of reading and mathematics. This instruction takes place in locations outside of the regular classroom though teachers often indicate that the special instruction is also reinforced within the

classroom. The most common locations outside the classroom, as indicated by teachers and instructional aides in their interviews, were special learning rooms (indicated by 64.6 percent of the respondents) and in hallways (indicated by 52.1 percent of the respondents). The special learning rooms are generally located in far corners of the buildings, on the top floor or near special education classrooms. This pull out instruction, according to teachers and instructional aides interviewed, usually requires that participating students leave the regular classrooms for up to forty-five minutes each day. Forty-four percent of the teachers and instructional aides stated that students were out of the classroom for up to thirty minutes (43.8 percent) or thirty to forty-five minutes (37.5 percent) and that they are likely to be out of the classroom at a time when the other students are receiving instruction in reading and/or mathematics.

The interest in whether or not minority students were overrepresented in compensatory education programs was combined with an interest in whether or not disproportionate numbers of minorities were being pulled out of desegregated classrooms and placed into more segregated learning situations. Teachers and instructional aides largely agreed that the various racial and ethnic groups were equally likely to receive this special instruction outside the regular classroom (Table 4.5). Forty-seven percent of those interviewed indicated that students of the various racial and ethnic groups were equally likely to receive this



Table 4.5.--Teacher and Aides Responses Concerning Which Racial/Ethnic Groups Are Most Likely to Leave Classroom for Compensatory Education Instruction.

	Number of Responses in Each Racial/Ethnic Category	Percent
Whites	3	5
Blacks	16	28
Hispanics	8	14
Oriental	1	2
Native Americans	2	4
Equally Likely	27	47
Total Responses (n = 46)	57	100

special pull out instruction. This response by teachers and aides was interesting in light of the fact that district, school, grade level and classroom data clearly indicate that students involved in the compensatory programs were more likely to be minority and consequently these are the same students that are pulled out for the special compensatory instruction.

The inconsistency in the staff response is amplified when one examines the racial/ethnic characteristics of the randomly selected students whose educational experiences were unobtrusively observed. Sixty percent of these students were minority and of those observed who participated in compensatory education programs 50 percent were minority. The observations also indicated that students leaving their



classrooms for compensatory instruction usually joined instructional units composed of a larger percentage of minority students than their regular classrooms (Table 4.6).

These students, observed using the Student Educational Experience Observation Form, spent from fifteen to ninety minutes in compensatory education instruction with a mean pull out instructional time of thirty-four minutes. In all except one instance students received compensatory instruction in a group more racially segregated than their regular classrooms. In most instances, when compared to the racial composition of the regular classroom the compensatory instruction groups could be described as resegregated, using the 15 percent variance definition.

Teachers and instructional aides were queried as to their perceptions regarding this situation. After being questioned as to the racial/ethnic characteristics of students involved in compensatory education programs, the interviewer asked the teachers and instructional aides whether or not minorities were overrepresented in the compensatory education programs in their schools. Of the forty-eight teachers and instructional aides interviewed, twenty-two or 45.8 percent felt that minorities were overrepresented in compensatory education programs in their schools. Almost as many of the respondents (41.7 percent) felt they were not. Twelve percent either did not know (8.3 percent) or were uncertain (4.2 percent). Principals were also divided in their responses; one felt that such overrepresentation





Table 4.6.--Racial Composition of Regular Classroom Versus Pull Out Instructional Unit of Observed Compensatory Education Students.

Observations of Student Pull Outs	Percent Minority in Regular Classroom	Percent Minority in Compensatory Education Pull Out Instruc- tional Unit*	Percent Difference Minority Regular Classroom Versus Compensatory Education Pull Out Instructional Unit
1a	43.3	45.4	+ 2.1
1b	43.3	0	-43.3
2a	53.5	100	46.5
2b	53.5	100	+46.5
3a	43.3	45.4	+ 2.1
3b	43.3	80	+36.7
4a	57.1	75	+17.9
4b	57.1	75	+17.9
5	57.1	71.4	+14.3
6a	57.1	100	+42.9
6b	57.1	71.4	+28.6
6c	57.1	100	+42.9
6d	57.1	100	+42.9
7	22.2	Not pulled out for compensatory education instruction	

\*0 or 100 percent represents one to one instruction except in Observations 6a and 6c which represent small groups composed of all minority students.



existed in his school, one that it did not and the third was uncertain. Fifty-four percent of the central administrators felt that minority students were overrepresented in the compensatory education programs in the school district.

The above question often elicited periods of long silences and, in some instances, very obvious tension from the interviewees. The responses appeared to result more from personal or emotional bias than from a serious consideration of the actual numbers of racial/ethnic minorities participating in the programs. In numerous instances, when the enrollment figures cited by the respondents clearly indicated disproportionate minority enrollments, the response as to whether this signified overrepresentation would still be negative. It appeared that actual figures mattered little in perceptions of overrepresentation. The presence of large numbers of minority children in these programs was not perceived as overrepresentation. In some instances interviewees asked for clarification of the definition of overrepresentation and the definition of 15 percent variance was given. Even in the instances in which data clearly indicated deviations beyond the 15 percent range, respondents were as likely to deny as they were to affirm the existence of overrepresentation of minority students in the compensatory education programs.

The denial of overrepresentation among teachers and instructional aides was somewhat clarified by those respondents who affirmed minority overrepresentation in



compensatory education programs. These interviewees were asked why this situation had occurred. The most common response was that this overrepresentation was due to factors in the family background of minority students (Appendix D).

Family background was described in terms of socioeconomic status, single parent families, poor living conditions, lack of interest in education, high mobility, working parents and cultural differences among minorities. These family background factors were considered as causally related to low achievement and resultant placement in compensatory education programs. They were also deemed to be particularly characteristic of minority families.

The second most frequently cited reason for minority overrepresentation in compensatory education programs was related to program guidelines. Many of the interviewees felt that the programs existed for minority students, primarily with a particular type of family background, and these were the students whose needs the programs were designed to meet. The third most frequently cited response was that minorities need the services more, that these were the students who were not succeeding in school and who required the compensatory services in order to attain some minimal level of educational success.

The fourth category of responses cited prejudice, racism (personal and institutional), cultural bias and discrimination as the reasons for minority overrepresentation



in compensatory education programs. These individuals felt that due to the operation of racism, system bias and personal prejudice, minorities were disproportionately assigned to compensatory education programs. Other reasons given for this overrepresentation included the nature of the identification and selection processes used by the programs, the tests administered to determine eligibility and the fact that the educational system is geared towards providing disproportionate programs for minority children.

Summary of Resegregation as a  
Function of Selection and  
Enrollment in Compensatory  
Education Programs

In summary, the data from the various sources indicate that the selection and identification procedures used to determine enrollment in Article 3 and Title I programs in the school district under study are well understood by staff members. Standardized achievement and criterion referenced test scores and teacher judgement were the criteria most frequently cited. The selection procedures used have, as a latent function, resegregation of students along racial and/or ethnic lines at the district, school, grade and classroom level. Further, this resegregation is intensified by the implementation of educational programs which pull students out of desegregated classrooms for compensatory instruction in more segregated groups. Staff members are about as likely to confirm this overrepresentation as they are to deny it and those confirming it attribute its existence





primarily to factors in the family backgrounds of the minority children selected for and involved in the compensatory education programs under study.

### Differentiation

An important aspect of equality of instruction in elementary schools is the extent or degree to which students are differentiated in order to provide different types of programs to students in various classifications. This research focused on differentiation of learning objectives established for Title I and Article 3 students, the various staff expectations for these students and differentiation of instruction provided to these compensatory education students. The aspects of the instructional program of concern to this research were differences in terms of who provides the instruction to compensatory education students, the level of the instructional materials used with these children and the curriculum covered by Title I and Article 3 students during the course of the school year. This research also sought to determine whether or not the existence of Title I and Article 3 programs in the district exacerbated differentiation.

### Learning Objectives

Investigation of the issue of differentiation in the learning objectives for compensatory education students as compared to those set for noncompensatory education students, was addressed through interviews with various staff



members. It will be recalled that written district documents indicated that it was hoped that the Title I and Article 3 students would gain sixteen new District Instructional Guidance Plan reading and/or sixteen new DIGP mathematics objectives during the course of the school year. The researcher was unable to locate similarly stated learning objectives for noncompensatory education students and when district personnel were questioned in this regard replies were inconsistent. Some stated that all students were expected to gain sixteen objectives, others referred to twenty objectives as the goal for noncompensatory education students. This discrepancy was never completely clarified or resolved. It was, however, clear from the interviews that all students were working toward DIGP objectives and that compensatory and noncompensatory education students, alike, had their learning objectives set using this plan. Compensatory education students were more likely to be monitored on their success or failure in attaining the objectives due to evaluation requirements for Title I and Article 3 programs. All personnel were asked how the learning objectives for the compensatory education students compared with those for noncompensatory education students. Table 4.7 summarizes the responses.

It will be noted from an examination of Table 4.7 that no clear picture emerges as to how learning objectives for compensatory education students compare with those for noncompensatory education students. It may have been



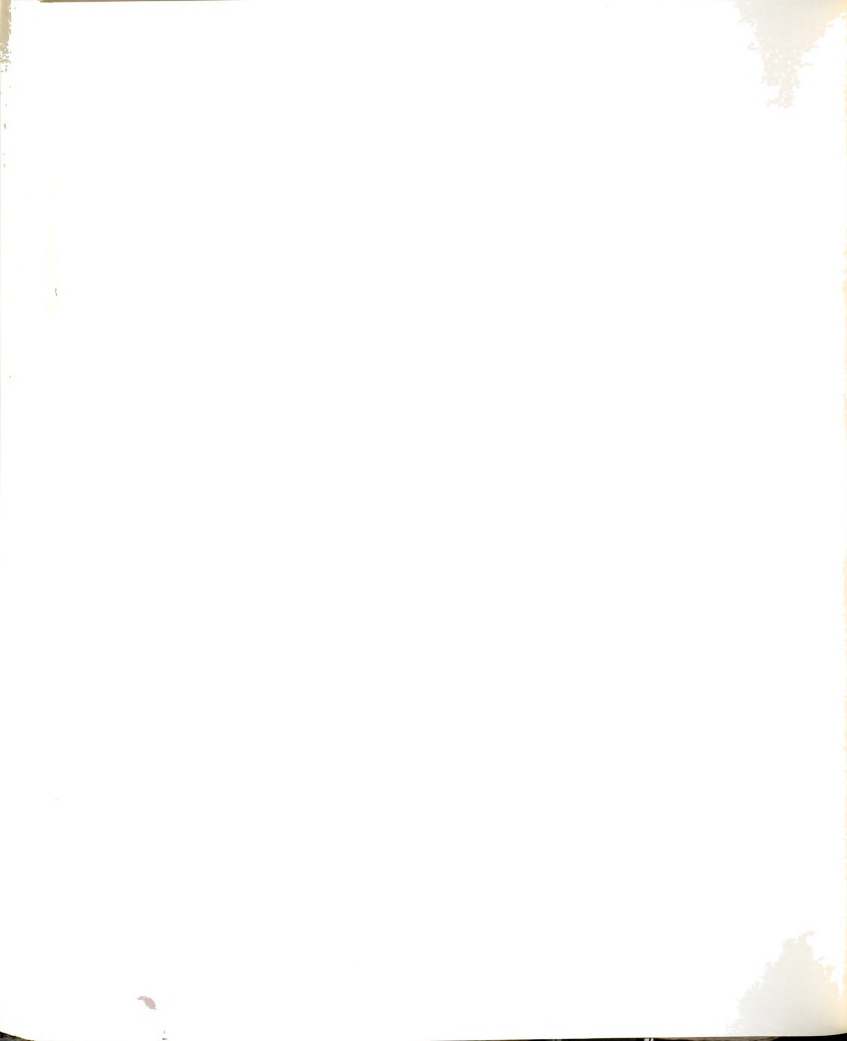
Table 4.7.--How Learning Objectives for Compensatory Education Students Compare with Noncompensatory Education Students.

	Regular Teachers n=20 %	CE & Other Special Teachers n=11 %	Instruc- tional Aides n=17 %	Central Office Adminis. n=13 %	Principals n=3 %	Total n=64 %						
The same	8	40	4	36	7	41	3	23	3	100	25	39
Different	12	60	2	18	7	41	9	69			30	47
Don't know	0		2	18	3	18	0				5	8
Uncertain	0		0		0		1	8			1	2
No answer	0		3	27	0		0				3	5



worthwhile to determine what respondents meant when they replied that the learning objectives were the same for all students. It may well be that this response is indicative of the fact that all students have the same learning objectives in that they all work from objectives that are a part of the District Instructional Guidance Plan. District documents depicting attainment of DIGP reading and mathematics objectives by compensatory and noncompensatory education students at each elementary grade level during the 1977-78 school year showed that "compensatory education students show a higher rate of attainment on early objectives in the hierarchy, while noncompensatory education students show a higher rate of attainment on the later objectives" (H. Selps, 1979). This material indicates that though all students are working toward the same set of learning objectives, compensatory students are working on lower level learning objectives. This distinction may help to explain the inconsistencies in the responses noted in Table 4.7. Sameness might also have implied that compensatory education and noncompensatory education students have the same number of learning objectives. Again, this was not clear either from the interviews or district documents.

The interviews did provide the opportunity to explore the meaning attached to the response that the learning objectives set were different for compensatory and noncompensatory education students. Those responding that learning objectives were different were asked to describe in what





ways the learning objectives set for compensatory education students differed from those set for noncompensatory education students (Table 4.8).

Table 4.8.--Differences in Learning Objectives Set for Compensatory Education Students, Responses for Teachers and Instructional Aides.

n = 26	Number of Responses	Percent of Responses	Percent of Cases
Lower Grade Level	18	43.9	69.2
Fewer	9	22.0	34.6
Based on Individual Needs	13	31.7	50.0
Other	1	2.4	3.8
Total	41	100.0	157.7

Among teachers and instructional aides responding to the nature of the differences between the learning objectives set for compensatory education students as compared to those of noncompensatory education students, the response most frequently mentioned (43.9 percent of the responses) was that the grade level of the learning objectives set for compensatory education students was lower than that set for students not involved in any compensatory education program. Of the Central Office Administrators responding to the differences in learning objectives, 50 percent of the responses noted that compensatory education students had objectives at a lower grade level. As noted in Table 4.7,



principals did not cite differences on this variable. In 22 percent of the teacher and instructional aide responses, it was indicated that fewer learning objectives are set for the compensatory education students and 31.7 percent of the responses revealed that different objectives are set for all students based upon their individual needs.

The various data collected on whether or not differentiation exists in the learning objectives set for compensatory education students is inconclusive when considered separately. However, by combining the various pieces of data, it appears that the learning objectives set for compensatory education students are at a lower grade level than those set for regular education students. The data does not, overall, appear to indicate differences in terms of the number of learning objectives that are set for compensatory as compared to noncompensatory education students. It will be recalled from Table 3.1, that even considering the level and number of objectives that are set for students involved in compensatory education programs, their achievement of these objectives is still far from perfect. In summary, the data indicates that differentiation exists in terms of the grade level of the learning objectives set for compensatory education students. Compensatory education students have learning objectives that are at a lower grade level than those set for students not involved in compensatory programs.



### Expectations

Determination as to whether expectations were different for compensatory and noncompensatory education students was addressed by asking interviewees what percent of these categories of students they expected to master the objectives held for them. Regular teachers, compensatory education and special teachers and instructional aides responded to this set of questions during the interview sessions.

The data obtained indicates that of the three personnel types, regular classroom teachers had the highest expectations for compensatory education students, while the lowest expectations for these students were held by instructional aides. The data also indicate that only instructional aides responded in the lowest category of expectations (0 to 19 percent expected to master the objectives set for them). The great majority of regular classroom teachers (85 percent) expected that 80 percent or more of their compensatory education students would achieve the objectives set for them. In contrast to this 85 percent of regular teachers, only 73 percent of the compensatory and special staff and 65 percent of the instructional aides felt 80 percent of compensatory education students would achieve this level of success.

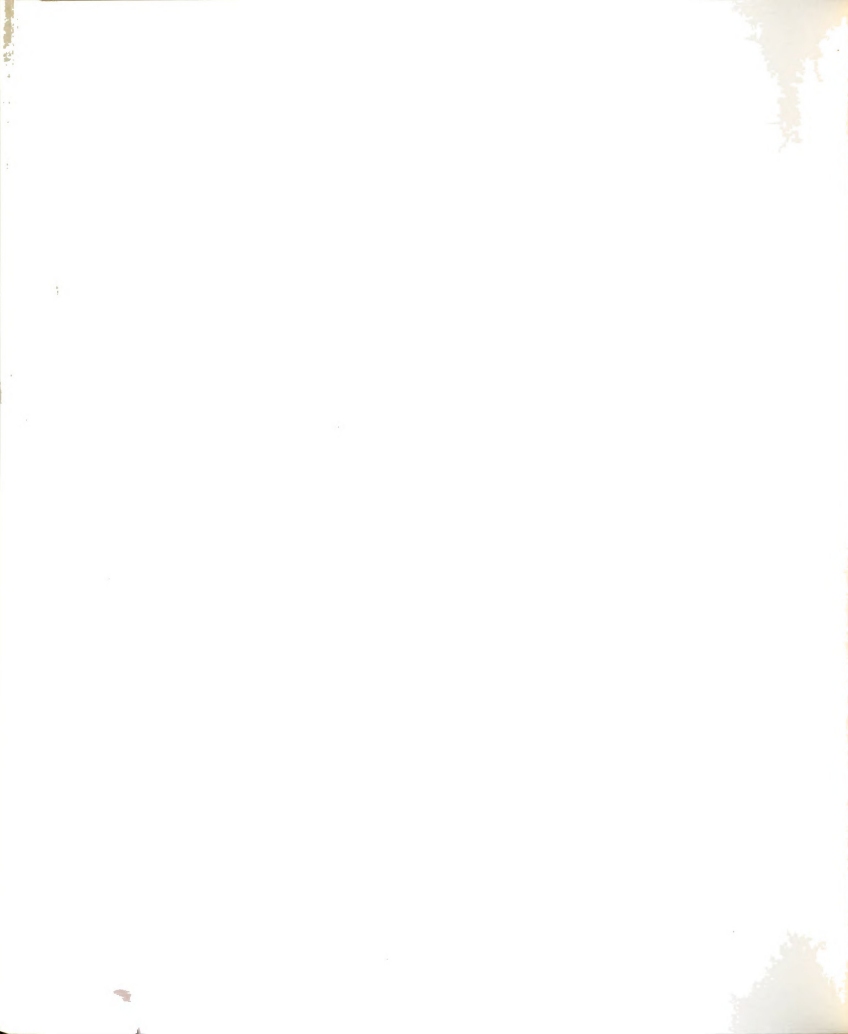
In terms of past experience regular classroom teachers also were more likely than other personnel to have had 80 percent or more of their compensatory education



students actually achieve the learning objectives set for them. Fifty percent of the regular teachers but only 36 percent of the compensatory education teachers and 35 percent of the instructional aides stated that 80 percent or more of their compensatory education students had achieved objectives set. Interestingly enough, regular classroom teachers' responses were no different when questioned regarding their expectations for noncompensatory education students. Again, 85 percent of the regular classroom teachers felt that 80 percent or more of their noncompensatory education students would achieve the learning objectives held for them.

Forty-seven percent of the instructional aides expected that compensatory education students could achieve 60 to 79 percent of the objectives held for noncompensatory education students while only 18 percent expected that these students could attain 80 percent or more of the objectives held for noncompensatory education students. This data does not indicate the level of the objectives for which the expectations are held. A summary of the responses regarding expectations for mastery of learning objectives can be found in Appendix E.

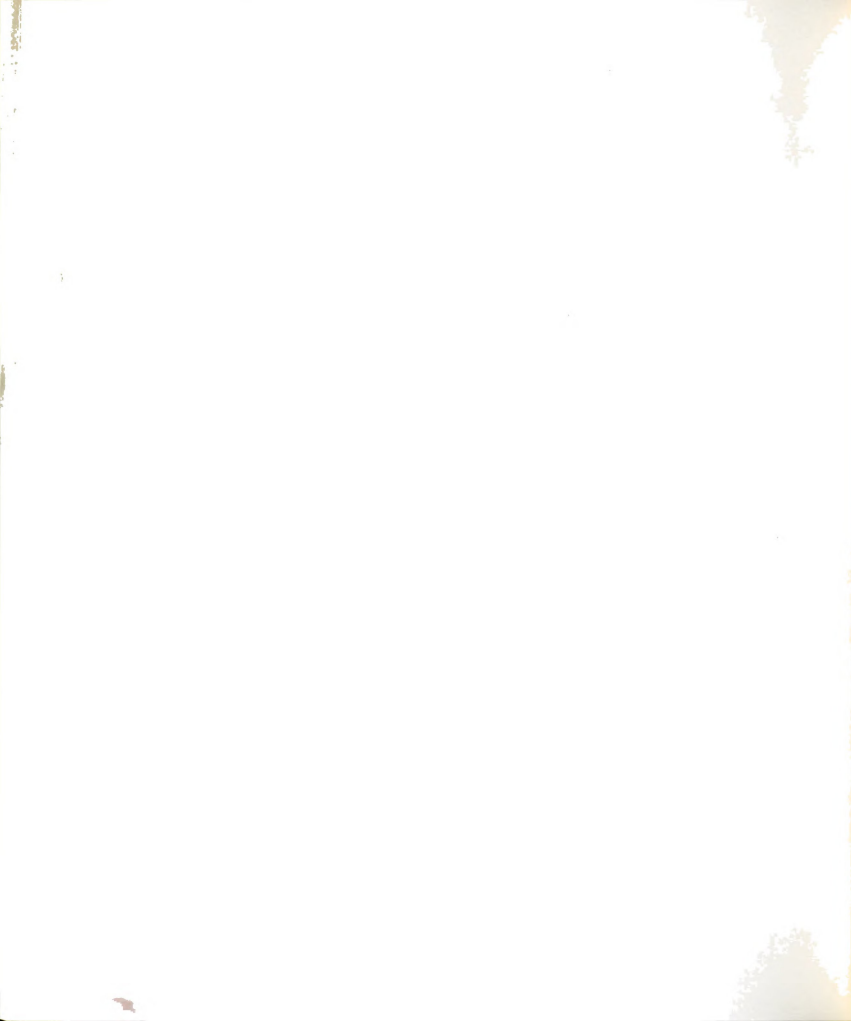
It appears, in summary, that instructional aides have the lowest expectations for compensatory education students and that when their experience is compared to that of regular teachers, compensatory education teachers and other special teachers, fewer compensatory education students were





actually achieving the objectives held for them. These data clearly support the notion of a self-fulfilling prophecy regarding expectations and outcomes. Regular teachers had the highest expectations and their experiences indicated the most students achieving their objectives while instructional aides had the lowest expectations and experienced lower levels of results. It may also be hypothesized that one group or another has different objectives. If the aides are setting higher level objectives, then this may account for the differences noted in expectations.

The data does not support the notion that regular classroom teachers differentiate in terms of their expectations for compensatory and noncompensatory education students, if one assumes similarity in the learning objectives set for the two groups. If the objectives are different and lower for compensatory education students as the previous section appears to indicate, the conclusion is that regular classroom teachers expect the same percentage of compensatory education students to achieve their lower level objectives as they expect regular students to achieve on their higher level objectives. Again, this would indicate more differentiation in learning objectives than in expectations for mastery.



### Instruction

Differentiation in the instruction provided to compensatory education students was assessed in terms of who provides the instruction for these students, the level of instructional materials used and the curriculum covered during the course of the school year. Data was collected from the interview sessions in an attempt to determine if differentiation existed on these variables.

It will be recalled that most of those interviewed responded that the special instruction provided to compensatory education students occurred outside the regular classroom while some also indicated it was provided both within and outside the regular classroom. When attempting to find out who provides the special instruction to compensatory education students, it was therefore important to consider instruction both within and outside the regular classroom.

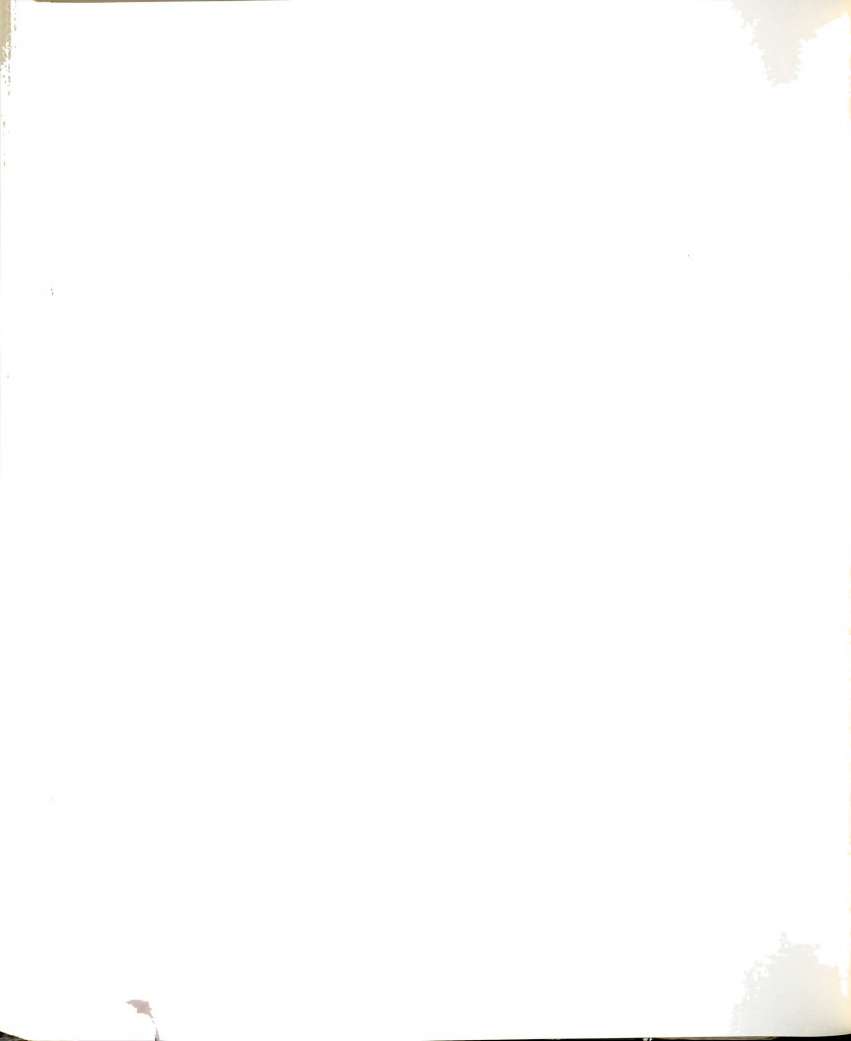
Data from the interviews indicates that special instruction provided to compensatory education students outside the regular classroom is most likely to be provided first by instructional aides and second by subject matter specialists (Table 4.9).

When the special instruction is provided within the classroom it is most likely to be provided by instructional aides. Data gathered from unobtrusive observations supports the interview data in that it indicates that students pulled out of regular classrooms for compensatory instruction



Table 4.9.--Who Provides the Compensatory Education Instruction Outside and Within the Regular Classroom, Teacher and Aide Responses.

	Outside (n = 46)			Within (n = 23)		
	Number of Responses	Percent of Responses	Percent of Cases	Number of Responses	Percent of Responses	Percent of Cases
Teacher	7	9.5	15.2	5	18.5	21.7
Specialist	27	36.5	58.7	1	3.7	4.3
Aides	34	45.9	73.9	20	74.1	87.0
Students	1	1.4	2.2	0	0	0
Others	5	6.8	10.9	1	3.7	4.3
Total	74	100.0	160.9	27	100.0	117.4



were about equally likely to receive instruction from an aide as from a specialist. In the thirteen pull outs observed, six instructional sessions occurred with subject matter specialists while seven were with instructional aides.

None of the students observed received their compensatory instruction within the regular classroom. When present in the classroom, instructional aides graded papers, prepared dittos, watered plants and did other record keeping and housekeeping tasks, rather than provide instruction. There was no indication that students not involved in compensatory education programs received any instruction from aides or specialists. In fact, unsolicited comments were often made citing the fact that aides and specialists only worked with Title I and Article 3 students. This was viewed as a real problem with the Title I and Article 3 programs as implemented in the sample schools. It was felt that many noncompensatory education students desired or needed the assistance of these special staff members but could not receive it due to program guidelines which limited them to working with target students only. In one school the reading specialist did spend one day per week providing enrichment activities for noncompensatory education students. Regular classroom teachers further indicated that they met often (more than once a week) with the providers of the special instruction in order to discuss their pupils' progress and instruction. The communication between these

personnel types was usually considered quite informal. Responses for compensatory education staff supported these results.

Interviewees responses regarding how the grade level of the instructional materials used with compensatory education students compared with that of the instructional materials used with noncompensatory education students revealed that 56 percent of teachers and instructional aides noted differences in the instructional materials used with compensatory education students and those used with non-compensatory education students (Table 4.10). There was

Table 4.10.--How Instructional Materials Used With Compensatory Education Students Compare With Those for Noncompensatory education Students.

	Teachers and Aides n = 48		Central Office Administrators n = 13	
	Frequency	Percent of Responses	Frequency	Percent of Responses
The Same	15	31.2	1	7.7
Different	27	56.2	8	61.5
Uncertain	1	2.0	2	15.4
Don't know	2	4.1	2	15.4
No Response	3	6.3	0	0.0
Total	48	99.8	13	100.0



no difference in the breakdown of responses by personnel type. The majority of each group noted differences in the materials used with the two categories of students.

Those interviewed noted that the differences in instructional materials were primarily that compensatory education students were more likely than regular education students to use instructional materials below grade level. These students were also more likely to use special commercial learning materials such as instructional kits, filmstrips, games, flashcards, etc. and were more likely to use materials developed by teachers (Table 4.11). Over 45 percent of those respondents noting differences in instructional materials cited that the materials used by compensatory education students were more likely to be below grade level, 23 percent noted more usage of special commercial materials and 23 percent an increased usage of teacher-developed materials.

The final aspect of instruction investigated was differentiation in the curriculum or teaching units covered during the course of the school year by compensatory education students, compared with noncompensatory education students. Fifty-six percent of the teachers and instructional aides, 66 percent of the principals and 38 percent of the central office administrators stated that the curriculum (teaching units) covered was the same for both compensatory and noncompensatory education students. Of those who said it was not the same, the predominant difference noted was



Table 4.11.--Differences Noted in Instructional Materials Used for Compensatory Education Students by Personnel Type.

	Teachers and Aides n = 31			Central Office Adm. n = 13			Total n = 44		
	# of Resp.	% of Resp.	% of Cases	# of Resp.	% of Resp.	% of Cases	# of Resp.	% of Resp.	% of Cases
Below grade level	28	41.8	90.3	10	58.8	76.9	38	45.2	86.3
Teacher developed	16	23.9	51.6	3	17.7	23.0	19	22.6	43.1
Commercially Dev.	17	25.3	54.8	2	11.8	15.4	19	22.6	43.1
Other	6	9.0	19.4	2	11.8	15.4	8	9.6	18.2
Total	67	100.0	216.1	17	100.1	130.7	84	100.0	190.7



that compensatory education students were working on a lower curriculum level and were likely to receive extra drill, more reinforcement and supplemental instruction. Some respondents indicated that though compensatory education students were covering essentially the same curricula, they received less complex, more generalized exposure with less conceptual depth (Appendix F).

Instruction provided to compensatory education students appeared to be differentiated in terms of who provided the instruction. Compensatory education students were more likely to receive instruction from specialists and aides. Instructional differentiation was also present in the grade level of the instructional materials used. Students involved in compensatory education programs were more likely to use instructional materials below grade level, special commercially developed materials and teacher-developed materials. Differentiation did not appear to exist in the curriculum or teaching units covered by compensatory education students during the course of the school year.

#### Summary of Differentiation

The data regarding differentiation supports the following summary comments:

1. Differentiation exists in the learning objectives set for compensatory education students. Students involved in compensatory education programs have



learning objectives established at lower grade levels than those set for students not involved in compensatory education programs.

2. Differentiation exists in staff expectations for mastery of learning objectives for students involved in compensatory education programs. Compensatory education personnel have lower expectations for compensatory education students mastery of learning objectives than the regular classroom teachers. In addition, perhaps as a function of these lower expectations, the previous experience of instructional aides and specialists indicates that fewer compensatory education students actually achieve the learning objectives that are set for them. Regular classroom teachers do not differentiate in expectations held for compensatory education students compared to those held for noncompensatory education students.
3. Differentiation exists in the grade level of the instructional materials used with compensatory education students. These students are more likely than regular education students to use instructional materials below grade level, special commercially-developed and teacher-developed materials. Differentiation also existed in who provides the instruction to compensatory education students. They are

more likely to receive instruction from subject matter specialists and instructional aides. No differentiation is noted in the curriculum covered during the school year.

#### Exacerbation of Differentiation

It was of interest in this research to make assessments regarding the extent to which the existence of the compensatory education programs under review (Title I and Article 3) exacerbated differentiation. Teachers and instructional aides were asked if the instruction they provided would differ if the resources provided by compensatory students programs did not exist. Nearly 90 percent of the teachers and aides reported that their instruction would differ if they no longer received these resources. Principals and Central Office Administrators were asked whether or not instructional programs in their schools and in the district would differ under the circumstances outlined above. All of the principals and 85 percent of the central office administrators indicated that instructional programs would differ.

It was felt by the largest number of persons that the primary difference in the instructional program would be the loss of staff. The personnel the most frequently referred to were instructional aides. It was felt that the loss of aides which would result if compensatory education resources did not exist, would be manifested primarily in



decreased individualized instruction and instructional time provided to the target students. There was concern that without the instructional aides the regular classroom teacher would have to manage a wider range of academic abilities, have more reading groups and a larger class size. Compensatory education program resource losses would result in fewer supplies and materials, less testing, less reinforcement for slower students, lower expectations for target students, less parental involvement and less staff inservice training (Appendix G).

Another interesting difference noted was that less time would be spent with noncompensatory education students if compensatory education programs and resources did not exist. This indicates that for some their existence is seen as a benefit to the regular education students.

The fact that the data indicates the importance attached to the enhancement of individualized instruction that comes with the implementation of compensatory education programs supports the idea that these programs exacerbate differentiation. Were it not for the resources provided by programs such as Title I and Article 3 there would be less or possibly no aides the personnel who were found most likely to differentiate in terms of expectations set for compensatory education students. There would also be no pull out, which leads to resegregation of students along racial lines. And, finally, there would be less individualization of instruction, which produces differentiation

in terms of who provides the instruction, instructional materials used and learning objectives established.

Further data regarding the question as to whether or not compensatory education programs exacerbate differentiation can be extrapolated from interview responses regarding the most positive and negative outcomes of compensatory education programs. Staff members responded to the query, "Of all the potential outcomes of compensatory education programs, which do you consider to be the most positive ones?, the most negative one?" (Appendices H and I).

In terms of positive outcomes, staff members first responded that these compensatory education programs increase target pupils' reading and mathematics achievement, secondly they felt that the programs improve students' self concept and attitudes. The third most frequently cited positive outcome was that compensatory education programs provide an opportunity for individualization. Regarding negative outcomes the three most frequent responses were that the program guidelines exclude certain children that need assistance, that they stigmatize and label students who are involved and that the programs increase segregation or cause resegregation along racial lines.

Individualization, stigmatization, segregation or resegregation and exclusion can all be seen as aspects of differentiation. The fact that staff members see these as potential outcomes of compensatory education programs supports the idea that these programs differentiate among

students. Further, data cited earlier regarding the racial/ethnic characteristics of students participating in compensatory education programs clearly indicates the presence of the high proportions of minority children. Thus, it is minority children who are most affected by this differentiation.

To summarize, the data indicates that the existence of compensatory education programs exacerbates resegregation along racial/ethnic lines and differentiation among students in terms of the grade level of the learning objectives that are established, staff expectations for mastery of learning objectives and selected aspects of the instruction that is provided to students involved in Title I and Article 3 programs.



## CHAPTER V

### SUMMARY AND CONCLUSIONS

#### Overview

The primary purpose of this research was to examine and analyze the manner in which selected state and federal policies affect equality of educational opportunity at the local school district level, with a specific emphasis upon the impact of compensatory education programs in desegregated schools. This research examined the nature of local guidelines and implementation practices resulting from Title I of the Elementary and Secondary Education Act (1965) and Article 3 of Michigan Public Act 94 (1979) as these relate to aspects important to equality of educational opportunity. More specifically, this study systematically examined the net effect of Title I and Article 3 in terms of racial separation and differential treatment at the local school level.

The literature review suggested that the compensatory education policies and programs implemented in the United States, may have a latent function of resegregation and differentiation of students which may serve to defeat the goals of equality of educational opportunity. The



review further indicated that the implementation of compensatory education programs such as Title I of the Elementary and Secondary Education Act and Article 3 of Michigan Public Act 94, may lead to grouping practices which reduce the range of academic ability in instructional units and may concentrate minority students in some classrooms and programs within a desegregated school. The outcomes of this racial disproportionality appeared, in large part, contrary to the national goal of equality of educational opportunity.

The literature also noted the differentiation practices that may occur with the implementation of compensatory education programs. The research suggested that these practices can result in denial of equal educational opportunity by differentiating among students in the learning objectives that are set, the expectations that are held and the instruction provided.

The study was conducted in a medium sized, urban school district located in a midwestern state. Three elementary schools were randomly selected from the district's elementary schools and staff members from these schools volunteered to be interviewed. Instruments were developed to guide the interview sessions. In addition to the staff of the sample schools, selected district personnel were also interviewed and a variety of written district documents were examined.





Observations of the educational experiences of ten students were made using the Student Educational Experience Observation Form which was developed for this study. Students' experiences were recorded by the observer in fifteen minute intervals.

### Findings

The data from the various sources indicated that the selection and identification procedures used to determine enrollment in Article 3 and Title I programs in the school district were well understood by staff members. Standardized achievement and criterion-referenced test scores and teacher judgement were the criteria most frequently used. These selection procedures tended to, as a latent function, resegregate students along racial/ethnic lines at the district, school, grade and classroom level. Further, this resegregation was intensified by the implementation of educational programs which pulled students out of desegregated classrooms for compensatory instruction in more segregated groups. Staff members were about as likely to confirm the overrepresentation of minority students in these compensatory education groups, as they were to deny it and those confirming it attributed its existence to factors in the family backgrounds of minority children involved in the compensatory education programs.

Differentiation existed in the learning objectives set for compensatory education students. Students involved

in these programs had learning objectives set at lower grade levels than those set for students not involved in compensatory education programs. Differentiation also existed in expectations for mastery of the learning objectives for students involved in compensatory education programs. Those personnel most likely to provide compensatory instruction (compensatory education teachers and instructional aides) had lower expectations for these students than the regular classroom teachers. In addition, perhaps as a function of these lower expectations, instructional aides and specialists involved in compensatory programs reported fewer compensatory education students actually achieving the learning objectives that were set for them. Regular classroom teachers did not differentiate in expectations they held for compensatory students compared to those held for non-compensatory students.

Differentiation was found to exist also in the grade level of instructional materials used with compensatory education students. Those students were more likely than regular education students to use instructional materials that were below grade level, special commercially developed and teacher developed materials. Differentiation also existed in who provided the instruction to compensatory education students. They were more likely to receive instruction from subject matter specialists and instructional aides. No differentiation was noted in the curriculum covered during the school year.



To summarize, the data indicated that the existence of compensatory education programs exacerbated resegregation along racial/ethnic lines and differentiation among students in terms of the grade level of the learning objectives that were established, staff expectations for mastery of learning objectives and selected aspects of the instruction that was provided to students involved in Title I and Article 3 programs.

### Discussion of the Findings

The findings of this research raise a number of considerations and speculations regarding the existence of latent functions of purposive actions. This discussion is concerned with the finding that the purposive actions, Title I and Article 3, have dysfunctional consequences of resegregation and differentiation.

The resegregation that was noted in the findings may result from the rules and regulations evolved from legislation promulgated at the federal and state levels. Schools and districts must develop implementation strategies within the framework of these rules and regulations. The strategies which are developed then have consequences incompatible with the intent of the overall programs. Schools and districts design implementation practices which focus upon their needs in light of the policy directives, rather than upon the purposes of the overall program. When this occurs, the situations developed create broader problems.



Students are selected for participation in compensatory education programs based upon the results of tests and are pulled out of desegregated classrooms for special instruction to improve their academic skills. As a consequence, they are reseggregated and what the federal and state governments have intended as a solution to the problem of inequality in educational opportunity, becomes a new problem of resegregation.

Differentiation, another latent function, may also result from school and district attempts to operate within the framework of state and federal rules and regulations. Individualization and small groups were found to be the dominant organizational approaches to compensatory education instruction. These practices may have resulted in the findings of differentiation in learning objectives that were established, differentiated expectations for the mastery of learning objectives and differentiation in aspects of the instruction provided to compensatory education students. The reasons for the prevalence of this approach are not only that individualization is currently popular among educators but also because the district must attempt to operate within a framework of federal and state rules and regulations. Again, the attempt to operate within a framework structured to achieve equality of educational opportunity has produced an unintended and unanticipated consequence. In this case, the dysfunctional outcome of differentiation.

The differentiation noted in this study is dysfunctional when considered in relationship to equality of educational opportunity. Small group and individualized learning might be justified on a short term basis if the achievement of compensatory and noncompensatory students was thus made equitable. This was not the case in the schools studied. Though not within the purview of this study, it is clear that the differences in quality of instructional content in the individual and small group instruction provided to compensatory education students are such that they amplify the differences in learning outcomes that the practices are supposed to eliminate.

The study indicated that compensatory education students were to attain sixteen District Instructional Guidance Plan objectives during the school year. No such attainment goals were set for noncompensatory education students. The number specified resulted from rules and regulations and the reporting of attained learning objectives that is required for compensatory education programs. It appears that a latent function of these requirements is differentiation, in that noncompensatory education students have no such requirements set and thus the goal of sixteen objectives exists only for the compensatory education students. Considering the total number of objectives under the District Instructional Guidance Plan, a situation of minimums becoming maximums is thus created for compensatory education students.





These findings suggest that purposive well-intentioned actions may have consequences that are unintended and dysfunctional for the children and schools affected. This condition must, therefore, be recognized at all levels of the educational structure: the policy-makers, the school district administrators and the teachers and aides who implement the programs. Each level should be cognizant of the others needs and goals and thus policies and practices coordinated in a manner which assures that the multiple needs are met and that the consequent programs provide the equality of educational opportunity which is our national goal. The case presented in this study appears to represent a situation whereby each level is approaching the same problem in a different manner and thereby functioning in ways not only incongruent with one another but in ways inconsistent with the goal of equality of educational opportunity. The following suggestions are put forth as possible remedies for district consideration:

1. The district should carefully examine its selection procedures, especially the nature of the achievement tests used for placement of students in compensatory education programs. The resegregation occurring in the racial-ethnic composition of these programs may be related to bias in the instruments used to select program participants.
2. The district should investigate creative alternatives to pull out instructional practices and



develop instructional procedures that do not re-segregate students and differentiate between them.

3. The district should carefully evaluate and monitor the instructional content provided to compensatory education students who presently receive pull out instruction to determine if they are receiving an educational experience equal to that provided their peers.
4. The district should consider setting learning objectives for all students and committing the resources necessary to evaluate and monitor all students on their success in attaining these objectives. These objectives should be of the same level and number for both compensatory and noncompensatory education students.
5. The district should develop inservice training programs for staff which focus on means of providing equality of educational opportunity for all children regardless of their racial or family background characteristics. This is particularly important for kindergarten and first grade teachers identifying candidates for compensatory education programs.
6. District personnel should become actively involved in the process in which state and federal policy-makers promulgate the rules and regulations for compensatory education programs so that district needs and implementation problems can be expressed.



### Limitations and Delimitations

This study had one basic important limitation, that of generalizability. Because it was a descriptive case study which focused on only one school district and a few schools, it was limited in its representativeness and therefore does not allow for valid generalizations beyond the twenty-four school population from which the sample was drawn. Follow-up research focusing on specific hypotheses and using wider sampling methodology would be necessary to permit generalizability beyond this population.

The study was also limited in that the subjects interviewed were drawn from volunteers and thus were not a random staff selection. In this instance, their view may or may not be representative.

A third limitation pertains to the interview guides used in this study. The instruments were created specifically for use in this research and though pilot tested for item clarity, there exists no established reliability or validity criteria. A specific aspect of several items on the instruments which referred to sameness on certain variables, could have been more clearly stated. There was no way in several instances for the researcher to do more than speculate as to what respondents meant by sameness. Further, there is reason to believe that some interviewees, especially instructional aides, may have felt threatened by the nature of the interview questions. Because both Title I and Article 3 program guidelines involve annual monitoring



and evaluation some respondents may have felt that the results of this research effort could have an effect on the local evaluation. Some responses may have been made in this erroneous context. The language of the interview items also presented some difficulty for some instructional aides and there was a need for clarification on some of the items.

There were four delimitations of this research effort. First, the criteria for determining whether federal and state policies support or interfere with equality of educational opportunity goals were delimited to a consideration of resegregation and differentiation as potential latent functions. Other functions, manifest and latent, might have been examined. Secondly, the population was delimited to a medium-sized midwestern school district and only elementary schools within that district. Elementary schools were chosen because the policies under consideration existed primarily at the elementary level. Third, the policies under consideration were delimited to Title I of the Elementary and Secondary Education Act and Article 3 of Michigan Public Act 94. These were selected because they represented the largest compensatory education programs in the district in terms of funding and numbers of students served. Finally, the time period of this investigation was artificially circumscribed and took place during only one school year. As the year had involved changes in the programs under study as well as a long teachers' strike,





the district may not have been experiencing a typical school year.

### Suggestions for Future Research

The results of this study may provide guidance and direction for future investigations. The following suggestions are directed towards potential avenues for research that flow naturally from the findings presented.

First, the results of this study indicated that students involved in compensatory education programs are resegregated along racial/ethnic lines in the desegregated elementary schools under study. It would represent a significant addition to the data presented if future research focused on schools that were not as racially balanced as those in this study. A case study of the implementation of these programs controlling for race in an urban inner city area or rural setting might be of importance. To note who is placed in the compensatory education programs in a more racially homogeneous setting might have implications for the findings presented.

Secondly, this study only considered demographics of the educational experiences of the compensatory education students that were observed. More detailed observations of the actual instructional experiences should be conducted. Such research might also more thoroughly examine aspects of the breadth of curriculum covered and the nature of the instructional materials that are used.



Thirdly, the instruments used in this research need further refinement and testing. Research efforts to test and establish reliability and validity of the instruments need to be conducted. Although the researcher took great care and considerable time in the development of the instruments and consulted with various experts, they still need refinement.

Another area that needs further examination is the issue of the district learning objectives set for compensatory and noncompensatory education students. The findings of this study show inconsistencies as to whether these objectives are the same or different for the two categories of students. It was never clearly evident whether or not a specified number of learning objectives were set annually for noncompensatory education students. It was, however, clear that those students involved in the compensatory education programs were expected to gain sixteen new District Instructional Guidance Plan reading and/or mathematics objectives each year. Under the DIGP there are 135 reading and 155 mathematics objectives for grades kindergarten through six. Divided equally over the seven year period, in order to achieve the total number of objectives, a student would need to gain nineteen objectives in reading and twenty-two in mathematics annually. Respondents stated that the objectives for compensatory education and noncompensatory education students were the same. It appears that either there



is some repression of the differentiation in learning objectives that are set or that the district has not specified the learning objectives that are held for noncompensatory education students. This inconsistency might be clarified in future research efforts.

Other issues that need exploration include follow-up studies of compensatory education students, studies which focus on student outcomes such as basic skill achievement, aspirations, attitudes, drop out rates, suspension rates, etc. of compensatory education students and the relationship of placement in compensatory education programs to stigmatization and labeling of students.

The findings of this study raise a number of more broadly based issues that may provide impetus to future researchers. Compensatory education programs which have worthy goals and purposes, when implemented at the local school level, have been demonstrated in this study to produce situations which deny aspects of equality of educational opportunity to certain children. Herein lies a serious contradiction for both policy makers and those charged with policy implementation.

Those persons at both the state and federal levels whose primary responsibilities include the promulgation of rules and regulations for compensatory education programs must take steps to become more cognizant of the ways in which their numerous decisions actually affect minority children at the local school level. The large scale research

efforts that focus on national samples fail to incorporate the intricacies of the day to day functioning of the various programs and the impact that certain guidelines have on children's daily educational experiences. Programs that cause resegregation and differentiation along racial/ethnic lines appear to contradict the stated purposes of these programs. Resources need to be committed to studies that focus on the local schools and individual classrooms as units of analysis.

Areas of analysis should include investigation of the rationale for the pervasive use of pull out programs. It appears that this strategy may be chosen as an easy means to comply with the "supplement not supplant" guideline. Policy makers should assume the responsibility for promulgating, after adequate investigation, alternative means of assuring that compensatory programs provide supplemental services to replace or modify the pull out instruction which tends to resegregate students in desegregated schools.

Another area where research is needed is differentiation and the focus educational systems place on individual differences and individualization of instruction. More research studies should be conducted which compare the experiences and educational outcomes of learning environments that are equality oriented rather than differentiation oriented. Compensatory education programs, based on this study, function in a manner that may tend to enhance



the differences between students by allocating them to different learning environments.

Research might also focus on the role of the instructional aides in compensatory education programs. These personnel were highly valued by the professional staff in this research. It would be of interest to examine in microcosm, the role these people play and make determinations as to whether or not they function to serve the various needs of teachers or those of students. In some cases these needs may be incompatible. It would be of interest, also, to determine whether the role of the instructional aide is one of support and reinforcement or are they providing the basic instruction for the students they serve. Also, exactly how closely tied programmatically is the instruction they provide to that being provided in the regular classroom. Finally, it would be of interest for researchers to determine whether the time instructional aides spend with compensatory education students is spent in activities that are designed to improve cognitive skills or is it directed primarily towards improving self concept. This study noted that staff felt that the second most positive outcome of compensatory education programs was improved self-concept of the children involved. How much of instructional time is devoted to cognitive goals as compared to affective goals needs examination.





A final area that needs to be examined is the mobility of students placed in compensatory education programs. It would be worthwhile to know how many students become ineligible for these programs or whether they provide another permanent tracking system. In light of the fact that school districts receive their funding based upon low levels of achievement, there is no financial motivator to reduce the numbers of eligible children. Research might examine the extent to which the guidelines discourage school districts from providing other programs that will produce achievement gains for minority and poor youngsters. To do this, the district would be penalized by loss of federal and state dollars. The fact that administrators, teachers and instructional aides would lose jobs if children succeeded is a "Catch 22" situation. An investigation of this vested interest in maintaining "disadvantage" could provide invaluable data to decision makers.

### Reflections

In Human Characteristics and School Learning, Dr. Benjamin Bloom (1976) sends an important message to educators. In discussing Bloom's findings, Harvey and Horton (1977) state:

Bloom tells us that it is possible for 95 percent of our students to learn all that the school has to teach, all at near the same mastery level. There are only 1 percent to 3 percent at the bottom level who cannot master the curriculum. . . . Bloom's research has convinced him that most students become very



similar with regard to learning ability, rate of learning, and motivation for further learning when provided with favorable learning conditions. . . . However, his research demonstrates also that when students are provided with unfavorable learning conditions they become dissimilar in learning ability, rate of learning and motivation for future learning. The latter unfortunately, is exactly what the school provides today: unfavorable learning conditions. Rather than narrowing the gap between high and low achievers, the school widens the gap at each successive level (p. 189).

Compensatory education programs designed and implemented on unsubstantiated theoretical assumptions such as cultural deprivation, provide educational environments that are unfavorable for learning. Minority students, being highly overrepresented in these programs, become victims of a system that perpetuates their disadvantage. Such programs, emerging out of Congressional mandates, which state worthy goals and are planned, at least overtly, to lead to equality of educational opportunity, have latent functions of resegregation and differentiation which widen the achievement gap the programs are intended to close. Minority and poor youngsters are resegregated, classified, stigmatized and provided an educational experience that is watered down when compared to that provided their peers. Yet, annually, funding levels for these programs are increased and more and more students are classified as in need of the services. Obviously these programs are not the solution.

The emphasis of federal and state educational programs needs drastic redirection. The emphasis is presently



misplaced and the goals are based upon assumptions which essentially create a self-fulfilling prophecy for minority and poor children. We assume they cannot learn, then provide educational milieus which do not teach and then wonder why the racial gap in cognitive achievement remains. If we assumed, as Bloom does, that large percentages of children are capable of learning all we have to teach, perhaps our outcomes would differ. As long as we continue to find excuses like family background, cultural deprivation, heredity, etc., we will not succeed and compensatory education research supports this notion of lack of success.

The fact that twenty years is rapidly approaching since the passage of the Elementary and Secondary Education Act and Brown v. Board of Education has had a twenty-fifth anniversary, tells the story. This presents a true dilemma for minorities in America. One begins to wonder, if indeed society desires to change this situation. In a society with a history of racism and economic and social stratification, it may not be too far-fetched to speculate that compensatory education programs are veiled in the language of equality but actually represent surreptitious attempts to maintain minorities in their inferior social and economic positions. Cosmetic changes in educational programming will do little to erase the racism that prevails in our society and its institutions.

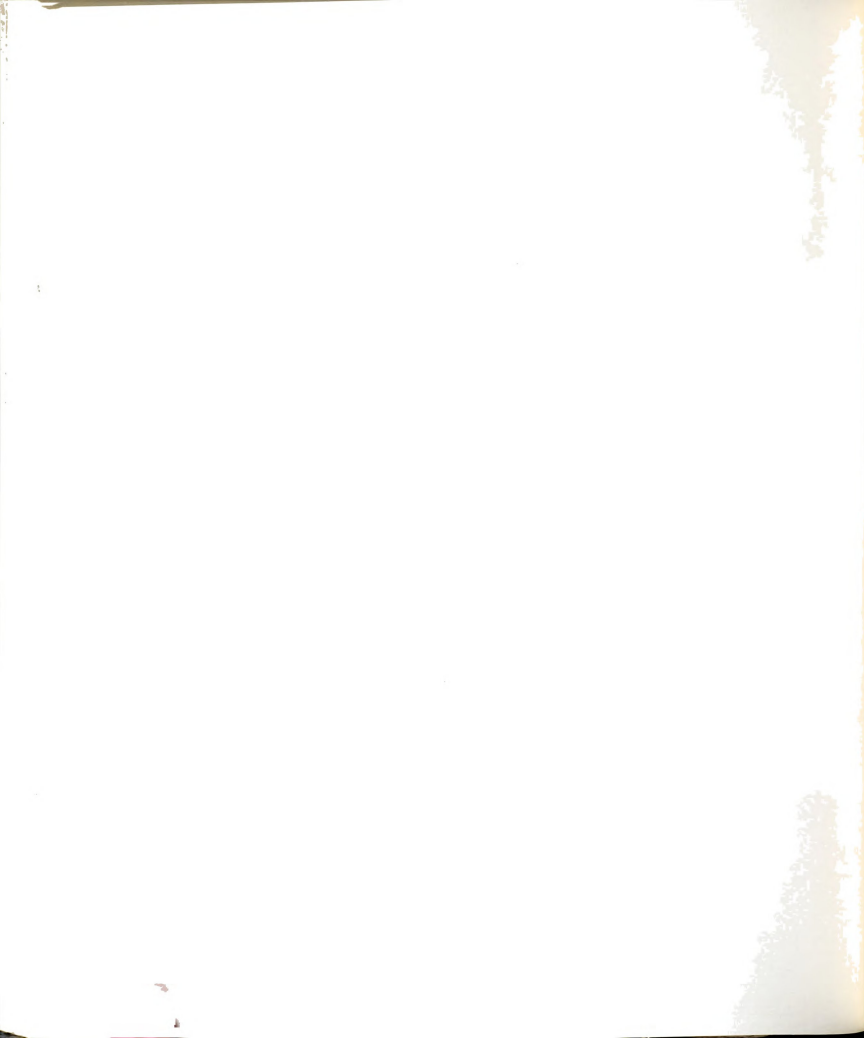


John Ogbu (1978) in discussing the general failure of compensatory education programs, both preventive and remedial states that these programs

fail to produce significant improvement in the school performance of black children because the theoretical assumptions upon which they are based are wrong. Although lower class blacks probably come to school with preschool training and cognitive and other skills that differ from those of their white middle class peers, the difference does not arise from the fact that there is some deficit in black development because of cultural deprivation. It arises from the respective positions of blacks and whites in the American caste system which require that the two races develop different patterns of child training and different types of cognitive and motivational skills (p. 98).

It would be more beneficial to society, as well as to minority group members, to refocus our efforts and deal with national policies designed to eliminate the societal barriers that place minorities in positions of second class citizens. Only when this is accomplished will interventions such as compensatory education have any possibility for successful impact in terms of closing the ever widening gap in minority-majority achievement levels. In addition our educational leaders must work to dispel the notions of individual differences in learning and give serious consideration to theorists such as Bloom who recognize the many similarities among children and their learning potential. The results of this study indicate that the noble but misguided efforts at compensatory education programs which result in resegregation and differentiation have the inherent danger of moving society backwards perhaps





thirty years. The insidious "separate but equal" doctrine that served as the rationale for school segregation and unequal treatment in the south, may still be present. However, it has moved out of public view to inside nominally desegregated schools.

If further investigation and reform are not undertaken by policymakers, compensatory education programs may result in just such inherently "separate but equal" learning conditions. This latent function would certainly be dysfunctional for our educational structure and for society as a whole.



## APPENDICES



APPENDIX A

COMPENSATORY STUDENTS MASTERING DIGP

OBJECTIVES 1976-79



# APPENDIX A

## COMPENSATORY STUDENTS MASTERING DIGP OBJECTIVES 1976-79

Table A-1.--Percent of Title I and Article 3 Students Mastering Sixteen or More District Instructional Guidance Plan Reading and Mathematics Objectives, 1976-77 to 1978-79.

Program	% Gaining 16 or More Objectives--Reading			% Change		% Gaining 16 or More Objectives--Mathematics			% Change
	1976-77	1977-78	1978-79	1976-79	1976-79	1976-77	1977-78	1978-79	
Article 3	26	45	52	+26		65	60	66	+1
Title I	31	45	50	+19		75	68	70	-5





## APPENDIX B

## INSTRUMENTS



## APPENDIX B

### INSTRUMENTS

#### Regular Teacher Interview Guide

Respondent # \_\_\_\_\_

Interviewer's Name \_\_\_\_\_

School \_\_\_\_\_ A \_\_\_\_\_ B \_\_\_\_\_ C \_\_\_\_\_

I am \_\_\_\_\_ from Michigan State University. As you know we are conducting a study on Compensatory Education and your school has been randomly selected to participate in this research. I would, therefore, like to ask you a few questions about the compensatory education programs in your school. We will not identify this information with you in any way.

First, I would like to know

1. Are you aware of any compensatory education programs in this school?

yes . . . . .	1
no . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If no, don't know, or uncertain use regular teacher interview schedule B

2. If yes, what compensatory education programs do you have in this school? (Circle all that apply)

Title I . . . . .	1
Article 3 . . . . .	2
Bilingual . . . . .	3
Don't know . . . . .	4
Other (specify) . . . . .	5



3. Are there students in your classroom who participate in compensatory education programs?

yes . . . . . 1  
 no . . . . . 2  
 don't know . . . . . 3  
 uncertain . . . . . 4

If yes, do item 4, if no, don't know, or uncertain go to item 5

4. What compensatory education programs do these students participate in? (Circle all that apply)

Title I . . . . . 1  
 Article 3 . . . . . 2  
 Bilingual . . . . . 3  
 Don't know . . . . . 4  
 Other (specify) . . . . . 5  
 Does not apply . . . . . 6

5. Are you familiar with the way in which students are selected for participation in the compensatory education programs in your school?

yes . . . . . 1  
 no . . . . . 2  
 don't know . . . . . 3  
 uncertain . . . . . 4

If yes, do item 6, if no, don't know or uncertain go to item 7.

6. Which of the following criteria are used in this school to determine which children actually participate in the compensatory education program(s)? (Check all that apply)

	Title I	Article 3	Bilingual
standardized achievement test scores			
criterion referenced test scores			
economic criteria			
teacher judgment			
ethnic and/or racial background			
language			
other (specify)			



7. In what subjects (areas) are instructional services provided to students involved in the compensatory education program(s) in your school? (Check all that apply)

	Title I	Article 3	Bilingual
Reading			
Math			
Other (specify)			

8. When special instructional services are provided to students, where does this instruction take place? (Circle all that apply)

within the regular classroom . . . . .	1
hallway . . . . .	2
cafeteria . . . . .	3
library . . . . .	4
resource room (lab) . . . . .	5
special learning room . . . . .	6
other (specify) . . . . .	7

If special instruction is provided both within and outside regular classroom do items 9-17.

If special instruction is provided outside the regular classroom do items 9-13.

If special instruction is provided inside the regular classroom do items 14-17.

9. When special instruction is provided outside the regular classroom for how long each day on the average are students out of the regular classroom for special instruction? (total time)

more than 1 hour . . . . .	1
45 to 60 minutes . . . . .	2
30 to 45 minutes . . . . .	3
less than 30 minutes . . . . .	4





10. What is usually occurring in the regular classroom while these students are receiving the special instruction? (Circle all that apply)

free period or study period . . . . .	1
P.E. or recess . . . . .	2
art or music . . . . .	3
math related activity . . . . .	4
reading related activity . . . . .	5
other (specify) . . . . .	6

11. Who provides the special instruction?

regular teacher . . . . .	1
specialist . . . . .	2
aides . . . . .	3
parent volunteers . . . . .	4
students . . . . .	5
other (specify) . . . . .	6

12. How often on the average do you meet with the person responsible for the special instruction of your compensatory education students in order to discuss the pupil progress, and their instruction? (Circle only one)

once a month or less . . . . .	1
once every two weeks . . . . .	2
once a week . . . . .	3
more than once a week but not every day . . . . .	4
every day . . . . .	5

13. Are the students who leave the classroom for special instruction more likely to be of one or another racial/ethnic group? Whites, Blacks, Hispanics, Orientals, Native Americans? (Circle all that apply)

Whites . . . . .	1
Blacks . . . . .	2
Hispanics . . . . .	3
Orientals . . . . .	4
Native Americans . . . . .	5
Arabic/Middle East . . . . .	6
Equally Likely . . . . .	7
Don't Know . . . . .	8
Uncertain . . . . .	9

14. When special instruction is provided within the regular classroom, for how long each day on the average do the students receive this special instruction? (Circle only one)

more than one hour . . . . .	1
45 to 60 minutes . . . . .	2
30 to 45 minutes . . . . .	3
less than 30 minutes . . . . .	4

15. What is usually being taught to the other students while these students are receiving the special instruction? (Circle all that apply)

free period or study period . .	1
P.E. or recess . . . . .	2
art or music . . . . .	3
math related activity . . . . .	4
reading related activity . . .	5
other (specify) . . . . .	6

16. Who provides this special instruction? (Circle all that apply)

regular teacher . . . . .	1
specialist . . . . .	2
aides . . . . .	3
parent volunteers . . . . .	4
students . . . . .	5
others (specify) . . . . .	6

17. How often on the average do you meet with the person responsible for the special instruction of your students in order to discuss the pupils' progress and their instruction? (Circle only one)

once a month or less . . . . .	1
once every two weeks . . . . .	2
once a week . . . . .	3
more than once a week but not every day . . . . .	4
every day . . . . .	5



18. How do the year end learning objectives for compensatory education students compare with the year end learning objectives for noncompensatory education students?

	Title I	Article 3	Bilingual
the same			
different			
don't know			
uncertain			

If different do item 19.

If the same, don't know, or uncertain go to item 20.

19. Which of the following describes these differences?  
(Circle all that apply)

The grade level of the learning objectives set for compensatory education students is lower than that of the learning objectives set for regular students . 1

Fewer learning objectives are set for compensatory education students than for regular education students . . . . . 2

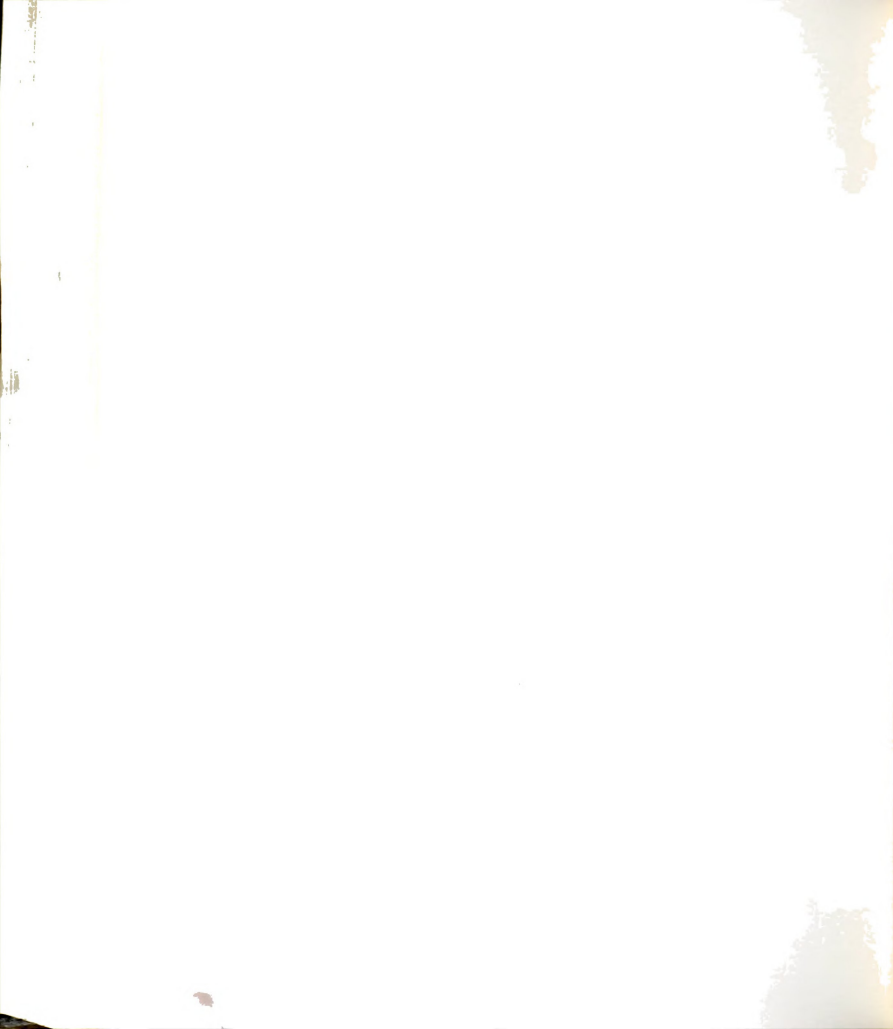
Different objectives are set for all students based upon their individual needs . . . . . 3

Other (describe) . . . . . 4

Does not apply . . . . . 5

20. What percent of the compensatory education students in your class do you expect to achieve the learning objectives set for them? (Check only one for each program)

	Title I	Article 3	Bilingual
80% or more			
60% to 79%			
40% to 59%			
20% to 39%			
0% to 19%			



21. Based upon your previous experience, what percent of the compensatory education students actually achieve the learning objectives set for them?

80% or more . . . . .	1
60% to 79% . . . . .	2
40% to 59% . . . . .	3
20% to 39% . . . . .	4
0% to 19% . . . . .	5

22. What percent of the students not involved in compensatory education programs do you expect to achieve the objectives set for them? (Check only one)

80% or more . . . . .	1
60% to 79% . . . . .	2
40% to 59% . . . . .	3
20% to 39% . . . . .	4
0% to 19% . . . . .	5

23. Based upon your previous experience, what percent of the students not involved in compensatory education programs actually achieve the learning objectives set for them?

80% or more . . . . .	1
60% to 79% . . . . .	2
40% to 59% . . . . .	3
20% to 39% . . . . .	4
0% to 19% . . . . .	5

24. How does the grade level of the instructional materials used with the compensatory education students compare with the grade level of the instructional materials used with students not involved in compensatory education programs?

	Title I	Article 3	Bilingual
the same			
different			
don't know			
uncertain			

If different, do item 25, if the same, don't know or uncertain go to item 26.





25. Which of the following describes these differences?  
(Circle all that apply)

Compensatory education students are more likely than regular education students to use instructional materials that are below grade level . . . . . 1

Compensatory education students are more likely than regular education students to use teacher developed materials . . . . . 2

Compensatory education students are more likely than regular education students to use special commercial learning materials . . . . . 3

Other (describe) . . . . . 4

26. During the course of the school year, is the curriculum (teaching units) covered by the compensatory education students, the same as or different from that covered by students not involved in any compensatory education program?

the same . . . . . 1  
different . . . . . 2  
don't know . . . . . 3  
uncertain . . . . . 4

If different, in what ways?

27. How many of the students in your entire class fall into the following categories? (Record number of students)

Category	Number of Entire Class
Black	
White	
Hispanic	
Native American	
Oriental	
Arabic/ Middle East	
Other	



28. How many of the students receiving compensatory education services fall into the following categories?  
(Record number of students)

Category	Title I only	Article 3 only	Title I and Article 3	Bilingual
Black				
White				
Hispanic				
Native American				
Oriental				
Arabic/ Middle East				
Other				

29. In your opinion, in general, are minority students overrepresented in the compensatory education programs in your school?

yes . . . . .	1
no . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If yes do items 30 and 31, if no, don't know or uncertain go to item 32.

30. In which programs do you think this situation exists?  
(Circle all that apply)

Title I . . . . .	1
Article 3 . . . . .	2
Bilingual . . . . .	3
Other . . . . .	4

31. Why do you think this situation has occurred?



32. Would the instruction you provide be the same or different if the resources provided for by the compensatory education programs in this school did not exist?

the same . . . . .	1
different . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If different do item 33, if the same, don't know or uncertain go to item 34.

33. In what ways would your instruction be different?

34. To what extent are you involved in the total school planning for the compensatory education programs in your school? (Circle only one)

almost never . . . . .	1
rarely . . . . .	2
sometimes . . . . .	3
often . . . . .	4
almost always . . . . .	5

35. Of all the potential outcomes of compensatory education programs, which do you consider to be the most positive ones?

The most negative outcomes?

36. Please tell me which of the following best describes the level of formal education that you have attained. (Circle only one)

bachelors degree or less . . . . .	1
bachelors degree plus some credits towards masters . . . . .	2
masters degree . . . . .	3
masters degree plus some credits toward Ph.D./Ed.D. . . . .	4
specialist . . . . .	5
Ph.D. or Ed.D. degree . . . . .	6



37. Including this year, what are the total number of years of teaching experience you have had?

more than 15 years . . . . .	1
10 to 15 years . . . . .	2
7 to 10 years . . . . .	3
3 to 6 years . . . . .	4
less than 3 years . . . . .	5

\* Interviewer code the following:

38. Sex	Male . . . . .	1
	Female . . . . .	2
39. Race	Black . . . . .	1
	White . . . . .	2
	Hispanic . . . . .	3
	Native American . . . . .	4
	Oriental . . . . .	5
	Other . . . . .	6





Compensatory Education Teacher and Aide  
Interview Guide

Respondent # \_\_\_\_\_

Interviewer's Name \_\_\_\_\_

School \_\_\_\_\_ A \_\_\_\_\_ B \_\_\_\_\_ C \_\_\_\_\_

Teacher . . . . . 1  
Aide . . . . . 2  
Special . . . . . 3

I am \_\_\_\_\_ from Michigan State University. As you know we are conducting a study on Compensatory Education and your school has been randomly selected to participate in this research. I would, therefore, like to ask you a few questions about the compensatory education programs in your school. We will not identify this information with you in any way.

First I would like to know

1. What compensatory education programs do you have in this school? (Circle all that apply)

Article 3 . . . . . 1  
Title I . . . . . 2  
Bilingual . . . . . 3  
Don't know . . . . . 4  
Other (specify) . . . . . 5

2. Which program provides the funding for your salary?

Article 3 . . . . . 1  
Title I . . . . . 2  
Bilingual . . . . . 3  
Don't know . . . . . 4  
Other (specify) . . . . . 5

3. What subject do you teach? (Circle all that apply)

Reading . . . . . 1  
Math . . . . . 2  
Bilingual . . . . . 3  
Other (specify) . . . . . 4

4. Are you familiar with the way in which students are selected for participation in the compensatory education programs in your school?

yes . . . . . 1  
no . . . . . 2  
don't know . . . . . 3  
uncertain . . . . . 4

If yes do item 5, if no, don't know or uncertain go to item 6.



5. Which of the following criteria are used in this school to determine which children actually participate in the program you are associated with? (Circle all that apply)

standardized achievement test scores . . . . .	1
criterion referenced test scores . . . . .	2
economic criteria . . . . .	3
teacher judgment . . . . .	4
ethnic and/or racial background . . . . .	5
language . . . . .	6
other (specify) . . . . .	7

6. In what subjects (areas) are instructional services provided to students involved in the compensatory education program you are associated with? (Check all that apply)

	Title I	Article 3	Bilingual
Reading			
Math			
Other (specify)			

7. When special instructional services are provided to students, where does this instruction take place? (Check all that apply)

within the regular classroom .	1
hallway . . . . .	2
cafeteria . . . . .	3
library . . . . .	4
resource room (lab) . . . . .	5
special learning room . . . . .	6
other (specify) . . . . .	7

If special instruction is provided both within and outside regular classroom do items 8-16.

If instruction is provided outside the regular classroom do items 8-12.

If instruction is provided inside the regular classroom do items 13-16.



8. When instruction is provided outside the regular classroom for how long each day, on the average, are students out of the regular classroom for the subject you teach? (total time)

more than 1 hour . . . . .	1
45 to 60 minutes . . . . .	2
30 to 45 minutes . . . . .	3
less than 30 minutes . . . . .	4

9. What is usually occurring in the regular classroom while these students are receiving the instruction you provide?

free period or study period . .	1
P.E. or recess . . . . .	2
art or music . . . . .	3
math related activity . . . . .	4
reading related activity . . .	5
other (specific) . . . . .	6
don't know . . . . .	7
uncertain . . . . .	8

10. Who provides the special instruction? (Circle all that apply)

regular teacher . . . . .	1
specialist . . . . .	2
aides . . . . .	3
parent volunteers . . . . .	4
students . . . . .	5
others (specify) . . . . .	6

11. How often on the average do you meet with the person responsible for the regular instruction of your students in the subject you teach in order to discuss the pupil's progress and their instruction? (Circle only one)

once a month or less . . . . .	1
once every two weeks . . . . .	2
once a week . . . . .	3
more than once a week but not every day . . . . .	4
every day . . . . .	5



12. Are the students who leave the classroom to receive the special instruction you provide more likely to be of one or another racial/ethnic group: Whites, Blacks, Hispanics, Orientals, Native Americans?

Whites . . . . .	1
Blacks . . . . .	2
Hispanics . . . . .	3
Orientals . . . . .	4
Native Americans . . . . .	5
Arabic/Middle East . . . . .	6
Equally Likely . . . . .	7
Don't Know . . . . .	8
Uncertain . . . . .	9

13. When special instruction is provided within the regular classroom how long each day, on the average, do the students receive this special instruction? (Circle only one)

more than one hour . . . . .	1
45 to 60 minutes . . . . .	2
30 to 45 minutes . . . . .	3
less than 30 minutes . . . . .	4

14. When special instruction is provided within the regular classroom what is usually being taught to the other students while these students are receiving the special instruction? (Circle all that apply)

free period or study period . .	1
P.E. or recess . . . . .	2
art or music . . . . .	3
math related activity . . . . .	4
reading related activity . . .	5
other (specify) . . . . .	6

15. Who provides the special instruction? (Circle all that apply)

regular teacher . . . . .	1
specialist . . . . .	2
aides . . . . .	3
parent volunteers . . . . .	4
others (specify) . . . . .	5





16. How often, on the average, do you meet with the person responsible for the regular instruction of your students in order to discuss the pupil's progress and their instruction? (Circle only one)

once a month or less . . . . .	1
once every two weeks . . . . .	2
once a week . . . . .	3
more than once a week but not	
every day . . . . .	4
every day . . . . .	5

17. How do the year end learning objectives set for the students you teach compare with the year end learning objectives set for students not involved in any compensatory education program?

the same . . . . .	1
different . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If different do item 18

If the same, don't know or uncertain go to item 19.

18. Which of the following describes these differences? (Circle all that apply)

The grade level of the learning objectives set for compensatory education students is lower than that of the learning objectives set for regular students . . . . .	1
---	---

Fewer learning objectives are set for compensatory education students than for regular education students . . . . .	2
---	---

Different objectives are set for all students based upon their individual needs . . . . .	3
---	---

Other (describe) . . . . .	4
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19. What percent of your students do you expect to master the objectives held for them?

80% or more . . . . .	1
60% to 79% . . . . .	2
40% to 59% . . . . .	3
20% to 39% . . . . .	4
0% to 19% . . . . .	5



20. Based upon your previous experience, what percent of these students actually achieve the learning objectives set for them?

80% or more . . . . .	1
60% to 79% . . . . .	2
40% to 59% . . . . .	3
20% to 39% . . . . .	4
0% to 19% . . . . .	5

21. What percent of the objectives held for the noncompensatory education students do you expect the compensatory education students to achieve?

80% or more . . . . .	1
60% to 79% . . . . .	2
40% to 59% . . . . .	3
20% to 39% . . . . .	4
0% to 19% . . . . .	5

22. How does the grade level of the instructional materials used with the students you teach compare with the grade level of the instructional materials used with students not involved in any compensatory education program?

the same . . . . .	1
different . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If different do item 23.

If the same, don't know, or uncertain go to item 24.

23. Which of the following describes these differences?  
(Circle all that apply)

Compensatory education students are more likely than regular education students to use instructional materials that are below grade level . . . . . 1

Compensatory education students are more likely than regular education students to use teacher developed materials . . . . . 2

Compensatory education students are more likely than regular education students to use special commercial learning materials . . . . . 3

Other (describe) . . . . . 4



24. During the course of the school year is the curriculum (teaching units) covered by your compensatory education students the same as or different from that covered by students not involved in any compensatory education program?

the same . . . . . 1  
 different . . . . . 2  
 don't know . . . . . 3  
 uncertain . . . . . 4

If different, in what ways?

25. How many students are assigned to you for instruction?

Record number of students \_\_\_\_\_

26. How many of the students assigned to you for instruction would fall into the following categories?

Category	Number receiving this instruction
Black	
White	
Hispanic	
Native American	
Oriental	
Arabic/Middle East	
Other	

27. In your opinion, in general, are minority students overrepresented in the compensatory education programs in your school?

yes . . . . . 1  
 no . . . . . 2  
 don't know . . . . . 3  
 uncertain . . . . . 4

If yes, do items 28 and 29.

If no, don't know or uncertain go to item 30.



28. In which programs do you think this situation exists?  
(Circle all that apply)

Title I . . . . .	1
Article 3 . . . . .	2
Bilingual . . . . .	3
Don't know . . . . .	4
Uncertain . . . . .	5

29. Why do you think this situation has occurred.

30. Would the instructional program in this school be the same or different if the resources provided for by this compensatory education program did not exist?

the same . . . . .	1
different . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If different do item 31.

If the same, don't know, or uncertain go to item 32.

31. In what ways would the instruction differ?

32. To what extent are you involved in the total school planning for the compensatory education programs in your school? (Circle only one)

almost never . . . . .	1
rarely . . . . .	2
sometimes . . . . .	3
often . . . . .	4
almost always . . . . .	5

33. Of all the potential outcomes of compensatory education programs, which do you consider to be the most positive ones?

The most negative ones?





34. Please tell me which of the following best describes the level of formal education that you have attained. (Check only one)

high school degree or less . . . . .	1
high school degree plus some college credits . . .	2
bachelors degree . . . . .	3
bachelors degree plus some credits towards masters.	4
masters degree . . . . .	5
masters degree plus some credits toward Ph.D., Ed.D. . . . .	6
specialist . . . . .	7
Ph.D. or Ed.D. degree . . . . .	8

35. Including this year, what is the total number of years of teaching experience (aide experience) have you had?

more than 15 years . . . . .	1
10 to 15 years . . . . .	2
7 to 10 years . . . . .	3
3 to 6 years . . . . .	4
less than 3 years . . . . .	5

- \* Interviewer code the following:

36. Sex	Male . . . . .	1
	Female . . . . .	2
37. Race	Black . . . . .	1
	White . . . . .	2
	Hispanic . . . . .	3
	Native American . . . . .	4
	Oriental . . . . .	5
	Other . . . . .	6



Principal's Interview Guide

Respondent # \_\_\_\_\_

Interviewer's Name \_\_\_\_\_

School \_\_\_\_\_ A \_\_\_\_\_ B \_\_\_\_\_ C \_\_\_\_\_

I am \_\_\_\_\_ from Michigan State University. As you know we are conducting a study on Compensatory Education and your school has been randomly selected to participate in this research. I would, therefore, like to ask you a few questions about the compensatory education programs in your school. We will not identify this information with you in any way.

1. What compensatory education program(s) do you have in this school? (Circle all that apply)

Title I . . . . .	1
Article 3 . . . . .	2
Bilingual . . . . .	3
Other (specify) . . . . .	4

2. As you understand the district guidelines for the program(s) in your school, which criteria are used to determine which children are eligible for the compensatory education services in your school? (Check all that apply)

Criteria	Title I	Article 3	Bilingual
Standardized Achievement Test Scores			
Criterion Referenced Tests			
Economic Criteria			
Teacher Judgment			
Racial and/or Ethnic Background			
Language			
Other (specify)			



3. Please weigh on a ten point scale the criteria you have indicated in terms of their importance to eligibility.

Criteria	Title I	Article 3	Bilingual
Standardized Achievement Test Scores			
Criterion Referenced Tests			
Economic Criteria			
Teacher Judgment			
Racial and/or Ethnic Background			
Language			
Other (specify)			
Total	<u>10</u>	<u>10</u>	<u>10</u>

4. Altogether, by grade level, how many children have been determined eligible for compensatory education services in the program(s) you offer? (Record number of students)

Grade	1	2	3	4	5	6	Total
Title I only							
Article 3 only							
Title I and Article 3 only							
Bilingual							
Other							



5. Which of the following criteria are used in this school to determine which children actually receive the compensatory education services offered in this school? (Check all that apply)

Criteria	Title I	Article 3	Bilingual
standardized achievement test scores			
criterion referenced test scores			
economic criteria			
teacher judgment			
racial ethnic background			
language			
other (specify)			

6. How many of the students in each of the various racial/ethnic groups are enrolled in your school? (Record number of students)

Group	School Enrollment
Black	
White	
Hispanic	
Native American	
Oriental	
Arabic/Middle East	
Other	





7. How many of the students of the various racial/ethnic groups receive compensatory education services?  
(Record number of students)

Group	Title I only	Article 3 only	Both	Bilingual
Black				
White				
Hispanic				
Native American				
Oriental				
Arabic/ Middle East				
Other				

8. In your opinion, in general, are minority students overrepresented in any of the compensatory education programs in your school?

yes . . . . . 1  
no . . . . . 2  
don't know . . . . . 3  
uncertain . . . . . 4

If yes, in which programs do you think this situation exists? (Circle all that apply)

Title I . . . . . 1  
Article 3 . . . . . 2  
Bilingual . . . . . 3

Why do you think this situation has occurred?

9. Has your school identified specific learning objectives for these compensatory education programs?

Title I                      Yes \_\_\_\_\_ No \_\_\_\_\_  
Article 3                  Yes \_\_\_\_\_ No \_\_\_\_\_  
Bilingual                  Yes \_\_\_\_\_ No \_\_\_\_\_

If yes and in writing, request copies and go to item 10.

If no go to item 11.



10. How do the year end learning objectives for compensatory education students compare with those of students not involved in compensatory education programs?  
(Circle only one)

Title I	the same . . . . .	1
	different . . . . .	2
	don't know . . . . .	3
	uncertain . . . . .	4
	If different, in what ways?	
Article 3	the same . . . . .	1
	different . . . . .	2
	don't know . . . . .	3
	uncertain . . . . .	4
	If different, in what ways?	
Bilingual	the same . . . . .	1
	different . . . . .	2
	don't know . . . . .	3
	uncertain . . . . .	4
	If different, in what ways?	

11. What specific instructional services are provided to students under the compensatory education programs in your school? (Check all that apply)

	Title I	Article 3	Bilingual
reading			
mathematics			
other (specify)			

12. Where does this instruction usually take place? (Circle all that apply)

within the regular classroom .	1
hallway . . . . .	2
cafeteria . . . . .	3
library . . . . .	4
resource room . . . . .	5
special learning room . . . . .	6
other (specify) . . . . .	7



13. During the course of the school year, is the curriculum (teaching units) covered by the compensatory education students, the same as or different from that covered by students not involved in any compensatory education program?

	Title I	Article 3	Bilingual
the same			
different			
don't know			
uncertain			

If different in what ways?

Title I

Article 3

Bilingual

14. Have you noted any problems in the implementation of compensatory education programs in your school?

yes . . . . .	1
no . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If yes, do item 15, if no, don't know or uncertain go to item 16.

15. If Yes, please describe these problems.



16. Would the instructional program in your school differ if the resources provided for by the compensatory education program(s) in your school were no longer available?

yes . . . . .	1
no . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If yes do item 14.

17. How would the instruction provided in your school differ if the resources provided for by these compensatory education programs were not available?

Title I

Article 3

Bilingual

18. To what extent do you involve staff in the planning for the compensatory programs in your school? (Circle only one)

almost never . . . . .	1
rarely . . . . .	2
sometimes . . . . .	3
often . . . . .	4
almost always . . . . .	5

Please describe the nature of this involvement?

19. To what extent do you involve community in the planning for the compensatory education programs in your school? (Circle only one)

almost never . . . . .	1
rarely . . . . .	2
sometimes . . . . .	3
often . . . . .	4
almost always . . . . .	5

Please describe the nature of this involvement?





20. Of all the potential outcomes of compensatory education programs, which do you consider to be the most positive ones?

The most negative ones?

21. How do you evaluate the success or failure of the compensatory education programs in your school?

22. In your opinion have these programs succeeded or failed?

succeeded . . . . .	1
failed . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4
other (specify) . . . . .	5

23. Please tell me which of the following best describes the level of formal education that you have attained? (Circle only one)

bachelors degree or less . . . . .	1
bachelors degree + some credit towards masters . .	2
masters degree . . . . .	3
masters degree + some credits towards	
Ph.D./Ed.D. . . . .	4
specialist . . . . .	5
Ph.D. or Ed.D. degree . . . . .	6

24. Including this year, what is the total number of years of administrative experience you have had?

more than 15 years . . . . .	1
10 to 15 years . . . . .	2
7 to 10 years . . . . .	3
3 to 6 years . . . . .	4
less than 3 years . . . . .	5

\* Interviewer code the following:

25. Sex
- |                  |   |
|------------------|---|
| Male . . . . .   | 1 |
| Female . . . . . | 2 |



## 26. Race

Black . . . . .	1
White . . . . .	2
Hispanic . . . . .	3
Native American . . . . .	4
Oriental . . . . .	5
Other (specify) . . . . .	6



Central Office Administrators

Respondent # \_\_\_\_\_

Interviewer's Name \_\_\_\_\_

I am \_\_\_\_\_ from Michigan State University. As you know we are conducting a study on Compensatory Education and your school district has been selected to participate in this research. I would, therefore, like to ask you a few questions about the compensatory education programs in your school. We will not identify this information with you in any way.

1. How is your job related to the compensatory education programs provided in this district?

Title I

Article 3

Bilingual

ESAA

2. As you understand them what are the primary purposes of these programs?

Title I

Article 3

Bilingual

ESAA



3. As you understand the guidelines for the programs in your district, which criteria are used to determine which schools are eligible for the compensatory education services in your district? (Check all that apply)

Criteria	Title I	Article 3	Bilingual	Other (specify)
standard achievement test scores				
criterion referenced test scores				
economic criteria				
teacher judgment				
racial and/or ethnic background				
language				
other (specify)				

4. As you understand the guidelines for the programs in your district, which criteria are used to determine which students are eligible for the compensatory education services in your district? (Check all that apply)

Criteria	Title I	Article 3	Bilingual	Other (specify)
standard achievement test scores				
criterion referenced test scores				
economic criteria				
teacher judgment				
racial and/or ethnic background				
language				
other (specify)				





5. How many students of the various racial and/or ethnic groups are enrolled in your district? (Record number of students)

Group	District Enrollment
Black	
White	
Hispanic	
Native American	
Oriental	
Arabic/ Middle East	
Other	
Total	

6. In your district, how many students of the various racial and/or ethnic groups are eligible for compensatory education services? (Record number of students)

	Title I	Article 3	Bilingual	Total
Black				
White				
Hispanic				
Native American				
Oriental				
Arabic/ Middle East				
Other				

7. In your opinion, in general, are minority students overrepresented in any of the compensatory education programs in your district?

yes . . . . .	1
no . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If yes answer items 8 and 9. If no, don't know or uncertain go to item 10.



8. In which programs do you think this situation exists?  
(Circle all that apply)

Title I . . . . .	1
Article 3 . . . . .	2
Bilingual . . . . .	3

9. Why do you think this situation has occurred?

10. When the district proposes or develops these programs, are specific learning objectives identified for the year? (Answer yes or no)

Title I	Yes	_____	No	_____
Article 3	Yes	_____	No	_____
Bilingual	Yes	_____	No	_____

11. Could you identify those learning objectives or cite them in proposals?

Title I

Article 3

Bilingual

12. How do the year end objectives set for compensatory education students compare with the year end objectives set for noncompensatory education students?

the same . . . . .	1
different . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If different do item 13, if the same, don't know or uncertain go to item 14.



13. Which of the following describes these differences?  
(Circle all that apply)

The grade level of the learning objectives set for compensatory education students is lower than that of the learning objectives set for regular students . . . . . 1

Fewer learning objectives are set for compensatory education students than for regular education students . . . . . 2

Different objectives are set for all students based upon their individual needs . . . . . 3

Other (describe) . . . . . 4

14. How does the grade level of the instructional materials used with the compensatory education students compare with the grade level of the instructional materials used with students not involved in compensatory education programs?

	Title I	Article 3	Bilingual
the same			
different			
don't know			
uncertain			

If different do item 15, if the same, don't know or uncertain go to item 16.

15. Which of the following describes these differences?  
(Circle all that apply)

Compensatory education students are more likely than regular education students to use instructional materials that are below grade level . . . . . 1

Compensatory education students are more likely than regular education students to use teacher developed materials . . . . . 2

Compensatory education students are more likely than regular education students to use special commercial learning materials . . . . . 3

Other (describe) . . . . . 4



16. During the course of the school year, is the curriculum (teaching units) covered by the compensatory education students, the same as or different from that covered by students not involved in any compensatory education program?

the same . . . . .	1
different . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If different, in what ways?

17. Have you noted any problems in the implementation of compensatory education programs in your district?

yes . . . . .	1
no . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If Yes, do item 18.

If No, Don't Know or Uncertain go to item 19.

18. If Yes, please describe these problems.





19. Would the instructional programs in your district differ if the resources provided for by these programs were not available?

Title I	yes . . . . .	1
	no . . . . .	2
	don't know . . . . .	3
	uncertain . . . . .	4
Article 3	yes . . . . .	1
	no . . . . .	2
	don't know . . . . .	3
	uncertain . . . . .	4
Bilingual	yes . . . . .	1
	no . . . . .	2
	don't know . . . . .	3
	uncertain . . . . .	4

20. If Yes, how would the instructional program differ?

21. Of all the potential outcomes of compensatory education programs, which do you consider to be the most positive ones?

The most negative ones?

22. How do you evaluate the success or failure of the compensatory education program in your district?



23. In your opinion have these programs succeeded or failed?

succeeded . . . . .	1
failed . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4
other (specify) . . . . .	5

---

24. Please tell me which of the following best describes the level of formal education that you have attained (Circle only one)

bachelors degree or less . . . . .	1
bachelors degree plus some credits towards masters . . . . .	2
masters degree . . . . .	3
masters degree plus some credits towards Ph.D./ Ed.D. . . . .	4
specialist . . . . .	5
Ph.D. or Ed.D. . . . .	6

25. Including this year, what is the total number of years of experience you have as a district administrator?

more than 15 years . . . . .	1
10 to 15 years . . . . .	2
7 to 10 years . . . . .	3
3 to 6 years . . . . .	4
less than 3 years . . . . .	5

Interviewer code the following:

26. Sex	Male . . . . .	1
	Female . . . . .	2
27. Race	Black . . . . .	1
	White . . . . .	2
	Hispanic . . . . .	3
	Native American . . . . .	4
	Oriental . . . . .	5
	Other . . . . .	6



Regular Teacher (B) Interview Guide

Respondent # \_\_\_\_\_

Interviewer's Name \_\_\_\_\_

School \_\_\_\_\_ A \_\_\_\_\_ B \_\_\_\_\_ C \_\_\_\_\_

I am \_\_\_\_\_ from Michigan State University. As you know we are conducting a study on Compensatory Education and your school has been randomly selected to participate in this research. I would, therefore, like to ask you a few questions about the compensatory education programs in your school. We will not identify this information with you in any way.

It is interesting that the compensatory education programs in this school are not generally known about.

1. What do you know about compensatory education programs in general?
  
2. Why do you suppose that compensatory education program(s) in this school are not generally known about?

We are told of the existence of (cite program(s) that exist in the school)

Title I

Article 3

Bilingual

Program(s) in this school

Since this (these) compensatory education program(s) are said to exist in this school we'd like you to try to answer some questions.

3. How many students do you have in your classroom?

Record number of students \_\_\_\_\_



4. Do you think you have any compensatory education students in your classroom?

yes . . . . .	1
no . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If yes, do item 5 and 6 if no, don't know or uncertain go to item 7.

5. How many compensatory education students do you think you have? (Record number of students) \_\_\_\_\_
6. Which of the following criteria would you use to determine which of these would actually participate in the compensatory education programs in your school?  
(Circle all that apply)

standardized achievement	
test scores . . . . .	1
criterion referenced	
test scores . . . . .	2
economic criteria . . . . .	3
teacher judgment . . . . .	4
ethnic and/or racial back-	
ground . . . . .	5
language . . . . .	6
other . . . . .	7

7. In what subjects (areas) do you think instructional services are provided for students involved in compensatory education programs?

reading . . . . .	1
math . . . . .	2
both . . . . .	3
other (specify) . . . . .	4

8. Where do you think the special instructional services provided to compensatory education students in this school takes place? (Circle all that apply)

within the regular classroom .	1
hallway . . . . .	2
cafeteria . . . . .	3
library . . . . .	4
resource room (lab) . . . . .	5
special learning room . . . . .	6
other (specify) . . . . .	7





9. For how long each day on the average do you think students receive the special instruction? (Total time)
- |                                |   |
|--------------------------------|---|
| more than 1 hour . . . . .     | 1 |
| 45 to 60 minutes . . . . .     | 2 |
| 30 to 45 minutes . . . . .     | 3 |
| less than 30 minutes . . . . . | 4 |
10. What do you think is usually occurring with the non-compensatory students while these students are receiving the special instruction? (Circle all that apply)
- |                                 |   |
|---------------------------------|---|
| free period or study period . . | 1 |
| P.E. or recess . . . . .        | 2 |
| art or music . . . . .          | 3 |
| math related activity . . . . . | 4 |
| reading related activity . . .  | 5 |
| other (specify) . . . . .       | 6 |
11. Who do you think provides this special instruction? (Circle all that apply)
- |                             |   |
|-----------------------------|---|
| regular teacher . . . . .   | 1 |
| specialist . . . . .        | 2 |
| aides . . . . .             | 3 |
| parent volunteers . . . . . | 4 |
| students . . . . .          | 5 |
| others (specify) . . . . .  | 6 |
12. How often on the average would you think that the person responsible for the regular instruction would meet with the teacher of the special instruction to discuss the pupil's progress and their instruction? (Circle only one)
- |  |   |
|--|---|
| once a month or less . . . . .                       | 1 |
| once every two weeks . . . . .                       | 2 |
| once a week . . . . .                                | 3 |
| more than once a week but<br>not every day . . . . . | 4 |
| every day . . . . .                                  | 5 |



13. Do you think that the students who receive the special instruction are more likely to be of one or another racial or ethnic group: Whites, Blacks, Hispanics, Orientals, Native Americans? (Circle all that apply)

Whites . . . . .	1
Blacks . . . . .	2
Hispanics . . . . .	3
Orientals . . . . .	4
Native Americans . . . . .	5
Arabic/Middle East . . . . .	6
Equally likely . . . . .	7
Don't know . . . . .	8
Uncertain . . . . .	9

14. How do you think that the year end learning objectives set for the compensatory education students would compare with those set for students not involved in compensatory education programs?

the same . . . . .	1
different . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If different, do item 15, if the same, don't know or uncertain go to item 16.

15. Which of the following might describe these differences? (Circle all that apply)

The grade level of learning objectives set for compensatory education students would be lower than that of the learning objectives set for regular education students . . . . . 1

Fewer learning objectives would be set for compensatory education students than for regular education students . . . . . 2

Different objectives are set for all students based upon their individual needs . . . . . 3

Other (describe) . . . . . 4



16. What percent of the compensatory education students would you expect would achieve the learning objectives held for them?

80% or more . . . . .	1
60% to 79% . . . . .	2
40% to 59% . . . . .	3
20% to 39% . . . . .	4
0% to 19% . . . . .	5

17. What percent of your students do you expect to achieve the learning objectives set for them?

80% or more . . . . .	1
60% to 79% . . . . .	2
40% to 59% . . . . .	3
20% to 39% . . . . .	4
0% to 19% . . . . .	5

18. Based upon your previous experience, what percent of your students actually achieve the learning objectives set for them?

80% or more . . . . .	1
60% to 79% . . . . .	2
40% to 59% . . . . .	3
20% to 39% . . . . .	4
0% to 19% . . . . .	5

19. What percent of the learning objectives held for the noncompensatory education students would you expect the compensatory education students to achieve?

80% or more . . . . .	1
60% to 79% . . . . .	2
40% to 59% . . . . .	3
20% to 39% . . . . .	4
0% to 19% . . . . .	5

20. How do you think that the grade level of the instructional materials used with compensatory education students would compare to that used with students not involved in any compensatory education program?

the same . . . . .	1
different . . . . .	2
don't know . . . . .	3
uncertain . . . . .	4

If the same, don't know or uncertain go to item 22.

If different do item 21.



21. Which of the following might describe these differences?

Compensatory education students would be more likely than regular education students to use instructional materials that are below grade level . . . . . 1

Compensatory education students would be more likely than regular education students to use teacher developed materials . . . . . 2

Compensatory education students would be more likely than regular education students to use special commercial learning materials . . . . . 3

Other (describe) . . . . . 4

22. During the course of the school year do you think that the curriculum (teaching units) covered by compensatory education students is the same as or different from that covered by students not involved in any compensatory education program?

the same . . . . . 1  
different . . . . . 2  
don't know . . . . . 3  
uncertain . . . . . 4

If different, in what ways?

23. In your opinion do you think that minority students would be overrepresented in compensatory education programs?

yes . . . . . 1  
no . . . . . 2  
don't know . . . . . 3  
uncertain . . . . . 4

If yes, why do you think this situation might occur?

24. Of all the potential outcomes of compensatory education programs which do you think are the most positive ones?

The most negative ones?





25. Please tell me which of the following best describes the level of formal education that you have attained?  
(Circle only one)

bachelors degree or less . . . . .	1
bachelors degree + some credit towards masters . .	2
masters degree . . . . .	3
masters degree + some credits toward Ph.D./Ed.D. .	4
specialist . . . . .	5
Ph.D. or Ed.D. degree . . . . .	6

26. Including this year, what is the total number of years of teaching experience you have had?

more than 15 years . . . . .	1
10 to 15 years . . . . .	2
7 to 10 years . . . . .	3
3 to 6 years . . . . .	4
less than 3 years . . . . .	5

\* Interviewer code the following:

27. Sex	Male . . . . .	1
	Female . . . . .	2
28. Race	Black . . . . .	1
	White . . . . .	2
	Hispanic . . . . .	3
	Native American . . . . .	4
	Oriental . . . . .	5
	Other . . . . .	6



STUDENT EDUCATIONAL EXPERIENCE OBSERVATION FORM

SCHOOL      A      B      C

STUDENT GRADE LEVEL \_\_\_\_\_

COMPENSATORY EDUCATION PROGRAM PARTICIPATION: (Check all that apply)

Title I \_\_\_\_\_  
 Article 3 \_\_\_\_\_  
 Bilingual \_\_\_\_\_  
 Other (specify) \_\_\_\_\_  
 None \_\_\_\_\_

## CODES

Subject Taught

Free period or study period...1  
 P.E. or recess.....2  
 Art or music.....3  
 Math related activity.....4  
 Reading related activity.....5  
 Other (specify).....6

Location of Instruction

within the regular classroom.....1  
 hallway.....2  
 cafeteria.....3  
 library.....4  
 resource room (lab).....5  
 special learning room.....6  
 other (specify).....7

Type of Instructor

Regular teacher.....1  
 Specialist.....2  
 Aide.....3  
 Parent Volunteer.....4  
 Students.....5  
 Others (specify).....6

OBSERVATION NO. \_\_\_\_\_ DATE \_\_\_\_\_ (enter appropriate codes below)

Time	Subject Taught	Location of instruction	Type of instructor	Group Size record # of students	Racial composition of group record # minority	r = reg c = comp
Before						
8:30						
8:45						
8:00						
9:15						
9:30						
9:45						
10:00						
10:15						
10:30						
10:45						
11:00						
11:15						
11:30						
11:45						
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1:45						
2:00						
2:15						
2:30						
2:45						
3:00						
3:15						
3:30						
3:45						



APPENDIX C

PERCENT MINORITY ENROLLMENT TITLE I AND  
ARTICLE 3 BY GRADE



# APPENDIX C

## PERCENT MINORITY ENROLLMENT TITLE I AND ARTICLE 3 BY GRADE

Schools A, B and C, 1979-80

	K	1	2	3	4	5	6	All Grades TI A3 & Minority	School % Minority	% Difference TI, A3 Minority vs. School Minority
Percent Minority TI & A3										
School A	50	61	57	60	81			63	44	19
School B	50	48	45	65	50	47	67	53	39	14
School C (Article 3 only)	50	50	33	59	50	22	58	45	25	20





APPENDIX D

RESPONSES--WHY MINORITY OVERREPRESENTATION  
HAS OCCURRED



## APPENDIX D

### RESPONSES--WHY MINORITY OVERREPRESENTATION HAS OCCURRED

QUESTION: Why do you think this situation (minority overrepresentation in compensatory education programs) has occurred?

STAFF INTERVIEWED: Teachers, instructional aides, central office administrators, and principals.

<u>Response Categories</u>	<u>Number of Responses</u>	<u>Response Rank</u>
Family background of minority children		
Low socio-economic status		
Working parents		
Single parents		
AFDC		
Living environments		
Mobility		
Cultural differences		
Lack of faith in educational system	15	1
Program guidelines	10	2
Greater numbers of minorities not succeeding, minorities need the services more	10	2
Prejudice, institutional racism, personal racism, past discrimination, cultural bias	6	3
Identification and selection process, tests	6	3



<u>Response Categories</u>	<u>Number of Responses</u>	<u>Response Rank</u>
Educational system design gives disproportionate efforts towards minorities	1	4
Total Number of Responses	48	

1000000

1000000

APPENDIX E

EXPECTATIONS FOR MASTERY OF  
LEARNING OBJECTIVES





# APPENDIX E

## EXPECTATIONS FOR MASTERY OF LEARNING OBJECTIVES

Percent of Compensatory Education Students Expected to Master  
Learning Objectives by Personnel Type

	Regular Teachers n=20		CE and Other Special Teachers n=11		Instructional Aides n=17		Total n=48	
	n	%	n	%	n	%	n	%
80% or more	17	(85)	8	(73)	6	(35)	31	(65)
60% to 79%	1	(5)	2	(18)	8	(47)	11	(23)
40% to 59%	2	(10)	0	(0)	1	(6)	3	(6)
20% to 39%	0	(0)	0	(0)	0	(0)	0	(0)
0% to 19%	0	(0)	0	(0)	1	(6)	1	(2)
No response	0	(0)	1	(9)	1	(6)	2	(4)
Total	20	(100)	11	(100)	17	(100)	48	(100)



Percent of Noncompensatory Education Learning  
Objectives Compensatory Education Students  
Are Expected to Achieve

	Aides n=17		Compensatory/ Special Teachers n=11	
	n	%	n	%
80% or more	3	(18)	4	(36)
60% to 79%	8	(47)	2	(18)
40% to 59%	5	(29)	0	(0)
20% to 39%	0	(0)	1	(9)
0% to 19%	1	(6)	0	(0)
No Response	0	(0)	4	(36)
Total	17	(100)	11	(99)

Percent of Noncompensatory Education Students  
Expected to Achieve Learning Objectives,  
Regular Teacher Responses

	Frequency n=20	Percent
80% or more	17	85.0
60% to 79%	3	15.0
40% to 59%	0	0.0
20% to 39%	0	0.0
0% to 19%	0	0.0
Total	20	100.0



Percent of Noncompensatory Education Students  
Actually Achieving Learning Objectives,  
Regular Teacher Responses

	Frequency	Percent
80% or more	11	55.0
60% to 79%	8	40.0
20% to 39%	1	5.0
0% to 19%	0	0.0
Total	20	100.0



APPENDIX F

RESPONSES--DIFFERENCES IN CURRICULUM COVERED BY  
COMPENSATORY EDUCATION STUDENTS





## APPENDIX F

### RESPONSES--DIFFERENCES IN CURRICULUM COVERED BY COMPENSATORY EDUCATION STUDENTS

QUESTION: During the course of the school year, is the curriculum (teaching units) covered by the compensatory education students the same as or different from that covered by students not involved in any compensatory education program? If different, in what ways?

STAFF INTERVIEWED: Teachers, instructional aides, central office administrators and principals.

<u>Response Categories</u>	<u>Number of Responses</u>	<u>Response Rank</u>
Lower level curriculum covered by the compensatory education students	15	1
Same level but less complex, compensatory education students have a more generalized exposure, less depth	8	2
More reinforcement, extra drill, and supplemental instruction provided to compensatory education students	7	3
Individualized, personalized curriculum is provided to compensatory education students	3	4
Curriculum for compensatory education students is presented at a different pace	2	5
Total Number of Responses	35	



## APPENDIX G

### RESPONSES--DIFFERENCES IN INSTRUCTION



## APPENDIX G

### RESPONSES--DIFFERENCES IN INSTRUCTION

QUESTION: Would the instruction you provide (instructional program in your school, district) be the same as or different if the resources provided for by the compensatory education programs did not exist? If different, in what ways?

STAFF INTERVIEWED: Teachers, instructional aides, central office administrators, and principals.

<u>Response Categories</u>	<u>Number of Responses</u>	<u>Response Rank</u>
Less aides, staff reductions	26	1
Less individualized instruction	18	2
Wider range of abilities to handle within the regular classroom, more reading groups, larger class size, less time spent with regular students	15	3
Less money available for supplies and materials	8	4
Less time would be spent with slower students	8	4
Others		
more discipline problems		
have to scrape up materials more		
program would not exist		
less parent involvement		
less staff inservice		
less reinforcement for students	8	4
Less testing, less monitoring	5	5



Response Categories	Number of Responses	Response Rank
Lowering of goals and expectations set for them (compensatory education students)	2	6
Total Number of Responses	90	

1000

1000



## APPENDIX H

### RESPONSES--POSITIVE OUTCOMES OF COMPENSATORY EDUCATION PROGRAMS



# APPENDIX H

## RESPONSES--POSITIVE OUTCOMES OF COMPENSATORY EDUCATION PROGRAMS

Response Categories	Number of Responses	Response Rank
Compensatory education programs increase pupils' reading and mathematics achievement	35	1
Compensatory education programs improve students' self-concept and attitude	22	2
Compensatory education programs provide for individualization of instruction, small group instruction, one to one instruction	16	3
Compensatory education programs provide special supplementary services to disadvantaged children	5	4
Others provide staff inservice assist in desegregation teachers learn how to work with low achievers	5	4
Compensatory education programs provide additional money for supplies and staff	4	5
Compensatory education programs increase the possibility for parental involvement	2	6
Total Number of Responses	89	



APPENDIX I

RESPONSES--NEGATIVE OUTCOMES OF  
COMPENSATORY EDUCATION PROGRAMS



# APPENDIX I

## RESPONSES--NEGATIVE OUTCOMES OF COMPENSATORY EDUCATION PROGRAMS

Response Categories	Number of Responses	Response Rank
Guidelines exclude certain children who need the help, requires aides only work with certain children	16	1
Stigmatization and labeling of students that are involved in compensatory education programs	11	2
Segregation and resegregation of students	10	3
Disruption of classes, scheduling problems, interruption of daily schedule	9	4
Compensatory education students miss instruction and class activities	7	4
Other noise in halls over dependence on programs loss of funds	6	6
Discipline problems	4	7
Program goals are not focused on areas of student needs	3	8
Lack of communication between compensatory and noncompensatory education staff	2	9

100

150

100

100

100

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100

100

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100



<u>Response Categories</u>	<u>Number of Responses</u>	<u>Response Rank</u>
Difficuly in planning, funding timetable	1	10
Total Number of Responses	69	

anderson

216

APPENDIX J

LETTER TO TEACHERS



## APPENDIX J

### LETTER TO TEACHERS

March 19, 1980

Dear Teacher:

The College of Urban Development of Michigan State University, under contract with the Department of Health, Education and Welfare and with the cooperation of the \_\_\_\_\_ School District's Office of Evaluation Services, is conducting a case study. Your school has been randomly selected as one of the sites. We will examine the ways in which the interaction of various federal and state policies and programs have affected the receipt of services mandated by these policies and programs. We are specifically interested in the way compensatory education programs function in this school. Unlike most studies of national and state policy which focus on large units, this study will use the local school as the unit of analysis.

Since you and your colleagues are the people who know most about these programs, we are asking for your assistance by requesting your participation in an interview session. This session should last 30 to 45 minutes and will be arranged at a time convenient to you. We are able to offer a small ten dollar honorarium for your time and effort.

We hope you are willing to participate in this research effort and we are anxious to involve as many staff as possible from your school. In advance we express our sincere appreciation for your assistance with this project.

Sincerely,

Professor, College of Education and Urban Development  
Michigan State University



APPENDIX K

CONSENT FORM





APPENDIX K

CONSENT FORM

I have agreed to participate in a study of compensatory education programs and their impact on equality of educational opportunity at the local school level. This study is being conducted by the College of Urban Development of Michigan State University. This investigation, including any potential risks, has been sufficiently explained to me and I understand it to my satisfaction.

I further understand that all results from this study will be treated with strict confidence and that my identity will not be revealed. I understand that I am free to withdraw from this study at any time.

\_\_\_\_\_  
Signed

\_\_\_\_\_  
Witness

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date



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