

SUMMARY OF

EMERGENCY SCHOOL AID AND QUALITY INTEGRATED EDUCATION ACT OF 1971

1. Authorization

\$500 million for the period ending June 30, 1972 and \$1 billion for Fiscal Year 1973.

2. Allocation of Funds (\$1,500,000,000)

	<u>% of Total Funds</u>	<u>Approximate Amount</u>
<u>Funds apportioned to States for programs to establish and maintain quality integrated schools, aid to desegregation and eliminate reduce and prevent minority group isolation</u>	68%	1,020,000,000
<u>Metropolitan area programs for cooperative integrated schools, education parks and planning for the elimination of minority group isolation</u>	15%	225,000,000
<u>Commissioner's discretionary fund</u>	9%	135,000,000
<u>Children's educational television</u>	3%	45,000,000
<u>Bi-lingual-bi-cultural programs</u>	3%	45,000,000
<u>Attorneys' fees in successful litigation to bring about compliance with Federal education law</u>	1%	15,000,000
<u>Evaluation of programs</u>	1%	15,000,000

3. State Apportionment

Funds are apportioned among the states on the basis of the number of minority group children enrolled in each state's public schools, except that no state will receive less than \$100,000.

4. School District Eligibility

To be eligible, a local education agency must adopt a comprehensive districtwide plan for the elimination of minority group isolation to the maximum extent possible in all its schools. It must also establish or maintain at least one stable, quality, integrated school which contains a substantial proportion of children from educationally advantaged backgrounds, which is substantially representative of the minority group and non-minority group student population of the school district, and which has an integrated faculty.

5. Financial Assistance to School Districts

If a school district has met these conditions for eligibility it may then receive funds to implement plans for a variety of programs designed to end minority group isolation.

Financial assistance must include funding for the establishment or maintenance of one or more stable, quality integrated schools at a sufficient level as to hold promise of making those schools successful.

A school district may also receive funds to implement court-ordered and Title VI desegregation plans; and to implement voluntary plans for the elimination of minority group isolation in all schools; for the elimination or reduction of minority group isolation in one or more schools; or to prevent minority group isolation from occurring in schools containing between 20% and 60% minority group children.

6. Authorized Activities:

Funds would be provided for the following activities in integrated schools:

- (1) New curricula and instructional methods to support a program of integrated instruction, including instruction in language and cultural heritage of minority groups;
- (2) Remedial services;
- (3) Guidance and counseling services designed to promote mutual understanding between minority group and non-minority group parents, students, and teachers;

- (4) Administrative and auxiliary services;
- (5) Community activities including public information efforts;
- (6) Recruiting, hiring and training teacher aides with preference given to parents;
- (7) In-service teacher training;
- (8) Planning, evaluation and dissemination of information;
- (9) Minor alteration and remodeling limited to 10% of a grant.

7. Programs in Minority Group Isolation

Of the funds allocated to each State, 22% (15% of the funds under the entire Act) are reserved for promising pilot programs in racially or ethnically isolated schools. Districts are eligible for these funds only if they contain over 50% minority students, or 15,000 minority group students.

8. Community Groups

15% of the funds allocated to each state (10% of the total funds under the bill) are reserved for funding private non-profit groups for programs and projects to promote equality of educational opportunity through: encouraging the participation of parents, students and teachers in the design and implementation of educational planning; providing services which will enable parents to become effective participants in the education process; conducting school-related activities to reinforce student growth and achievement; or improving communications among the school, minority and non-minority parents, students and teachers.

9. Special Programs and Projects

(a) Attorneys' Fees

One percent of the funds authorized are reserved to reimburse attorneys' fees and costs not otherwise reimbursed in successful lawsuits pertaining to elementary and secondary education under this Act, Title VI, the 14th Amendment and Title I of ESEA.

(b) Children's Television

Three percent of the funds authorized are earmarked for integrated children's television programs. The bill authorizes grants to not more than ten private non-profit organizations. It provides that programs must be made available for transmission free of charge and shall not be transmitted under commercial sponsorship. The bill requires that members of minority groups be employed in responsible positions, that grantees utilize modern television techniques and adopt effective procedures for evaluation.

(c) Bilingual-Bicultural Programs

Three percent of the funds are reserved for a program to meet the special educational needs of children from environments in which a dominant language is other than English who, because of language and cultural barriers, do not receive equality of educational opportunity.

The bill provides grants to local educational agencies eligible under the Act or to private nonprofit groups in cooperation with such local educational agencies, for the development and implementation of curricula which address the needs of these children to develop skills in English and in the other language spoken in the home, and to meet the needs of all children to understand the history and cultural background of language minorities.

Committees composed of parents, teachers, school officials and interested persons (at least half the members must be parents and at least half must be members of the minority group or groups served) are to participate in program design and implementation.

(d) Metropolitan Area Programs

Fifteen percent of the authorized funds are reserved for metropolitan area projects including:

- (1) the construction of two integrated education parks;
- (2) grants to metropolitan area school districts for the joint development of plans to eliminate minority group isolation in all schools in the area; and
- (3) funds for suburban school districts with low concentrations of minority group students to establish, through cooperation with urban school districts, integrated schools with student bodies of which a substantial proportion are children from educationally advantaged backgrounds and which contain a proportion of minority group students equal to one-half the proportion of minority group students in the standard metropolitan statistical area.

- (e) The Commissioner's Discretionary Fund
Ten percent of the funds appropriated are reserved for the Commissioner to allocate as he sees fit among the various activities authorized in the Act.
- (f) Evaluation
One percent of the funds appropriated are reserved for evaluation.

10. Safeguards

The bill prohibits funding districts which, after enactment (or, in the case of ESAP - funded districts, after enactment of the Emergency School Assistance Appropriation (August 18, 1970)) have engaged in the following practices:

- (a) Aid to segregated private academies;
- (b) Disproportionate demotion or dismissal of minority group teachers in conjunction with desegregation or the establishment of an integrated school;
- (c) Separation of minority group and nonminority group children within classes for a substantial portion of the school day in conjunction with desegregation or the establishment of an integrated school;
- (d) Limiting participation of minority group children in extra-curricular activities, or limiting extra-curricular activities in order to avoid participation of minority group children, or other discrimination among children on the basis of race, color or national origin.

Waiver

Districts may receive a waiver for violations. However, districts which committed violations while funded under the \$75 million ESAP program must submit applications of special merit. The Senate Committee on Labor and Public Welfare and the House Committee on Education and Labor must be given notice of intention to grant waiver. No waiver may be granted until 30 days after receipt of the notice by the appropriate Chairmen.

11. Community Participation

- (a) All documents pertinent to the application must be made open to the public by HEW and the school district.

- (b) Applications must be developed through a process of open hearings, and with the participation of a committee composed of parents, teachers and students of which at least half the members are parents and at least half the members are from minority groups.
- (c) Applications would require approval by the committee, but absent approval, committee objections would be appended to the application and the Commissioner of Education would decide.

12. Priorities

The bill requires that first priority be given to school district applications which place the largest numbers and proportions of minority group students in integrated schools, and that second priority be given to applications which decrease and prevent minority group isolation to the greatest extent.

13. National Advisory Council

The bill would establish a National Advisory Council on Equality of Educational Opportunity consisting of 15 members at least half of whom must be members of minority groups, which must report to the Congress on the operation of the program by December 1, 1973.

Mr. Mondale. Mr. President, Next week the Senate will consider S. 659, the Education Amendments of 1971. We are told this will be an "anti-busing" debate. It should not be.

S. 659 represents a historic effort to meet the growing educational needs of this nation.

S. 659 would provide a dramatic and badly needed new program of assistance to students and institutions of higher education. It would provide a new program of aid for the education of American Indian children attending public schools. And it contains the provisions of S.1557, the Emergency School Aid and Quality Integrated Education Act, to provide financial help, on a completely voluntary basis, to school districts desegregating under federal court order, under Title VI of the Civil Rights Act of 1964, under State law, or as a matter of wholly voluntary local education policy.

These programs all have passed the Senate before by overwhelming margins. They do not require any school district to bus a single student. They do not require any school district to desegregate a single school.

Title VI of the bill, the Emergency School Aid Act, does offer to help local school districts meet the additional cost -- including the cost of transportation -- of educationally successful integration. But funds for transportation will be available only upon request of local school districts, and only where the transportation is required under the Constitution or State law, or adopted as a voluntary local educational decision.

School desegregation is a fact of American educational life. The law of the land is clear, and it will not change. Officially imposed school segregation -- whether the result of State law or covert policy -- must be overcome.

A unanimous Supreme Court resolved any lingering doubts last April with Chief Justice Berger's landmark decision in Swann v. Charlotte-Mecklenberg. A racial balance is not required. All-white or all-black schools may remain after all reasonable steps have been taken. But every reasonable effort must be made to overcome the results of officially approved school segregation -- whether the result of State law or official policy:

"School authorities should make every effort to achieve the greatest possible degree of actual desegregation..."

And reasonable transportation will be required where necessary to defeat the results of racially discriminatory student assignment policies. In the words of the Court:

"...we find no basis for holding that the local school authorities may not be required to employ bus transportation as one tool of school desegregation. Desegregation plans cannot be limited to the walk-in school."

Nothing we do here next week will reverse 18 years of unanimous rulings by the Supreme Court, or alter 14th Amendment requirements.

The Senate has faced this test before. Almost every year since the Civil Rights Act passed the Congress in 1964, we have confronted at least one major effort to cripple federal support for school desegregation.

In addition, this year we may be asked to vote on a Constitutional Amendment designed to alter the 14th Amendment and end school integration. I have opposed all such efforts in the past. I oppose any such Constitutional Amendment, and I will continue to oppose any legislative effort which is designed to impede compliance with the Constitution or deny school districts the resources necessary to carry out the mandates of the Federal courts.

other public agencies.

I have opposed such efforts because I believe that quality integrated education -- sensibly achieved, and with community support -- is the best hope for the education of our children, and the future of divided communities throughout this Nation.

Now we are asked to fight those same battles all over again. And we are hearing the same old arguments about thousands of children riding buses for long distances, about the disruption of public education, about what the Supreme Court has said or hasn't said, about what polls show is popular or unpopular, about the need to concentrate on quality education instead of integration.

We have also heard legitimate and concerned criticism regarding the process of school desegregation.

- Court orders have at times been arbitrary.
- Student transportation has in a few cases worked unnecessary hardships.
- Federal administrators have been overbearing and rigid.

And there are other equally legitimate criticisms which we have heard less often:

- Thousands of qualified black teachers and administrators have been demoted and dismissed.
- Too often black children have been subjected to abuse by fellow students, by teachers and by school administrators.
- Too often the wealthy have fled to suburbs or placed their children in private schools, so that desegregation has affected only the poor.

But we will not answer these criticisms by refusing the Federal support needed to make school desegregation educationally successful, or by withdrawing the Federal government from enforcement of the 14th Amendment.

Mr. President, we do have a choice to make -- not only for ourselves, but for our children and for future generations of Americans. That choice is not between blind acceptance of "massive busing for racial balance" or total rejection of support for any transportation to achieve school desegregation.

Busing is the means -- and at times the only means -- by which segregation in public education can be reduced. But in itself, busing can be either helpful or harmful.

It can be the safest, most reasonable way for children to reach integrated schools of high quality. Or it can be used to uproot stable communities, and destroy the one chance that parents have to provide the best for their children.

I do not support "unnecessary transportation to achieve an arbitrary racial balance". None of the hundreds of educators with whom I have talked in the past two years supports this kind of effort. And the Supreme Court has made it crystal clear that busing will be required only where it is reasonable and does not place undue burdens on school children. In the words of the court:

"busing will not be allowed to significantly impinge on the educational process".

Nor do I believe that educationally advantaged students should be bused to schools where they will be overwhelmed by a majority of students from the poorest and most disadvantaged backgrounds. All the evidence we have collected indicates that this kind of "desegregation" helps no one at all.

But if we bar the use of reasonable transportation as one tool for achieving desegregation, we will set in concrete much school segregation which is the clear and direct product of intentional government policy -- segregation which would not exist if racially neutral policies had been followed.

Mr. President, the question before us is whether we are going to try to understand and deal realistically with the legitimate concerns -- and the irrational fears -- which surround this explosive issue, or whether we will abandon the courts and countless school districts to their own resources.

We have only two choices. We can assume our share of the burden. We can begin to ask the right questions -- not whether we should resist school desegregation, but how we can best work to assure that school integration is conducted in a sensible, educationally beneficial manner. We can fulfill the commitment to equality of opportunity which we have made in the past. We can build on the hopeful examples of successful integration, help the courts avoid educational mistakes, and make school desegregation work.

Or we can stand in the schoolhouse door. We can resist the rulings of the Supreme Court and the advice of educators. We can abandon all the efforts of the past 17 years to eliminate discrimination and end racism -- in pursuit of a policy of national resistance toward what the Constitution requires and what each of us knows to be morally right.

If we refuse to help, the results are predictable -- more disruption of public education, more racial bitterness, and a continuing loss of respect for ourselves and for the integrity of our government.

Last March, the Senate provided the leadership so badly needed. The integration bill, which we are now debating again, would supply financial help to support the best quality education in desegregating school districts. All desegregating districts -- whether under court order, State law, Title VI plan, or voluntary plan -- would be eligible for financial assistance. And help would be available for all costs of successful desegregation including the cost of getting children to school.

A version of that bill was added as Title XXI to S. 659, the Education Amendments of 1971 in the House on November 4, 1971.

But before Title XXI was adopted ^{three} these senseless and divisive amendments were added. With these amendments, The Emergency School Aid Act is no longer a bill to support quality education in desegregating school systems. As amended, the House bill represents the Federal abandonment of every desegregating school district in the country in mid-career.

What the House did was to turn a hopeful equal education opportunity bill into a school segregation bill.

-- A bill that says to every school district, "If you want to integrate, don't come to us for help; we'll neither tell you how to make it successful, nor provide the funds".

-- A bill which assures that many school districts under court order will have to slash their budgets to supply funds needed for transportation.

But if we abandon support for school integration where it can be accomplished -- if we refuse to support an essential remedy, and if we destroy the public goodwill necessary to make desegregation successful once it has taken place -- we will work tragic harm.

Black children, and their parents, know that the real issue is not "massive busing to achieve an arbitrary racial balance". They know that the real issue is our willingness to accept integrated schools. White children know this too. And the health and stability of our society over the next 50 years will reflect the lessons which we teach our children today.

The President has said this as well as anyone.

"Few issues facing us as a nation are of such transcendent importance; important because of the vital role that our public schools play in the nation's life and in its future; because the welfare of our children is at stake; because our national conscience is at stake; and because it presents us a test of our capacity to live together in one nation, in brotherhood and understanding."

This country is at a crossroads. School desegregation in the South is largely completed.

But we from the North are now beginning to feel the pressure -- which our colleagues from the South have felt for so many years -- to abandon the course set by the 14th Amendment.

If we do, we will deal a blow to public education, in the North and in the South, from which it may never recover. We will prove true those who have said the North favors racial equality only below the Mason-Dixon line -- and those who have said that the South cares more about winning the battle over school desegregation than it cares for the future of its children.

Eric Erikson has said:

"The most deadly of all sin is the mutilation of a child's spirit".

I hope the Senate will demonstrate its ability to rise above the politics of the moment, and to exercise the kind of leadership which our children have the right to expect.



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

APR 20 1972

Honorable Walter F. Mondale
Chairman, Select Committee on Equal
Educational Opportunity
United States Senate
Washington, D. C.

Dear Senator Mondale:

As part of my continuing effort to keep you and other interested members of both the Executive Branch and the Congress informed about the results of evaluations we are conducting on educational programs, I am sending you a summary of the findings from another evaluation study we have recently completed.

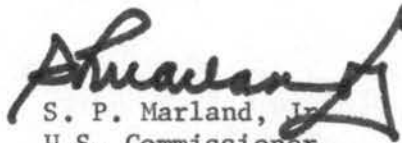
This study, entitled ESEA Title I: A Reanalysis and Synthesis of Evaluation Data from Fiscal Year 1965 through 1970, was carried out under contract by American Institutes for Research in the Behavioral Sciences of Palo Alto, California. The purpose of the study was to analyze the knowledge gained through evaluation studies during the first five years of operation of ESEA Title I. It is part of a larger effort to evaluate Title I, the second part of which is a Compensatory Reading Study that focuses on a nationwide sample of reading projects funded under Title I. Data-gathering activities for the Compensatory Reading Study began this Spring, and the major activities of testing and on-site visitations will begin in the Fall of 1972.

As you will note in the enclosed summary of the AIR report, their analysts conclude from national-level data that (a) most States and many local districts have failed to implement their programs in full compliance with existing regulations, guidelines, and program criteria, (b) funds and services have been under-allocated for academic programs, over-allocated for supportive services, and misallocated to children without specific critical needs for the programs and services they received, and (c) there is no nationally-representative achievement data concerning the impact of the program on participating children; national-level evidence of success is limited to a teacher opinion survey, and the unrepresentative national achievement data fail to show program success. AIR found no evidence at the State or local level that countered their conclusions on noncompliance and resource allocation. They did find evidence of program effectiveness at the State level in a few States, and they identified nearly 100 local projects that helped children to make significant cognitive gains.

I have sent copies of the full study to the majority and minority counsels of several education committees. Further information can be obtained from Dr. John W. Evans, Assistant Commissioner for Planning and Evaluation, Office of Education, 400 Maryland Avenue, S.W., (Room 4089-B), Washington, D.C. 20202, telephone (202) 963-7302.

It is my hope that systematic dissemination of the findings of this and other evaluations will lead to better decisions about educational policies and programs. I hope you find them useful.

Sincerely,

A handwritten signature in dark ink, appearing to read "S. P. Marland, Jr.", with a stylized flourish at the end.

S. P. Marland, Jr.
U.S. Commissioner
of Education

Enclosure

Executive Summary

Wargo, M. J., Tallmadge, G. K., Michaels, D. D., Lipe, D., & Morris, S. J.
ESEA Title I: A Reanalysis and Synthesis of Evaluation Data from
Fiscal Year 1965 through 1970. American Institutes for Research
(AIR-27400-3/72-FR), Contract No. OEC-0-71-4766, March 1972.

The major objective of this study was to evaluate the operation and impact of ESEA Title I since its inception on the basis of reanalysis and synthesis of existing evaluation data derived primarily from local, state-wide, and national evaluation studies conducted from fiscal year 1965 through 1970. The program's operational context was reviewed and the needs of children in Title I schools were identified. Then, management performance, resource allocation, and impact on participating children were evaluated. The primary findings are summarized below, as are the study's major conclusions. A list of recommendations too extensive to reproduce here appears in the Summary and Recommendations section of the final report.

Operational Context

- Minority group children, children from low-income families, and children attending large city schools have the greatest need for compensatory education and related services.
- Economically disadvantaged and minority group children are concentrated in a small number of large school districts that have low to moderate regular per-pupil expenditures.
- Minority group children are more concentrated in Title I schools and more segregated in Title I classrooms than in the nation's schools and classrooms in general.
- Approximately 54% of all children in Title I elementary schools are classified as disadvantaged by their teachers -- 36% economically, 3.5% educationally, and 14% both economically and educationally.
- Severe multiple (economic and educational) and severe economic disadvantage are primarily minority group problems while educational disadvantage without accompanying economic disadvantage is primarily a problem of nonminority groups.
- Children classified as disadvantaged tend to be more concentrated in urban and rural areas than in suburban areas.
- Schools with high concentrations of children from poor families also tend to be concentrated with children classified as disadvantaged educationally, economically, and multiply.

Needs of Children in Title I Elementary Schools

- .A significantly higher proportion of children in Title I elementary schools have reading (43%), language (37%), and mathematics (37%) skill deficiencies than the proportion of children with such difficulties in the nation's schools in general.
- .A higher proportion of poor and minority group children have critical needs for remedial services in reading, language, and mathematics than their more advantaged and nonminority peers.
- .Within Title I elementary schools, reading retardation tends to increase at successive grade levels.
- .The greatest need for remedial reading programs is in schools located in urban and rural areas with high concentrations of poor and minority group children.

Management Performance

- .Since program inception, HEW and USOE management audits have suggested that most states and many LEA's have failed to implement their program in full compliance with Title I regulations, guidelines, and program criteria.
- .State deficiencies in financial control, LEA application review, monitoring, and auditing have resulted in the use of Title I funds for unessential construction and equipment purchases, as general district or school-wide aid, and to supplant other federal, state, and local funds in direct violation of Title I regulations. Further, many LEA's have failed to implement projects designed to meet the critical academic needs of participating children and to involve their community and participating children's parents in the planning, implementation, and evaluation of local projects as required by program criteria.

Resource Allocation

- .Although the apparent need for compensatory education has increased since the inception of the program, the proportion of funds appropriated to funds authorized since FY 67 has regularly decreased to a low of approximately 50% of the amount authorized by the enacting legislation.
- .Nationally, Title I per-pupil expenditures are considerably below those suggested by Title I guidelines.
- .Low regular expenditure school districts have higher concentrations of children from low-income families and more critical needs for Title I funds but receive less Title I funding and serve more

children at lower Title I per-pupil expenditures than moderate and high regular expenditure districts.

- Although Title I services have been concentrated on children classified as disadvantaged, as minority group members, and as rural and urban school enrollees, funds and services have been under allocated for academic programs, over allocated for supportive (nonacademic) services, and misallocated to many children who have no specific critical needs for the programs and services they receive.

Impact on Participating Children

- At the national level, all attempts to obtain impact data based on standardized achievement test scores have failed to obtain representative samples. However, the large but unrepresentative data bases obtained have failed to demonstrate positive impact. Nationally representative evidence that the program has had positive impact on participating children in terms of their academic performance and personal-social behavior is limited to teacher opinion.
- Positive cognitive impact has been demonstrated by a few states, and almost 100 local projects have been identified which demonstrated significant cognitive benefits.
- Unfortunately, due to lack of data, no statewide or local program has been identified that (a) was operated in full compliance with Title I regulations, guidelines, and program criteria, (b) had efficient and effective resource allocation, and (c) demonstrated positive cognitive impact. Until such criteria are met, little can be said about the effectiveness of the compensatory education programs intended by ESEA Title I.

Conclusions

The national compensatory education program enacted by Title I of the Elementary and Secondary Education Act of 1965 was evaluated on the basis of a reanalysis and synthesis of evaluation data from fiscal year 1965 through 1970. National-level data indicated that (a) most states and many LEA's have failed to implement their programs in full compliance with existing regulations, guidelines, and program criteria, (b) funds and services have been under allocated for academic programs, over allocated for supportive services, and misallocated to children without specific critical needs for the programs and services they received, and (c) there is no nationally-representative achievement data concerning the impact of the program on participating children; national-level evidence of success is limited to a teacher opinion survey, and the unrepresentative national achievement data fail to show program success. No evidence could be found

at the state or local level that countered the noncompliance and resource allocation conclusions; however, positive impact was demonstrated by a few states, and nearly 100 local projects were identified that demonstrated significant cognitive benefits. Nevertheless, until the program and local projects are in full compliance with regulations, guidelines, and program criteria, no conclusions can be made regarding the potential effectiveness of the compensatory education program intended by ESEA Title I.

9.8 Technical details for the regression analysis

In addition to the data-processing procedures discussed in earlier appendixes, the regression analysis necessitated further preparation of the data. The steps required for the regression analysis are listed below.

1. The variables used in the regression analysis originated in four source documents, which were first filed on four separate tape files at each grade level.

- (a) Student variables, including test scores and all information from student questionnaires. The file consisted of one record per student.
- (b) Teacher variables, which were responses to all items in the teachers' questionnaire, and the score on verbal skills test. The file consisted of one record per teacher.
- (c) Principal variables, which were responses to all items on principals' questionnaire. Item responses were transformed where possible from categorical responses to a numerical response, and certain special measures were created (see app. 9.42) through use of responses to more than one item (such as library volumes per student). The file consisted of one record per school.
- (d) Superintendent variables, which were responses to all items on superintendents' questionnaire. The file consisted of one record per school system.

2. The first steps toward creation of records for the regression analysis were:

- (a) For each grade, aggregation of student variables over the school (for the grade in question) to obtain aggregate student variables that were termed student environment variables. This resulted in a file with one record per school.
- (b) Transferring from the superintendents' record to the record of each principal in his district those items to be used in the regression analysis. In the report only one such item appears: per-pupil instructional expenditure.
- (c) Aggregation of teachers' variables to create averages for all teachers in the school who taught at particular grades. For 12th grade: teachers in grades 9, 10, 11, 12. For 9th grade: teachers in

grades 7, 8, 9, 10, 11, 12. For grades 6, 3, 1: teachers in grades 1, 2, 3, 4, 5, 6. The file thus created consisted of one record per school.

3. The second steps consisted of sampling at each grade of 1,000 student records in each of 20 strata (8 regional strata for Negroes and whites, and 1 stratum for each of the other minorities), and creating at each grade 20 new files of 1,000 records each, with a record representing each student. Each record in this new file included the student record, the teacher-aggregate record for his school, the principal-superintendent record for his school, and the student environment record for his school. The sampling was carried out by interval sampling, and each student's probability of being sampled was, within his stratum, proportional to the number of students he represented in the population; that is, the sample was drawn from the weighted student files. Each student's weight was calculated as indicated in equation (1) in section 9.4, with a slight modification. All schools achieved in all counties or SMSA's a given stratum (defined in sec. 9.4) represent all schools in that stratum, rather than only the schools in the same county. The effect of this was to reduce the variation in weights. The equation used was

$$W_{ik} = \frac{N_i}{\sum_j N_{ij}} \cdot \frac{\sum_j r_{ijk}}{\sum_j \sum_l r_{ijl}}$$

using the notation of section 9.4. The regional strata for which weights were calculated were the collapsed set of 8, not the original set of 14. If any weights within a stratum ranged beyond a ratio of 15:1, smoothing was carried out by pooling over substrata to reduce the range to 15:1, except in the case of region 7, where this would have overweighted metropolitan areas in Hawaii, relative to the remaining West.

4. The third step consisted of creating a new record consisting of 103 variables to be used in the regression analysis, constructed from variables in records created in (3) above. The construction of these variables is described under (6) below. This gave a final working tape for each grade, consisting of 20 files, each with 1,000 records representing individual students. This tape became the input tape for correlation runs.

5. Correlation matrices were created for each of the 20 files. Missing data were treated as

follows: correlations were calculated by use of each case for which both variables in the correlation were present. Thus, a case with a missing observation was deleted only for those correlations in which this variable was involved. Covariances were adjusted to the total sample size. Correlation matrices were constructed for combined regions (e.g., Negro North, Negro South, white North, white South), by adding covariances matrices after weighting by the total size of the population represented by each regional stratum. A number of correlation matrices were calculated using subsets of the 103 variables (in subsets of 60, which was the size limit of the correlation matrix) in exploratory analysis. In the final analysis, 60 variables that appeared from the exploratory analysis to be most important were selected and used for all grades (though at lower grades, some variables were non-existent, reducing the total at those grades). These correlation matrices for all groups used in the analysis will be included in a separate appendix to this report.

6. The variables used in the regression analysis consist, in some cases, of indexes constructed of

several items. In construction of these indexes, each item was standardized to a mean of zero and equal standard deviation. Nonresponse on an item was counted as zero, equivalent to giving nonresponses a population mean in constructing the index. Equal standard deviations meant that each item was weighted equally.

One hundred three variables were constructed at each grade level (though with some variables missing at lower levels). In the computer print-outs appended, these are labeled as—

dependent (10 test scores)
 student (15 student questionnaire variables)
 teacher (20 teacher-aggregate variables)
 principal plus superintendent (31 principal and superintendent questionnaire variables)
 school environment (21 student-aggregate variables)

The construction of variables from questionnaire items is given below. The item numbers from the questionnaire at each grade level are listed below or beside the variable name. In one case an item was given double weight in a variable. Where this is the case, the item number appears twice.

Variable number	Dependent	Student	Variable name	Grade (0=missing)				
				12	9	6	3	1
1	1	-----	Nonverbal score.....	X	X	X	X	X
2	2	-----	General information test 1.....	X	X	O	O	O
3	3	-----	General information test 2.....	X	X	O	O	O
4	4	-----	General information test 3.....	X	X	O	O	O
5	5	-----	General information test 4.....	X	X	O	O	O
6	6	-----	General information test 5.....	X	X	O	O	O
7	7	-----	General information total.....	X	X	O	O	O
8	8	-----	Verbal score.....	X	X	X	X	X
9	9	-----	Reading comparability.....	X	X	X	X	O
10	10	-----	Mathematical achievement.....	X	X	X	X	O
11	-----	1	Reading material in home..... (12, 9:q.35, 36, 39, 41, 42)(6:q.23, 24, 27) (3:q.19, 20, 23)(1:q.22, 23, 26)	X	X	X	X	X
12	-----	2	Items in home..... (12, 9:q.31, 32, 33, 34, 37, 38) (6:q.19, 20, 21, 22, 25, 26) (3:q.15, 16, 17, 18, 21, 22) (1:q.18, 19, 20, 21, 24, 25)	X	X	X	X	X
13	-----	3	Parents' education..... (12, 9:q.19, 20)(6:1:q.11, 14)	X	X	X	O	X
14	-----	4	Siblings (positive=few)..... (12, 9:q.10)(6, 1:q.8)(3:q.7)	X	X	X	X	X
15	-----	5	Parents' Educational Desires..... (12, 9:q.27, 28, 29, 24, 25)(6:q.41, 42)(3:30, 31)	X	X	X	X	O
16	-----	6	Parents' interest..... (12, 9:q.26, 30)(6:q.18, 54)(3:q.11)	X	X	X	X	O

Variable number	Dependent	Student	Variable name	Grade (0 = missing)				
				12	9	6	3	1
17		7	Structural integrity of home (12, 9:q.16, 17)(6, 1:q.9, 10)(3:q.8, 9)	X	X	X	X	X
18		8	Changing schools (12:q.47, 48)(9:q.46, 47)(6:q.30)(3:q.26)	X	X	X	X	O
19		9	Foreign language in home (12, 9:q.13, 14)(6, 1:q.16, 17)(3:q.12, 13)	X	X	X	X	X
20		10	Urbanism of Background (12, 9) or migration (6, 1) (12, 9:q.6, 6, 21)(6, 1:q.3, 13)	X	X	X	O	X
21		11	Control of environment (12:q.102, 103, 110)(9:q.93, 94, 103)(6:q.38)	X	X	X	O	O
22		12	Self concept (12:q.91, 108, 109)(9:q.88, 99, 100)(6:q.37, 40) (3:q.29)	X	X	X	X	O
23		13	Interest in school and reading (12:q.57, 59, 60, 63)(9:q.54, 56, 57, 60) (6:q.28, 36, 51)(3:q.24)	X	X	X	X	O
24		14	Homework (12, 9, 6), Headstart (1) (12:q.61)(9:q.58)(6:q.32)(1:q.29)	X	X	X	O	X
25		15	Preschool (12, 6:q.45, 46)(9:q.44, 45)(3:q.34, 35) (1:q.27, 28)	X	X	X	X	X

Variable number	School environment	Variable name	Grade (0 = missing)				
			12	9	6	3	1
26	1	Number of X grade students	X	X	X	X	X
27	2	Nonverbal mean score	X	X	X	O	O
28	3	Verbal mean score	X	X	X	O	O
29	4	Proportion Negro in grade	X	X	X	X	O
30	5	Proportion white in grade	X	X	X	X	O
31	6	Proportion Mexican-American in grade	X	X	X	X	O
32	7	Proportion Puerto Rican in grade	X	X	X	X	O
33	8	Proportion Indian in grade	X	X	X	X	O
34	9	Proportion Oriental in grade	X	X	X	X	O
35	10	Proportion Other in grade	X	X	X	X	O
36	11	Average white in class last year	X	X	X	O	O
37	12	Average white through school	X	X	O	O	O
38	13	Proportion Definite plans for college	X	X	O	O	O
39	14	Proportion Mother attends college	X	X	X	O	X
40	15	Proportion Mother wishes excellence	X	X	X	X	O
41	16	Proportion Own encyclopedia	X	X	X	X	X
42	17	Proportion College prep curriculum	X	X	O	O	O
43	18	Proportion Read over 16 books	X	X	O	O	O
44	19	Proportion Member debate club	X	X	O	O	O
45	20	Average number science courses	X	X	O	O	O
46	21	Average number language courses	X	X	O	O	O
47	22	Average number mathematics courses	X	X	O	O	O
48	23	Average time with counselor	X	X	O	O	O
49	24	Proportion Teachers expect to be best	X	X	O	O	O
50	25	Proportion No chance for successful life	X	X	X	O	O
51	26	Proportion Want to be best in class	X	X	O	O	O
52	27	Average hours homework	X	X	X	O	O

Variable number	Teacher (average)	Variable name
53	1	Perception of student quality (q. 33, 34, 47).
54	2	Perception of school quality (q. 38, 44, 47).
55	3	Teachers SES level (q. 10).
56	4	Experience (q. 25).
57	5	Localism (q. 3, 7, 15, 25/26).
58	6	Quality of college attended (q. 23).
59	7	Degree received (q. 11).
60	8	Professionalism (q. 48, 50).
61	9	Attitude toward integration (q. 46a, 46b, 46d, 46f).
62	10	Preference for middle class students (q. 39, 40, 43).
63	11	Preference for white students (q. 42).
64	12	Verbal score.
65	13	Variation in proportion of white students taught (q. 45, std. dev.).
66	14	Sex: Proportion male (q. 1).
67	15	Race: Proportion white (q. 5).
68	16	Type of certification (proportion without, q. 28).
69	17	Average salary (q. 32).
70	18	Number of absences (q. 27).
71	19	Attended institute for disadvantaged (q. 31).
72	20	Attended NSF institute (q. 30).

Variable number	Principal plus superintendent	Variable name
73	1	Pupils per teacher (special measure).
74	2	Proportion makeshift rooms (special measure).
75	3	Number of specialized rooms (special measure).
76	4	Science lab facilities (special measure) (usable only at 12, 9).
77	5	Volumes per student (special measure)
78	6	Extracurricular activities (special measure) (usable only at 12, 9).
79	7	Separate classes for special students (special measure).
80	8	Comprehensiveness of curriculum (special measure) (usable only at 12, 9).
81	9	Correctional and service personnel (special measure).
82	10	Student transfers (special measure).
83	11	Number of types of testing (special measure).
84	12	Movement between tracks (special measure) (usable only at 12, 9).
85	13	Accreditation index (q. 5, 6).
86	14	Days in session (q. 8).
87	15	Age of texts (q. 61).
88	16	Part-day attendance (q. 21).
89	17	Teacher turnover (q. 27).
90	18	Guidance counselors (q. 35) (usable only at 12, 9).
91	19	Attendance (q. 42).
92	20	College attendance (q. 49) (usable only at 12, 9).
93	21	Teachers college for principal (q. 55).
94	22	Salary (q. 71).
95	23	School location (q. 72) (urban high, rural low).
96	24	Length of academic day (q. 76).
97	25	Tracking (q. 81) (usable only at 12, 9).
98	26	Accelerated curriculum (q. 86) (high=absence of accelerated course).
99	27	Promotion of slow learners (q. 89).
100	28	Attitude toward integration (q. 95, 96).
101	29	Per pupil instructional expenditure (supt. quest.).
102	30	School board elected (supt. quest.).
103	31	Teachers' examinations (q. 28).

READING COMPREHENSION - GRADE LEVEL EQUIVALENTS - BY RACE AND TYPE OF REGION

6.0	NORTHEAST METRO WHITES	9.0	NORTHEAST METRO WHITES	12.0	NORTHEAST METRO WHITE
5.9	Midwest Metro Whites & Southwest Non-Metro Whites	8.9	Midwest Metro Whites	11.9	
5.8	Western Metro Whites & North Non-Metro Whites	8.8		11.8	
5.7	Southern Metro Whites	8.7	North and Southwest Non-Metro Whites	11.7	Midwest Metro White
5.6	Southwest Metro Whites	8.6	Southern Metro Whites	11.6	South/SW Metro White
5.5	Southern Non-Metro Whites	8.5	Western Metro Whites	11.5	North/SW Non-Metro White
5.4		8.4		11.4	
5.3		8.3	Southwest Metro Whites	11.3	
5.2		8.2	Southern Non-Metro Whites	11.2	Western Metro White
5.1		8.1	Asians	11.1	
5.0	Asians	8.0		11.0	South Non-Metro White
4.9		7.9		10.9	
4.8		7.8		10.8	
4.7		7.7		10.7	
4.6		7.6		10.6	
4.5		7.5		10.5	
4.4		7.4		10.4	Asians
4.3		7.3		10.3	
4.2	Northeast and Midwest Metro Blacks	7.2		10.2	
4.1		7.1		10.1	
4.0	American Indians	7.0		10.0	
3.9	South/Southwest/West Metro Blacks	6.9		9.9	
3.8	Average of all Blacks & North Non-Metro Blacks	6.8		9.8	
3.7		6.7	American Indian & Midwest Metro Black	9.7	
3.6	Mexican American & Southwest Non-Metro Blacks	6.6		9.6	
3.5		6.5		9.5	
3.4		6.4	Mexican American/Northeast Metro Black/North Non-Metro Black	9.4	
3.3	Southern Non-Metro Blacks	6.3		9.3	
3.2		6.2		9.2	Midwest Metro Black
3.1		6.1		9.1	Northeast Metro Black
3.0		6.0	Southern/SW Metro Black	9.0	
2.9	Puerto Rican	5.9	Western Metro Black	8.9	
		5.8		8.8	American Indian
		5.7	Puerto Rican & SW Non-Metro Black	8.7	Mexican American
		5.6		8.6	
		5.4		8.5	

5.3 Southern Non-Metro Black	8.4
8.3 Puerto Rican & Western Metro Black	
8.2 North Non-Metro Black & Southern Metro Black	
8.1	
8.0	
7.9 Southwest Metro Black	
7.8	
7.7	
7.6	
7.5 SW Non-Metro Black	
7.4	
7.3	
7.2	
7.1 South Non-Metro Black.	
7.0	

COLEMAN DATA

Table 3.121.2

Page 274

Equality of Educational Oppotunity

NOVEMBER 22, 1971

TO: WCS
FROM: DSM

DSM

SUBJECT: NOTES RE BLACKS IN THE UNITED STATES

The various materials we have on hand around the office, summed up, indicate:

1. Blacks are on the upward move physically, economically, and socially.
2. For the past two decades, blacks have been migrating out of the rural South into the cities of the North and the West.

Of these, the second generation Blacks, in the North, with better jobs, settled families, etc., are moving out of the inner-city core centers into surrounding suburban rings -

leaving behind in the core the real center of deprivation.

BREAKING DOWN THE INFORMATION BY CATEGORY, WE SEE, IN THE BROADEST OF TERMS:

MIGRATION AND POPULATION

1. The percent of blacks in the total population has remained about the same since the turn of the century.

Twelve percent in 1900 - eleven percent in 1971.

2. Blacks are less than 10 percent of the population in the North and West, but nearly 20 percent in the South.

Of the national population of 200.2 million:

61.6 million are in the South
55.9 million are in the North Central area
48.4 million are in the Northeast
34.3 million are in the West

Since 1960, more people have moved into the South than out.

3. Despite the large Black migration from the South in the past two decades, over half the Nation's Blacks still live there (52%).

In 1950, 72% of the Nation's Blacks lived in the South

In 1900, the South was 33% Black (Now 20%).

4. Black migration from the South is now 8% slower than it was during the 1940's.
5. The population increase among Blacks has taken place in central cities and, among whites, outside the central cities -

but whites in central cities still outnumber Blacks 4 to 1.

6. The percent of Blacks living in segregated neighborhoods HAS INCREASED since 1960, according to special censuses in 15 U.S. cities.

In 1960, there were 3 U.S. cities that were majority Black.

In 1970, there were 16.

The three in 1960 were all Southern - In 1970, there were 6 Southern and 10 Northern cities.

7. Numerically, the Blacks are concentrated in New York, Chicago, Detroit, Philadelphia and Washington, D.C.
8. On a percentage basis, the Blacks are concentrated in Willowbrook and Westmont, Calif., Washington, D.C., Compton, Calif., East St. Louis, Ill., and East Cleveland, Ohio.

EMPLOYMENT AND UNEMPLOYMENT

1. Employment of Blacks rose 1.5 million (nearly one-fourth) between 1960 and 1970.
2. The Black unemployment rate in 1970 was around 8 percent - higher than the white rate - but much lower than the 1960 rate.

In 1961, Black unemployment ran over 12% (white was 6.0%) -

Black unemployment dropped to 6.4% by 1969 (white was 3.1) -

FOR THE PAST FIFTEEN YEARS, BLACK TO WHITE UNEMPLOYMENT HAS MAINTAINED A RATIO OF OVER 2 TO 1.

IT IS NOW DOWN TO 1.8

3. In 1970, Blacks accounted for 11 percent of the U.S. civilian labor force.

They also accounted for 18% of the unemployed and 22% of those working part-time involuntarily.

4. Married men had the lowest unemployment rates - among both Blacks and whites.
5. Adults had lower unemployment rates than teenagers.

Around half of all Black teenagers are in school - of those not in school, over one-third are unemployed.

6. In 1970, 6 out of 10 Blacks were in so-called "white collar" jobs (compared to 8 out of 10 whites)

THIS REPRESENTS A 70% GAIN FOR BLACKS SINCE 1960 AS COMPARED TO ONLY A 25% GAIN FOR WHITES.

INCOME

1. From 1960 to 1970, the ratio of Black to white family income rose to the highest on record - but still is only two-thirds.

In the South, the ratio is 57%
In the North and West it is 75%

Nationwide, it is 61% (Compared to 54% in 1960)

BLACK HUSBAND-WIFE FAMILIES WENT FROM 57% TO 72%

YOUNG, STABLE BLACKS (THOSE UNDER 24 YEARS OF AGE) AVERAGED 107% OF THEIR WHITE COUNTERPARTS INCOME - A RISE FROM 75% IN 1959.

2. Black families are moving into the middle-income groups.

The proportions with incomes of \$10,000 or more was 8 times greater in 1969 than in 1947.

3. The earnings of Black men are higher than those of either black or white women - but less than white men's.
4. Family income is highest when both husband and wife work and lowest for female-headed-families, for both Blacks and whites.
5. Most wives who work for pay contribute less than one-third of family income, whether the family is Black or white.

POVERTY AND FAMILIES

1. One-third of the Blacks and one-tenth of the whites were poor in 1969
2. An increasing proportion of women heads of families - both Black and white - are separated or divorced.
3. Most Black children live with both parents - but most poor Black children are in broken homes.

Black families in the North - with the husband and wife both under 35 - now average \$8,900 - 91% of the white.

1.5 million families (with no father present) showed no income gain, relative to whites.

53% of these families are under the poverty line of \$3,800.

Black female-headed households outside the South jumped from 400,000 to 800,000 (1960 to 1970)

53% of these are below the poverty \$3,800.

4. Out of every 100 non-white family units, 28.9 are now fatherless.

The white ratio is 9.4

5. Among poor, Black families 50% are female-headed.

The white ratio is 29% (2 to 1)

6. Among poor, urban, black families, 66% are female-headed

The white ratio is 37% (under 2 to 1)

7. Black mothers are just as likely to work as white mothers - but they are likely to earn less.
8. HOWEVER, BLACK WOMEN (FEMALE-HEADED FAMILIES) ARE MORE LIKELY TO SUCCEED THAN WHITE WOMEN DUE TO STRONG FAMILY TIES AND SUPPORT FROM RELATIVES.
9. Three-fourths of Black families and four-fifths of white families are man-headed.

VITAL STATISTICS

1. Birth rates for both Blacks and whites have dropped

However, birth rates for black women are 115 per thousand as compared to 85 for white women

Among Black women, birth rates are higher:

for the poor than the middle-income groups
for the less educated
and for the rural than the urban.

2. Mortality rates (infant and maternal) have dropped for both races.

HOWEVER, BLACK MATERNAL MORTALITY IS 3 TIMES THE WHITE

BLACK INFANT MORTALITY IS ALSO 2 to 3 TIMES THE WHITE.

3. Remaining life span - from any age level - is lower for Blacks than whites.
4. However, disabling illness and chronic condition rates are about the same.

EDUCATION

1. Young Black men have almost caught up with whites in educational attainment.

In 1969 median school years:

Black male 12.3
white male 12.7

Black female 12.1
white female 12.5

% completing 4 years of high school or more:

Black male 60%
white male 78%

Black female 56%
white female 77%

2. Most Black youth of school age attend school.

However, behind the compulsory age more whites than Blacks

Among pre-schoolers (3-4 years of age), a much higher proportion of Blacks than whites attend such programs as Headstart.

3. On the last Nationwide testing (1965), Blacks at the twelfth grade level scored at the ninth grade testing level.

Whites scored at 12.7

This shows a widening gap from the sixth grade to the twelfth as the spread at sixth was 4.4 to 6.8.

4. In 1960, there were 3,055,000 illiterates in the 50 states

By 1970, this had been cut to 1.4 million (a drop of more than 50%)

However, the South dropped by only 25% - leaving the 12 states with 950,000 of the Nation's 1.4 million illiterates (some 68%)

A Harris study also says that 4% of the total population of the South is also "functionally illiterate" - thus adding another 1 million people to the total out of an entire South population of 61.6 million.

5. Despite all this, the South is now rated as being close to the National Average.

Southern adults are as likely as Northern adults to have some college.....

Over-all achievement is still below the Nation - but analysts say that at the present rate the South will match the Nation in September of 1973.

6. Twenty of the Nation's 50 states have a school-age population of 1 million-plus.

These same twenty states have:

75% of the Nation's population
73.5% of the nation's school age population
66% of the nation's Federal school lunch program
88% of the nation's illiterates
70% of the nation's teachers
78% of the nation's Blacks
80% of the nation's 100 largest school districts
78% of the nation's minority students

EDUCATION (Continued)

7. Seventeen of the Nation's 100 largest school districts are majority Black.
8. From 1968 to 1970, these 100 Districts showed a net gain of only 154,776 students.

There were 192,296 new Black students

There were 112,634 SSA students

9. Over-all, the South has increased in the % of Blacks in white majority schools from 18 to 39% (but this shows out as a result of white flight)

The North and West have remained stable at 27% -----

However, racial isolation has increased in New York City, Detroit, Philadelphia, St. Louis, Boston, San Francisco, Minneapolis and Chicago.

Newark showed a decrease.

Thus, racial isolation has decreased in the South and the West and increased in the North.

Looking at Detroit, as an example, we see that roughly 3 times as many whites are leaving the system as Blacks are entering.

HOUSING

1. The proportion of blacks living in housing either dilapidated or lacking basic plumbing has decreased sharply in all areas including urban since 1960

However, about one-fourth of the Black households still live in such housing as compared to 1/16 of the whites.

2. IN ALL REGIONS, HOUSING OF BLACKS IS FAR WORSE IN SMALLER CITIES, TOWNS AND RURAL AREAS, THAN IN THE METROPOLITAN CENTERS OF THE NATION

In the South, over one-third of all Black households are dilapidated or lack basic plumbing

ONLY ONE-TENTH IN THE NORTH AND WEST

CRIME

1. Black men and women are far more likely to be victims of crimes of violence than whites.

Black females are most vulnerable of all.

2. At every income level, blacks are more likely than whites to be victims of serious crimes.

3. Blacks are more likely to be arrested for crimes of violence.

Whites predominate in crimes against property

4. White victims are usually attacked by white assailants and Black victims by Blacks, but both white and Black robbery victims are most often attacked by Blacks.

CITIZENSHIP

1. In 1970, Black accounted for 10% of the Armed Forces total.
2. Blacks constituted 2% of all Armed Forces officers and 3% of the Officers in SE Asia.
3. Re-enlistment rates are much higher for Blacks than whites. (14 to 9)
4. Black Viet veterans had much higher unemployment rate than whites. (10 to 8)
5. Six out of 10 Blacks voted in 1968 Presidential compared to 7 out of 10 whites
6. The number of Black elected officials has risen sharply - there are now over 1900.

PROJECTIONS

1. The U.S. population 16 years of age and over will increase by more than 25 million by 1980 -

4 million of this increase will be Blacks
2. By 1980, 2.8 million Blacks will be added to the labor force.
3. By 1980, nearly half the ~~3.8 million~~ white labor force and 60% of the Black labor force will be under 35 years of age.
4. Educational differences between the white and black labor force will be much smaller by 1980.

In the 25-34 year age group working or looking for work:

74% of the Blacks will have at least 4 years of high school, compared with 84% of whites. A difference of ~~10~~ 10 points.

This difference was 20 points in 1969 - 57% for the Blacks and 76% for the whites.

NOTE: ALL OF THE ABOVE (PLUS MANY MORE WONDEROUS FACTS) CAN BE SUPPLEMENTED WITH MAPS, GRAPHS, CHARTS, ETC.)



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