The serious problems faced in the ESAA (Emergency School Aid Act) data collection effort (magnitude of the data to be collected, many kinds of respondents, and sensitivity of much of the data) are discussed. Procedures for overcoming obstacles are described. These include limiting collection to essential data, tailoring instruments to respondents, using tried and tested items from existing questionnaires, and establishing cooperative relationships with schools. Some of the data collected are described. Almost all of the data can be directly related to the individual student which differentiates the ESAA evaluation from previous nationwide surveys of compensatory education and desegregation. Contained in the appendix are the Contents of ESAA evaluation questionnaires. (Author/RC)
The data collection effort necessary to satisfy the objectives of the Emergency School Aid Act (ESAA) evaluation study has presented several problems. First, it was necessary to collect a broad range of information to meet the study objectives. Data were needed to describe: student, teacher, school, and district characteristics; student exposure to ESAA programs; characteristics of the instructional programs; costs of programs; the environmental context in which ESAA operates; and, program effects in improving achievement in reading and mathematics, and race relations.

These data had to be collected from many kinds of respondents: students, teachers, principals, school district superintendents, district ESAA project coordinators and district business managers. In many cases, the data involve potentially sensitive material—socioeconomic status, racial attitudes, and attitudes toward self, peers, and superiors.

Second, although the amount of data to be collected imposed a considerable burden on teachers, principals and district personnel, SDC was not authorized or budgeted to offer any recompense. School personnel were expected to cooperate as a condition of receiving the Federal grant.

Finally, the majority of the student respondents have a low level of literacy and verbal ability, either because of their age—third, fourth, and fifth graders—or because this had been the basis for their selection in the ESAA programs. It had been determined that, for such a large sample within the given time and budget constraints, only the use of totally structured instruments was feasible. Consequently, great care

had to be exercised in the choice of language used, and special procedures such as reading items aloud and providing help to individual students, were needed for administering instruments.

The particular orientation of this research, and one that differentiates it from other national studies of minority isolation and compensatory education such as the Coleman Survey or the more recent evaluations of the Elementary and Secondary Education Act (ESEA), and the Emergency School Assistance Program (ESAP), is that primary focus is upon the individual student rather than upon the class, school, or school district. Most of the data being collected can be directly related to the individual student.

All data on the factors comprising the student's educational environment are being related to the individual student's characteristics. This kind of analysis will demonstrate the overall impact of compensatory education and desegregation, alone or in combination, on student achievement and race relations. More importantly, because the individual student is the unit of analysis, the study may reveal important interactions between specific program characteristics or approaches, individual teacher characteristics and behaviors, and specific facets of the school ethos in relation to behavioral and attitudinal changes in students of different types.

Data on student racial attitudes were planned to be collected at the beginning and end of the school year along with reading and mathematics achievement information. Data on student exposure to ESAA programs are being collected throughout the school year. All other information that is necessary in the evaluation—input, process, contextual, and resource allocation data are being collected once a year during March and April.

**QUESTIONNAIRE DEVELOPMENT**

The task of selecting the reading and math achievement tests to be used in the evaluation was conducted by UCLA's Center for the Study of Evaluation, in conjunction
with the Test Selection Panel (one of the advisory panels to the evaluation study). An elaborate process was undertaken to determine appropriate tests and then evaluate these tests on the basis of several criteria. One of the principal concerns was to select tests with minimum bias for minority and low socioeconomic groups who comprise a large portion of the students receiving ESAA services. The tests finally agreed upon were: the California Achievement Tests Level 2 and Level 3 subtests on Reading Comprehension, Reading Vocabulary, Mathematics Computations, and Mathematics Concepts for the elementary level students; and, the CAT Level 5 for Mathematics, and the Iowa Silent Reading Test Level 2 for high school students. All other data collection instruments were developed specifically for the evaluation study.

To limit the burden on respondents and yet collect all the data needed to satisfy the requirements of evaluation, the following methodology was employed in developing instruments:

Step 1. The kinds of information needed by USOE and BEEO to help in making policy decisions were identified.

Step 2. Literature on experimental educational studies, national education surveys and models of academic achievement were analyzed for variables that appeared to be related to improvement in academic achievement and race relations. The literature was also examined to identify the information needed to describe the environmental context in which instructional programs are operating.

Step 3. Based upon the preceding steps, lists of variables of information about students, teachers, principals, schools, instructional programs, and school districts were developed.
Step 4. The lists of variables were then reviewed and critiqued by personnel from OPBE, USOE, BEEO, and the ESAA evaluation study review panel, composed of nationally recognized educational experts.

Step 5. Next questionnaire items and scales of items were selected to measure the variables. Available survey instruments were analyzed for relevant scales and items that provided a spread of responses on student and staff characteristics, and for those that provided description of contextual variables. Items that met the criteria were taken either intact or in slightly modified form and incorporated into instruments. The primary sources of questionnaire items were instruments used in previous national surveys, especially the Coleman study and the more recent ESAP (Crain, 1973) survey. As needed, additional items were developed.

Step 6. Instruments were formatted and pretested in six ESAA funded (non-sample) school districts.

TECHNIQUES EMPLOYED IN ANALYSIS OF PRETEST DATA

After the pretest, the questionnaire administrators' comments and recommendations were analyzed and the psychometric properties of the items on the student and teacher questionnaires were investigated. The relative frequencies of responses for each item of the questionnaires, with missing values (blanks) and multiple responses included, were computed. From the frequency distributions of the questionnaires, inadequate items were identified, including items with no variation in response (90% or more), items with responses concentrated at the upper or lower ranges, items where some choices should be deleted or added, and items with a large number (20% or more) of no responses or high number of don't knows (more than 25%). The data from the student questionnaires and sections of the Teacher
Questionnaire which asked questions about individual students were merged to determine the comparability and reliability of the two sets of responses.

Items that elicited a high rate of no responses or I don't know responses were analyzed to determine which of two courses of action was appropriate:

- To delete the items, thereby shortening the questionnaire. This course was followed if the information to be provided by the items was not critical or if the information could be obtained from another source.
- To modify the items to obtain more informative responses. This course was followed in the cases where the data were needed and only this respondent could provide the data.

Items that elicited a high rate of the same response were analyzed to determine the likelihood that socially desirable responses were being provided or that uniform responses truly reflected the actual situation. Where it seemed likely that socially desirable answers were being provided, items were retained in the expectation that respondents could be assured of the confidentiality of their responses. If, on the other hand, respondents did not appear to differ in terms of the item, it was modified or deleted. If responses to items concentrated at upper or lower ends of the scale, the choices were modified to provide more alternatives in the appropriate direction.

The redundancy analysis compared the responses to similar items provided by the teacher with those provided by the students. For those items that were answered the same by both respondents, the choice of deleting the items from one or the other questionnaire was determined on the basis of respondent burden. For those items where responses differed, items were deleted from one or the other questionnaire on the basis of the judged reliability of the response.
The goal of the analysis of the field pretest data was to delete unnecessary items and to modify inadequate items in order to derive a psychometrically sound, efficient, and manageable final form for each questionnaire. On the basis of the criterion established for identifying unsuitable items, many items were deleted and many items were changed. Thus, the item analysis was quite useful in determining undesirable items, and enabled us to reduce the various respondents' burdens considerably. It was of particular importance to shorten the students' questionnaires. Administrators' found that even with recesses it was impossible to maintain the students' concentration beyond forty minutes.

THE DATA COLLECTION INSTRUMENTS

The result of the preceding methodology was a group of instruments designed to collect the information needed for the ESAA evaluation. (An outline of the categories of information covered in each instrument is included as an Appendix.) Here, I'll just briefly summarize the contents.

An instrument was designed to measure racial attitudes, which in addition to achievement, was viewed as an outcome measure in the study. The instrument measures racial attitudes through items that deal with the students' preferences, behavior, his perceptions of the attitudes of significant others, and his proclivity for racial stereotyping.

A student attendance and exposure log was developed to obtain detailed data on students' exposure to specific activities in reading, math, and cultural enrichment for one week of each of eight months of the school year.

A group of instruments were developed to obtain information on all the independent variables of interest in the study. These instruments are administered once,
during the spring. These include questionnaires for students, teachers, principals, and school district staff.

The student questionnaires concentrate on psychological variables, attitudes and expectations, and educational experience.

One section of the questionnaires addressed to teachers, principals, and district staff is concerned with the respondents' personal characteristics, educational background, and attitudes toward desegregation. One section of the Teacher Questionnaire is completed for each of the study sample students assigned to this teacher. Here, the teacher is asked for information about the student, his family and his educational experience. The remaining sections of staff questionnaires are concerned with instructional practices, minority isolation and desegregation, and descriptions of compensatory reading and math programs. An instrument provided to the district business manager is totally concerned with a detailed analysis of compensatory program expenditures.

In summary, then, this group of instruments is designed to provide information on student and staff characteristics, descriptions of reading and math programs, and descriptions of the status of minority groups, and the desegregation process.

BURDEN, SENSITIVITY AND THE INVASION OF PRIVACY

Even with the shortening of instruments that resulted from pretesting, a sizeable burden is still being placed on some teachers in the sample. In view of this, BEEO has authorized the school districts to use ESAA funds to provide class time in which teachers can complete their questionnaire. Consequently, there has not been excessive resistance to the questionnaires on this score.

As some of you may know, there has been resistance to the Race Relations Questionnaire, and to some of the items in other questionnaires on other grounds. In most
school districts in the sample, the Race Relations Questionnaire was administered without incident—some 24,000 students responded to the instrument. However, serious objections did arise in a small number of schools, and as a result of these objections a decision was made by HEW to suspend use of this particular instrument. The objections were based on district claims that the instrument constituted an invasion of privacy and that it could sensitize students to racial biases.

We are now engaged in an effort to develop a new instrument for measuring changes in racial attitudes that will be acceptable to representatives of various ethnic groups, school districts, and HEW. In regard to a race relations questionnaire, as well as to all other instruments used in the study, we have assured the schools that individual persons will never be identified; that all data will be reported in an aggregated form; that linkages between students, teachers and schools will be maintained securely through identification codes; and all name linkages will be destroyed at the conclusion of the study. Name linkages are essential for accurate association of data with persons during the data collection period. Over the course of the evaluation study there will be five or six data gathering instruments completed by students plus the monthly Attendance and Exposure Logs. These must be accurately associated with the individual student, in addition to having the student accurately associated with information about the teachers and instructional programs he is exposed to.

A significant portion of the contract resources have gone into activities aimed at orienting and involving school personnel—these have involved meetings with all district ESAA project coordinators, interviews with teachers and principals, and the publication and distribution of brochures and newsletters. In the main, these efforts appear to be successful in eliciting cooperation. It is clear, however, that perceived conflicts between the goals of evaluation and those of personal privacy, will continue
to be a strong and somewhat unpredictable factor throughout this evaluation. The resolution of these conflicts may well say a lot about the future of the entire field of evaluation of social action programs over the coming years.
APPENDIX

CONTENTS OF ESAA

EVALUATION QUESTIONNAIRES
RACE RELATIONS QUESTIONNAIRES *
(Elementary and Secondary School Questionnaires)

RACIAL OR ETHNIC SELF-IDENTIFICATION

PREFERENCE FOR SCHOOL/CLASS RACIAL OR ETHNIC MIXTURE

PERCEPTION OF PARENT'S FEELINGS ABOUT DESEGREGATION

PERCEPTION OF TEACHER'S RACIAL ATTITUDES

PERCEPTION OF PRINCIPAL'S FEELINGS ABOUT DESEGREGATION

PERCEPTION OF IMPORTANT PEERS' FEELINGS ABOUT DESEGREGATION
(Secondary only)

RACIAL OR ETHNIC PREFERENCE IN FRIENDS

PERCEPTION OF RACE-RELATED ATTRIBUTES

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0 student has changed classes within this school.
new class__________________
reason for change__________

0 student has changed schools or dropped out.
new location__________________
reason______________________
PERSONAL AND FAMILY CHARACTERISTICS

- Age, sex
- Family composition
- Predominant language spoken at home
- Family socio-economic status

EDUCATIONAL EXPERIENCE

- Preschool educational experience
- Home-based educational experience
- Parental support of schoolwork
- Number of schools attended

GENERAL ATTITUDES TOWARD SELF AND SOCIETY

- Self-esteem
- Relationship with peers
- Happiness
- Locus of control
- Feeling of belonging

ATTITUDES TOWARD EDUCATION AND SCHOOL

- Relationship with adults at school
- Educational aspirations and expectations
- Feelings about school work or homework
- Perception of teacher
- Feelings about school in general

CLASS AND SCHOOL ACTIVITIES

- Special field trips and cross-cultural activities
- Use of media
- Special classes
- Size of instructional groups
- Means of getting to school
- Teacher, cross-age, and peer tutoring

ELEMENTARY STUDENT QUESTIONNAIRES
PERSONAL AND FAMILY CHARACTERISTICS

- Age, sex
- Family composition
- Family socio-economic status
- Parents' educational background
- Parents' occupations
- Language spoken in home

EDUCATIONAL EXPERIENCE

- Home-based educational experience
- Number of schools attended
- Parental support of schoolwork
- Tracking assignment

GENERAL ATTITUDES TOWARD SELF AND SOCIETY

- Academic self-assessment
- Happiness
- Relationship with peers
- Locus of control
- Occupational goals and expectations
- Feeling of belonging
- Adjustment

ATTITUDES TOWARD EDUCATION AND SCHOOL

- Relationship with adults at school
- Feelings about school in general
- Educational aspirations and expectations
- Feelings about school work or homework
- Participation in co-curricular activities
- Perceptions of teachers

READING AND MATH PROGRAM CHARACTERISTICS

- Size of instructional groups
- Academic self-evaluation
- Length of assignment period
- Racial and ethnic composition of class

SECONDARY STUDENT QUESTIONNAIRES
PERSONAL AND PROFESSIONAL BACKGROUND

- Age, sex, race or ethnic group
- Size and location of home community
- Annual salary
- Parent's occupations
- Educational background
- Evaluation of academic training
- Special training received
- Evaluation of special training
- Status in school and district
- Primary teaching and other duties
- Assignment procedures
- Number of years teaching

RACIAL/ETHNIC INFORMATION

- Intergroup experience
- Preferred racial mix of students
- Description of intergroup relations
- Evaluation of desegregation
- Estimate of others' attitudes
- Groups who account for problems

ATTITUDES TOWARD JOB

- Job satisfaction
- Problems encountered in teaching
- Satisfaction with current school
- Satisfaction with teaching profession
- Attitudes toward students as a group
- Relationships with students
- Relationships with other teachers

TEACHING STYLE AND PHILOSOPHY

- Preferred ability group
- Evaluation of remedial programs
- Preferred method of motivating students
- Rating of instructional practices

DESCRIPTION OF PRINCIPAL AND SCHOOL

- Rating of principal
- Vandalism at school
- Use of various instructional practices
- Methods of program evaluation
- Participatory decision-making

TEACHER QUESTIONNAIRE, SECTION A: TEACHER AND SCHOOL INFORMATION
PERSONAL AND FAMILY CHARACTERISTICS

- Student's racial and ethnic identification
- Student's family composition
- Estimate of parents' educational background
- Parent's occupational status

EDUCATIONAL EXPERIENCE

- Student's grade level
- Student's home-based educational support
- Student's exposure to compensatory or remedial services
- Parent/school interaction
- Interaction with students of other racial or ethnic groups
- Number of absences
- Math or reading instruction provided by teacher of record

ACADEMIC ABILITY AND PERFORMANCE

- Assessment of student's academic potential

TEACHER QUESTIONNAIRE

SECTION B: INDIVIDUAL STUDENT INFORMATION
GENERAL DESCRIPTION OF INSTRUCTIONAL PROGRAM

- Time of day instruction is given
- Frequency of assistance by additional personnel
- Screening considerations used in determining student's need
- Average number of students in class
- Average number of adult helpers
- Length of time student is in remedial class

INSTRUCTIONAL GROUPING

- Criteria for grouping
- Size of grouping
- Frequency of grouping changes

INSTRUCTIONAL METHODS

- Major approach
- Time spent by students in various activities
- Instructional objectives
- Extent of lesson structuring
- Frequency of testing
- Use of diagnostic testing

INSTRUCTIONAL MEDIA

- Use of commercially available texts
- Use of other audio-visual materials
- Responsibility for material selection
- Use of teacher-created materials

TEACHER QUESTIONNAIRE

SECTION C: READING (ENGLISH) PROGRAM CHARACTERISTICS

SECTION D: MATH PROGRAM CHARACTERISTICS
STUDENT PARTICIPATION

- Participation of students in field trips
- Participation of students in interracial programs
- Participation of students in cultural enrichment programs
- Participation of students in ESL or bilingual activities
- Participation of students in group counseling or guidance programs
- Participation of students in individual counseling or guidance

TEACHER QUESTIONNAIRE

SECTION E: CULTURAL ENRICHMENT, INTERGROUP, AND AUXILIARY PROGRAM CHARACTERISTICS
PERSONAL AND PROFESSIONAL BACKGROUND
- Age, sex, racial or ethnic group identification
- Size and location of home community
- Annual salary
- Educational background
- Experience as teacher and principal

RACIAL/ETHNIC INFORMATION
- Intergroup experience
- Identification of student groups who account for discipline problems
- Rating of groups of teachers
- Preferred policy on neighborhood schools
- Preferred policy on bussing
- Preferred faculty-student racial or ethnic mixture

ATTITUDES TOWARD JOB
- Satisfaction with job
- Perceived difficulty of job

TEACHING PHILOSOPHY
- Preferred methods for motivating students
- Preferred degree of structure
- Evaluation of test scores as predictors of student performance
- Frequency of classroom observation
- Evaluation of compensatory education
- Evaluation of specific educational practices
SCHOOL PLANT AND FACILITIES

- Size and location of school community
- Size and age of school plant
- Facilities in the school
- Specialized equipment in the school
- Equipment allocation in the school
- Availability of external resources

ORGANIZATION FOR INSTRUCTION AND CO-CURRICULAR ACTIVITIES

- Use of half-day sessions
- Structure in classrooms
- Use of grouping procedures
- Description of classes
- Student placement procedures
- Tracking alternatives
- Type of school
- Co-curricular activities
- Participants in decision-making
- Parent participation

STUDENT BODY

- Average daily absenteeism rate
- Transiency rate
- Suspensions, expulsions, warnings
- Percentage of failures and repeaters
- Disadvantaged students under Title I
- Eligibility for free meals
- Students' reading achievement level

STAFF

- Number of classroom teachers
- Educational experience of staff
- Usual teacher-student ratio
- Positions of full- and part-time staff
- Number of parents on staff
- Teacher assignment practices of school system
- Teachers hired during respondent's incumbency

PRINCIPAL QUESTIONNAIRE

SECTION B: SCHOOL CHARACTERISTICS
INTERGROUP RELATIONS
- Friendliness of intergroup contacts
- Attitudes of groups in school toward desegregation
- Attitudes in the community
- School assemblies on intergroup issues

RACIAL AND ETHNIC COMPOSITION
- Racial and ethnic identification of student officers and cheerleaders
- Racial and ethnic identification of teachers and persons in administrative and secretarial positions

DESEGREGATION PLAN, OR PLAN TO REDUCE NEGATIVE EFFECTS OF MINORITY ISOLATION
- Year of implementation of plan and year of greatest impact
- Main elements of plan to reduce the negative effects of minority group isolation
- Main elements of desegregation plan
- Public information regarding plan
- Development of a conflict contingency plan
- Student assignment practices

INFORMATION ON IMPLEMENTED PLAN
- Comparison of student body racial and ethnic composition before and after desegregation
- Percent of students being bussed
- Percent of students who left because of opposition to desegregation
- Increase or decrease in vandalism
- Preparing teachers for desegregation
- Guidance from the district

PRINCIPAL QUESTIONNAIRE
SECTION C: MINORITY ISOLATION AND DESSEGREGATION
GENERAL INFORMATION ON REMEDIAL OR COMPENSATORY PROGRAMS

- Identification of remedial or compensatory services provided prior to this year
- Percent of students receiving services this year
- Hours per week that students receive services
- Criteria for determining student participation
- Evaluation of services
- Assignment procedures for staff
- Inservice training for staff

INFORMATION ON ESAA-FUNDED SCHOOL PROJECTS(S)

- Number of student participants
- Objectives of activities
- Main instructional approaches
- Description of instructional materials
- Instruments and methods used for evaluation

PRINCIPAL QUESTIONNAIRE

SECTION D: REMEDIAL OR COMPENSATORY PROGRAM CHARACTERISTICS
PERSONAL AND PROFESSIONAL BACKGROUND

- Age, sex, race or ethnic group identification
- Size and location of home community
- Annual salary
- Educational background
- Experience as teacher and superintendent
- Appointment or election to present position

RACIAL/ETHNIC INFORMATION

- Intergroup experience
- Preferred policy on neighborhood schools
- Preferred policy on parent and community involvement
- Preferred policy on bussing
- Preferred faculty-student racial or ethnic mixture

ATTITUDES TOWARD JOB

- Satisfaction with job
- Perceived difficulty of job

TEACHING PHILOSOPHY

- Evaluation of compensatory education
- Evaluation of specific educational practices

DISTRICT SUPERINTENDENT QUESTIONNAIRE

SECTION A: DISTRICT SUPERINTENDENT INFORMATION
DISTRICT STATISTICS

- Size of community served
- Number of schools, grade span and student enrollment
- Number of filled positions and percent minority
- Educational experience of teaching staff
- Teacher-student ratio
- Teacher assignment practices
- Length of school term
- Use of half-day sessions
- Appointment or election of school board
- Starting and maximum teacher salaries
- Number of students served in lunch programs
- Proportion of students who meet Title I requirements

DISTRICT SUPERINTENDENT QUESTIONNAIRE

SECTION B: SCHOOL DISTRICT CHARACTERISTICS
DISTRICT PLAN

- Court order or voluntary plan
- Year of implementation of plan and year of greatest impact
- Public information regarding plan
- Elements of desegregation plan
- Racial/ethnic mixture of staff

DISTRICT AND COMMUNITY INTERGROUP RELATIONS AND ACTIVITIES

- Closed or converted minority schools
- Integration of minority schools
- Segregated private schools
- Attitudes toward desegregation
- Development of a contingency plan
- Incidents related to intergroup problems

INFORMATION ON IMPLEMENTED PLAN

- Preparation of schools for desegregation
- Assignment of students to specific schools
- Increase or decrease in vandalism
- Percentage of students who are being bussed
- Year of desegregation of all-white schools

DISTRICT SUPERINTENDENT QUESTIONNAIRE

SECTION C: MINORITY ISOLATION AND DESEGREGATION
PERSONAL AND PROFESSIONAL BACKGROUND

- Age, sex, racial or ethnic group identification
- Size and location of home community
- Annual salary
- Educational background
- Experience as teacher and coordinator

RACIAL/ETHNIC INFORMATION

- Intergroup experience
- Preferred policy on neighborhood schools
- Preferred policy on bussing
- Preferred faculty-student racial or ethnic mixture

ATTITUDES TOWARD JOB

- Satisfaction with job
- Perceived difficulty of job

TEACHING PHILOSOPHY

- Evaluation of compensatory education
- Evaluation of specific educational practices
GENERAL PROGRAM INFORMATION

- Number of participating students in all ESAA Basic or Pilot programs
- Teacher assignment practices for ESAA programs
- Criteria for pupil assignment
- Rating of general ESAA objectives
- General methods for evaluating ESAA programs
- Availability of additional personnel
- Teacher and adult to student ratio in ESAA projects
- Satisfaction with ESAA projects materials and procedures
- Effectiveness of Community Advisory Council

SPECIFIC ESAA PROJECTS INFORMATION

- Number of student participants by school and grade
- Objectives of activities
- Main instructional approaches
- Description of instructional materials
- Instruments and methods used for evaluation

ESAA PROJECTS COORDINATOR QUESTIONNAIRE
SECTION B: ESAA PROJECTS DESCRIPTION
GENERAL INFORMATION

- Average daily attendance in district
- District's current expense of education
- District expenditures for remedial or compensatory funds
- Student enrollment in ESAA study schools
- Total expenditures for compensatory or remedial services in ESAA study schools

COST DATA FOR SPECIFIC COMPENSATORY SERVICES IN ESAA STUDY SCHOOLS (1973-74, 1972-73)

- Expenditures for reading
- Expenditures for math
- Expenditures for guidance and counseling
- Expenditures for health services
- Expenditures for new curricula
- Expenditures for intergroup and cultural enrichment
- Expenditures for career education
- Expenditures for administrative services

DISTRICT COST INFORMATION QUESTIONNAIRE