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An evaluation of the High Point, North Carolina Cities in Schools Program

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AN EVALUATION OF THE HIGH POINT, NORTH CAROLINA CITIES IN SCHOOLS PROGRAM

by

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APPROVAL PAGE

This dissertation has been approved by the following committee of the Faculty of the Graduate School at The University of North Carolina at Greensboro.

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Dropout prevention programs evolved because of the high rate of students who terminated their education before high school graduation. These programs focused on addressing the unique needs of at-risk students. High Point, North Carolina Cities in Schools (CIS) Program, a dropout prevention program, sought to decrease the dropout rate of High Point Central High School students by providing on-site services to program participants who were identified as at-risk.

The purpose of this formative evaluation was to provide feedback to the CIS Program and other stakeholders relative to the progress made toward the program's stated objectives. Data were collected from the program's 40 participants, 23 students in the comparison group, eight parents of CIS participants, 28 tutors, 10 teachers, three repositioned staff members, the secretary/administrative assistant, and evaluator. Student evaluation participants ranged in ages from 14 to 18 years old and represented Caucasion, American Indian, and Black races. A nonequivalent control group design was used. Students' attendance records, grade reports, and suspension records yielded attendance, academic, and behavior data. The Coopersmith (1987) Self-Esteem Inventories provided data related to self-esteem. Questionnaires and interviews provided opportunities for respondents to share their perceptions of the program progress. The evaluator's observations afforded opportunities for data to be collected from an unbiased source.

Quantitative data were tested at a .05 significance level. Qualitative data were reported in narrative form.

Two of the hypotheses were supported: The CIS participants did better than the comparison group in behavior, and respondents felt that CIS participants demonstrated good interpersonal skills. While three of the five evaluation hypotheses were not supported, CIS Program participants certainly suffered no ill effects from participation; they did score slightly better on two of the three measures than the comparison group. In fact, it was felt that the program should be offered to at-risk students in lower grades and thus provide more extensive interventions for a longer period of time.

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INTRODUCTION

Overview

Between 600,000 and 700,000 students drop out of school each year (Sherman, 1987). This is reason for increasing concern among policymakers at federal, state, and local levels, among educators and parents, and also among industry and business leaders. Dropping out of high school has been viewed as a serious educational and social problem which jeopardizes the well-being of the individual, our nation, and economic competitiveness (Rumberger, 1987). The state of North Carolina and local education officials have increased the time and resources to measure the extent of the problem, to examine its causes and to set up programs for dropout prevention and recovery. Policymakers are promoting and supporting these efforts and passing legislation to fund them (Rumberger, 1987). Additionally, private businesses have launched new initiatives to help school personnel deal with the dropout in general. One such effort is the Cities In Schools Program (CIS). The present study is an evaluation of the High Point, North Carolina CIS Program in an effort to determine how well program objectives were being met in 1989-90.

The CIS program, operating nationally for more than a decade, is headquartered in Washington, DC. Cities In Schools is a public/private partnership that brings existing public and private human

resources into schools where they can best benefit at-risk youth. Tutoring, counseling, employment, health services, and recreational and cultural activities are brought to the school site. Youth at-risk of dropping out are surrounded by a caring group of adults to ensure that students will have access to the resources they need to help them build self-worth and skills for the work force (Cities In Schools, Inc., 1988).

The objectives of the High Point Cities In Schools Program are as follows:

1. To improve students' school attendance.
2. To promote students' personal and social development.
3. To develop students' employment attitudes and skills.
4. To increase parental involvement in the schooling of their children.
5. To decrease the incidence of disruptive behavior in the classroom and community.
6. To decrease at-risk students' encounters with the criminal justice system. (Ten Years of Serving Youth: Reconnecting the Disconnected, 1988)

Socioeconomic status (SES) and race/ethnicity are two background characteristics very strongly related to dropping out of school (Natriello, 1987). Hispanics and blacks have higher dropout rates than whites. Other background factors associated with dropping out include coming from a single-parent home, coming from a large family, and living in the South or a large city (Natriello, 1987).

Another at-risk indicator is performance in school. Low academic achievement and low scores on standardized tests predict that a student may be at risk of dropping out of school. Students who drop out of school often have been retained twice in earlier grades (Sherman, 1987).

Often students who are at risk will exhibit behavior problems indicated by absenteeism and disciplinary actions. They also have lower levels of self-esteem which result in a sense of less self-control of their lives. Their educational aspirations are lower than those of students who will remain in school until graduation.

Finn (1989) concluded that many of the characteristics of drop-outs were nonmanipulable and measured at some time in the student's school life. Using the participation-identification model, Finn (1989) describes how important it is for students to be active participants in school and to develop a sense of identification with school if they are going to complete high school successfully. The student's "bonding" with school is emphasized in the participation-identification model as a deterrent of problem behavior which often precedes dropping out of school.

In his search of the literature, Finn (1989) found that participation in school and classroom activities and a concomitant feeling of identification with school played important roles in mediating school outcomes. The findings from a study of the Perry Preschool Project, which was an intervention program for three- and four-year-old at-risk children, support the notion that "bonding" of the

preschool child with school provides the students with activities that reinforce the attitudes of students to encourage them to stay in school. Berrueta-Clement, Schweinhart, Barnett, Epstein, and Weikart (1984) stated: "Strong social bonds to conventional settings, such as school, are seen as making delinquency less likely, whereas weak social bonds make delinquency more likely" (p. 3).

Berrueta-Clement et al. (1984) contended that "commitment to school" and "students role reinforcement" were important factors that aided in bonding to school. Because bonding to school is an important factor in reducing the dropout problem, a brief discussion related bonding to dopping out.

Successful students tend to identify with school more than less successful students. Successful students internalize their feelings of belonging. They feel that they are important to the school and school is an important experience for them. They are committed to attaining school-related goals successfully.

An examination by Gold and Mann (1984) of alternative schools for disruptive and delinquent students revealed a significant reduction in in-school disruptive behavior and an increase in students' expectations to achieve in school and their commitment to the academic role of students. Firestone and Rosenblum (1988), through interviews, identified two dimensions of commitment. They were commitment to learning and commitment to "the place." The interviews revealed that school was the place where students could be with their friends and where they could find nonacademic activities to keep them occupied.

Finn stated: "Use of the term commitment is broadened to encompass a belonging as well as valuing" (p. 124).

When students are not involved, they experience alienation. Seeman (1975) described alienation as feelings of powerlessness, meaninglessness, normlessness, self-estrangement, social isolation, and cultural estrangement. Social isolation and normlessness are parallel to the belonging and valuing components of identification (Finn, 1989). During a longitudinal study of dropout and delinquency Elliott and Voss (1974) found that academic success was inversely related to normlessness with correlations ranging from -.03 to -.32 and to social isolation at school with correlations ranging from -.11 to -.49. They found a significant correlation between normlessness at school and delinquent acts. Dropping out was associated with both normlessless at school and social isolation (Finn, 1989). Elliott and Voss (1974) conclude: "delinquent behavior and dropout behavior are alternate responses to failure and alienation" (p. 202).

Newman (1981) offered six guidelines for designing schools that reduce alienation. The alienation-reduction guidelines are voluntary participation for the students, clear and consistent educational goals, small school size, students' participation in policy decisions and management, extended and cooperative relationships with school staff, and work that is meaningful to the students. Newman (1981) recognized the difficulty of incorporating strategies for reduction of alienation in schools. Understanding how students develop or fail to develop identification with school can lead to more productive interventions as the dropout problem is addressed.

One "job involvement" model identified by Rabinowitz and Hall (1977) views job involvement as "the degree to which a person is identified psychologically with his work" (p. 266). The more an individual identifies with his/her work, the more success or failure on the job will affect the individual's self-esteem. Finn (1989) suggests that "the correlation of performance with self-esteem may be greater among youngsters highly involved in school than among those less involved" (p. 125).

According to Liska and Reed (1985), "social control theory hypothesizes that ties (. . . links, attachments, binds, and bonds) to conventional institutions function to control or inhibit the behavioral expression of deviant motivation" (p. 547). The four elements of these ties are (1) concern for the opinions of others, (2) a decision to behave in an acceptable manner, (3) using time and energy on task that are institutionally encouraged, and (4) a belief that the institution is based on sound principles (Finn, 1989). Bonding to parents and to school are stressed by the social control theory. Freedom to engage in delinquent behavior occurs when these ties are broken (Finn, 1989).

In order to test the theory, questionnaires were administered to students entering secondary schools to evoke responses concerning their attitudes toward school, parents and peers, and self-reports of delinquent acts (Hirschi, 1969). Self-reported delinquency yielded an inverse relationship while delinquency with attachment to delinquent friends resulted in a positive association (Hirschi, 1969).

Hirschi (1969) also found that delinquency was inversely associated with items reflecting commitment to education and involvement in homework.

Purpose of the Study

Out of every high school class in North Carolina, 25% to 27% of the students, approximately 89,000 statewide, drop out of school. North Carolina presently ranks 34th among the states in graduating its students from high school (Department of Public Instruction, 1988). The impact of the decision to drop out is enormous for both society and the individual.

Keeping at-risk students in school until completion of high school has been a long-standing problem of educators. Many programs have been implemented with the intention of encouraging students to remain in school. Although there has been some improvement in the retention rate, there is need for more.

Programs that address the unique needs of at-risk students may have impact on the retention rate of at-risk students. An evaluation of the High Point, North Carolina Cities In Schools Program will provide data to support whether this program is addressing the unique needs of its participants successfully and if the participants remain in school.

This formative evaluation provided the foundation for a summative evaluation by acquiring basic information about the students and the program. The assumption that school success and persistence have

a direct relationship to self-esteem, need for achievement, student expectations, parent/guardian involvement, teacher expectations, coping skills, study skills, and student health was the basis of this evaluation.

The purpose of this evaluation was to provide feedback to the executive director, board of directors, and other stakeholders concerning the progress made toward the program's stated objectives and how the participants and constituents felt about the process of the program.

Research Focus

This evaluation examined several aspects of the CIS participants' school life in order to determine if the CIS Program was having a positive influence on its participants. Additionally, the evaluation examined the perceptions of parents, staff members, volunteers, and other teachers who work with CIS participants in the regular classroom settings.

Based on the stated objectives of the CIS Program, the following hypotheses were developed:

1. The school attendance of CIS participants would be better than the attendance of a comparison group of non-CIS participants.
2. The behavior of CIS participants would be better than the behavior of a comparison group of non-CIS participants.

3. The academic performance of CIS participants would be better than the academic performance of a comparison group of non-CIS participants.
4. CIS participants would get along well personally and socially.
5. CIS participants would attain mean scores in the average or above range as compared to students in the norm group on a self-esteem instrument.

Definition of Terms

Control Group - The one of two or more groups that is not subjected to the experimental factor or condition introduced into the treatment of the experimental group; the group with which the experimental group or groups are compared (Cinal, 1982, p. 7).

Dropout - A student who withdraws from school without a high school diploma and without enrolling elsewhere (Orr, 1987, p. 1).

Extracurricular Activities - The area of the total curriculum which includes experiences not usually provided in typical classes (Cinal, 1982, p. 8).

Failure - Lack of success on the part of a student in accomplishing a school task (Cinal, 1982, p. 8).

Potential Dropout - A student identified as one who may leave an educational program prior to graduation (Cinal, 1982, p. 10).

Repositioned - Changed position (Webster, 1972, p. 728).

Self-Concept - The individual's perception of himself or herself as a person, which includes abilities, appearance, job performance and other phases of daily living (Cinal, 1982, p. 10).

Socioeconomic Background - The background or environment indicative of both the social or (sic) economic status of an individual or group (Cinal, 1982, p. 11).

Suspension - The temporary, forced withdrawal of a student from school, resorted to by school officials for various disciplinary and other reasons (Cinal, 1982, p. 11).

Truant - A youth who is absent from school without the knowledge and consent of his parents (Cinal, 1982, p. 11).

Significance of the Evaluation

In the quest for solutions to the dropout problem, strategies that work are needed if there is to be a reduction in the problem. An evaluation of the High Point, North Carolina CIS Program will provide valuable information about successful activities in which program participants have engaged and planning strategies that appear to be most productive. Evaluation results can be used to assist program planners in avoiding unproductive strategies and in selecting productive strategies that complement their philosophy.

The results of this evaluation will be shared with the executive director and board of directors of the High Point Central High School CIS Program and the National Office of CIS.

Design of the Evaluation

The nonequivalent control group design was used in this evaluation. Because no control group was identified before the program began, this design was most appropriate for use in establishing a control group after a program was in progress (Campbell & Stanley, 1963).

Attendance, grade point average (GPA), extracurricular activity participation, suspensions, and self-esteem were the dependent variables examined in this evaluation. Additionally, an in-depth case study using interviews with the executive director provided information that could not be derived from other sources.

Limitations of the Study

Certain limitations exist because of the variables that were examined in this evaluation. Because human judgment tends to be more subjective than objective, a grade point average will be an approximation of what a student's achievement actually is.

The time frame for completing this evaluation allowed for data collection for the school years 1988-89 and 1989-90. A longer period of time would have allowed for the collection of data on more students and the examination of more variables. Additionally, a follow-up of students' progress after exiting the program would have given indications of the lasting effects of the program.

The CIS Program had been in progress for more than one year when a control group was identified for this evaluation. Students who

were asked to participate as members of the control group were matched as closely as possible to the experimental group. They all voluntarily agreed to be participants of the control group. "The lack of random assignment adds sources of invalidity" (Gay, 1981, p. 232). A problem with having volunteers as members of the control group is that those who remain are the ones who are more motivated to participate than those who do not remain in the group.

Participants in the CIS Program are volunteers. Of the many at-risk characteristics, program participants exhibited a minimum of three. Students may exit the program any time they no longer want to participate. Motivation is a key factor in the formation of the experimental group.

Organization of the Study

The remainder of this study is organized as follows:

Chapter Two contains a review of the literature that relates to dropout characteristics, school influences, dropout prevention programs, and Cities In Schools.

Chapter Three describes the methodology used for gathering and analyzing data. Additionally, this chapter includes information on the population, instruments, and procedures used for conducting this evaluation.

Chapter Four provides the data and results of the data analysis. Relevant tables, figures, and other information clarify the findings.

Chapter Five is a summary of major findings, a discussion, the conclusions from findings, implications for other dropout prevention programs, and recommendations for the program and for further research.

CHAPTER II

REVIEW OF THE LITERATURE TO SUPPORT PROGRAMS FOR AT-RISK YOUTH

The school dropout problem has remained a significant issue of educators, politicians, and business leaders. Educators have addressed their concern by implementing programs that they believe will arrest the massive exodus from school of students before they complete at least high school. Politicians have authorized the expenditure of state and federal funds to supplement educators' efforts to keep students in school. Businesses have offered human resources and financial support to assist educators in their efforts to decrease the dropout rate.

This chapter contains a review of literature on the characteristics of potential dropouts and of at-risk youth. It reviews school factors that provide support for at-risk and alienated students. Additionally, this literature review examines different types of programs used to encourage students to remain in school. Finally, specifics of the Cities In Schools (CIS) Dropout Prevention Program literature are reviewed.

Profile of a Potential Dropout Student

The literature is replete with descriptions of potential dropouts. Bickel and Bond (1986) divided the research on causes of

student dropout into four categories: (1) factors and attributes within the students themselves; (2) factors and attributes in the students' family backgrounds; (3) characteristics and practices within the schools; and (4) systematic factors within the society at large (p. 12).

State legislators of Texas felt so strongly about the dropout problem that in 1986 they passed a law which specifically established criteria for identifying at-risk students (Wilkinson, Frazer, Stewart, & Ligon, 1989). That law is reviewed:

> For the purpose of this section "students at risk of dropping out of school include each student in grade levels 7-12 who are under 21 years of age and who (1) was not advanced one grade level to the next two or more school years; (2) has mathematics or reading skills that are two or more years below grade level; (3) did not maintain an average equivalent to 70 on a scale of 100 in two or more courses during a semester, or is not maintaining such an average in two or more courses in the current semester, and is not expected to graduate within four years of the date the student begins ninth grade; or (4) did not perform satisfactorily on an assessment instrument administered under Section 21.55 (a) of this code in the 7th, 9th, or 12th grade. . . . Optional criteria for identifying at-risk students, grades 1-12, are also included as follows:

Grades 1-12	Grades 7-12
Optional Criteria	Optional Criteria
*environmental factors	*adjudged delinquent
*familial factors	*abuses drugs/alcohol
*economic factors	*limited English proficiency
*social factors	*receives compensatory or remedial instruction
*developmental factors	*sexually, physically, or psychologically abused
*other psychological factors where such factors contribute to the students' inability to progress academically	*pregnant
	*slow learner
	*underachiever

Grades 7-12 (continued)

*enrolls late in school year
*unmotivated and
*other characteristics that indicate the student is at high risk of dropping out

(Wilkerson et al., 1989, p. 39)

Dropouts have significantly higher rates of absenteeism and truancy than non-dropouts (Catterall, 1987; Eckstrom, Goertz, Pollack, & Rock, 1986; Kaplan & Luck, 1977; Mann, 1986; Smith, Leak, & Fernandez, 1989; Wehlage & Rutter, 1986; Wheelock, 1986). In a follow-up study of more than 200 black males who had been enrolled in the St. Louis Public Schools, Stroup and Robins (1972) found that truancy was a major predictor of subsequent dropping out of school. Pallas (1987) concluded that dropouts were 40% more likely to have attendance and tardy problems than students who did not drop out.

Students have given various reasons for cutting class including being tired at the end of the school day, not being prepared for class or needing to go home early for some personal errand or business (Hess, Wells, Prindle, Liffman, & Kaplan, 1987). Students who cut classes eventually fall behind in their studies. The result is often that the students who cut classes fail class for nonattendance. Multiple failures have been cited as one of the major reasons for dropping out.

Poor academic performance has most often been cited as the single best predictor of who will drop out of school (Bickel & Bond, 1986; Natriello et al., 1988). Maywood (1981) noted that poor reading ability played a significant role in the student's decision to drop

out. Paula (1987) found that students who earned "Ds" and "Fs" were more inclined to leave school than those who earned "As" and "Bs." Natriello (1987) cited findings from the High School and Beyond (HS&B) study which indicated that dropouts' grades were at approximately the 16th percentile of the school stayers' grades. Hahn (1987) referred to a study by Sum which found that students whose test scores fell in the bottom 20% of the test score distribution were 14 times more likely to drop out than students whose scores were in the upper 20%. Findings from HS&B data also indicated that low grades on standardized math tests were fairly reliable indicators of inclination to drop out (Fernandez & Shu, 1988).

According to Casebolt (1987) "the students who are most likely to drop out of the school setting are the underachieving students who do not have the support system of special programs" (p. 18). These students have frequently repeated one and perhaps two grades. Students who enter high school at age 15 or older are especially vulnerable to dropping out. Holding students back in one grade has been shown to increase the risk of dropping out by 40-50% and two grades by 90% (Bachman, 1971; Shepard & Smith, 1990). Even retaining students in early elementary grades increases their chances of dropping out of school (Hammack, 1986). The effect of being over-age at a grade level is increased if the student reads below grade level and/or is black (Natriello, 1987). Holmes and Matthews (1984) found that nonpromoted students generally made less progress than comparable low-achieving students who were promoted. Reading progress seemed to

be most affected by retention. As far back as 1960, Otto and Estes concluded that

> Repetition of grades has no special educational value for children; in fact, the educational gain of the majority of nonpromoted students subsequent to their retention is smaller than that of their matched age mates who were promoted. Similarly, the threat of failure has no appreciable positive effect on the educational gain of the threatened . . . . (p. 11)

A high rate of retention does not decrease the variability of student achievement, and thus does not free the teacher from the important task of adapting instruction to individual differences. The literature suggests that students will not perform better academically as a result of repeating a grade. In fact, the opposite is true (Shepard & Smith, 1990).

Many factors associated with family background and structure have been associated with the incidence of dropping out. Sherman (1987) concluded that dropouts came disproportionately from families that were low in socioeconomic status. He also found that students whose fathers were in low-level occupations had dropout rates that were 15% greater than students with fathers in high-level occupations. Students whose mothers worked in low-level occupations were 75% more likely to drop out of school than students whose mothers worked in high-level occupations. Hoffer (1986) suggested that economic constraints influenced dropout behavior. Natriello (1988) concluded that even neighborhood circumstances were significant correlates of dropping out. The neighborhoods that had high rates of unemployment, crime, and family instability did little to encourage students to complete high school.

Parents' educational levels have been associated with students who drop out of school. Parents who did not complete high school generally were not able to provide the encouragement their children needed to make the connection between specific courses they were taking and how they could apply those courses to succeed in life (Natriello, 1988). Students whose parents have higher levels of education have lower probability of dropping out of school than do students whose parents chose to leave school before graduation (Howell & Frese, 1982). Hill and Stafford (1977) concluded that better educated parents influenced their children's educational aspirations and spent more time with their children, which played a major role in their remaining in school. Bempechat and Ginsburg (1989) suggested that children's academic outcomes were negatively affected by low levels of parent education.

While both parents' educational levels are related to the dropout rate, girls have been found to be heavily influenced by their mothers' educational levels. Girls whose mothers were high school dropouts have been found to have a dropout rate almost two and one half times that of girls whose mothers completed high school (Sherman, 1987). Regardless of the sex of the child, children whose mothers are poorly educated have lower grade point averages and lower achievement test scores than those whose mothers have completed high school or who have some postsecondary education.

Mothers with college educations tend to know more about their children's academic performance and to be more involved in their

children's education progress than mothers with less formal education (Bempechat, 1989). Contrary to popular beliefs, parents with lower educational levels are concerned about their children's education. Lareau (1987) reported that parents who had not completed high school felt incompetent about helping their children academically. Sarkees (1989) concluded that parents of "at risk" children failed to become involved in their children's education because of insecure feelings about dealing with administrators, teachers, and support personnel. Therefore, they left their children's education to the school personnel.

Nelson's (1985) description of the at-risk student included subtle indicators that could be overlooked by the unwitting observer. Those indicators included:

1. The belief that high school is a different, more difficult experience than grade school;
2. A history of transferring schools or changing school systems;
3. A feeling of not sharing a sense of "belonging" to the high school as a whole;
4. A tendency to avoide talking with school personnel about dropping out because they doubt it will help or because they do not know whom to contact;
5. A feeling of losing interest in school and the belief that school personnel have lost interest in them;

6. The belief that they have too many problems to successfully complete their education;
7. Family problems such as divorce, separation, death, abuse, or other problems; and
8. Situations in which other family members dropped out of school.

School Influences

Many school-related factors contribute to students' decisions to drop out. Students' perceptions of teachers' interest in them and effectiveness and fairness of discipline are two major school-related indicators of whether students will experience alienation and drop out (Natriello, 1987). Natriello's analysis of High School and Beyond data revealed that noncollege-bound students gave teachers fair to poor marks for their interest in students. These same students rated school discipline ineffective. Fairness of discipline was given a negative rating by all students including those who were college bound.

Kaeser (1979) concluded that school disruptions resulted from the way the school or classroom was run. School suspensions are directly harmful to the students who receive them. The Children's Defense Fund (1975) reported that about 11% of the students surveyed who had dropped out cited suspension as an experience that triggered their decision to leave school permanently.

The high school experience has been found to be different from the elementary school experience because high school is less structured, less student oriented, and less threatening than elementary school. Having one teacher and one classroom to deal with as in elementary school was easier for students than the larger number of teachers and classrooms required by the high school. In addition, a history of transferring from one school to another or changing school systems is a trait of the potential dropout (Mahan & Johnson, 1983).

The traits that are commonly seen in at-risk students are also indicators of students' lack of identity with school. Identification is viewed as an internal state consisting of belonging and valuing. One can determine the extent to which students identify with school through observation (Fine, 1989). Observations of students' participation in school indicate levels of identification with school. Successful students interact with their environment in a positive manner, i.e., they pay attention in class, read, study, respond to questions, and complete assignments. Student participation affects performance and the success of that performance is limited only by the student's ability and quality of instructional delivery.

According to Fine (1989), there are three levels of participation. Level one is initially observed in primary grades when youngsters willingly pay attention and respond to teacher initiated questions. Students may resist at level one. Students ask questions and become involved in dialogue with the teacher at level two. Students who progress to this level do more classwork and homework than is

required. They also spend extra time in the classroom. They may become involved in extracurricular activities, community activities, summer jobs, and internships. Ekstrom, Goertz, Pollack, and Rock (1986) agree that students who are not active outside the classroom do less nonrequired reading and less homework than their peers who do more school work and participate in extracurricular and community activities. Autonomy and opportunities for participation in extracurricular activities increase as students become older. This is participation level three. Dropouts participate in fewer extracurricular activities and sports than do their more successful peers (Ekstrom et al., 1986; Landers & Landers, 1978; Schafer, 1972). Holland and Andre (1987) concluded that

> participation is correlated with a range of desirable outcomes including feelings of control over one's life, higher educational aspirations, higher academic ability and grades among males, lower delinquency rates and greater involvement in political and social activities as young adults. (p. 477)

They further assert that

> participation has effects because of what happens as a result of participation . . . participation may lead adolescents to acquire new skills (organizational, planning, time-management, etc.), to develop or strengthen particular attitudes (discipline, motivation), or to receive social rewards that influence personality characteristics. (p. 447)

Participation in extracurricular activities is thought to contribute to the student's sense of identification with school. It requires that students spend more time at school and this increases the likelihood of their internalizing feelings of belonging. Extracurricular participation may be the weak student's primary source of

attachment to school. Therefore, it is important that a school's program provide encouragement in maintaining this type of participation (Finn, 1989).

Finn (1989) developed a fourth level of participation for at-risk students. This level is participation in the governance of the school. Involvement in setting academic goals, decision-making, and governing the school's disciplinary system are examples of ways that at-risk students may be involved in governance of the school (Ekstrom et al., 1986; Reid, 1981; Schafer & Polk, 1972; Wehlage & Rutter, 1986). Shafer and Polk's (1972) principle of student involvement in roles of power to counteract feelings of alienation emphasizes:

> When those in positions of superiority . . . impose their demands and authority on those in positions of inferiority without involvement of the latter in the formulation of the organization's policy, policies, objectives, or norms or in their implementation, negative orientations are likely to be more positive . . . . This general principle has been found to operate in schools as well as other kinds of organizations. (pp. 214-215)

Curricula offered by educators in schools have adverse effects on the schools' holding power of at-risk students (Wagner, 1984). Kronick and Hargis (1990) contend that the school curriculum determines how a school is organized and how instruction is delivered. They assert that students are victims of a "lock step" curriculum which dictates that students need nine months to complete one year of study. The premise of the "lock step" curriculum is that students enter school at the same chronological age and require the same amount of time to master each learning task. Ability grouping has been used

to try to adapt students to curriculum. However, the process of making students fit the rigid structure has resulted in students giving up on schooling.

Wehlage, Rutter, and Turnbaugh (1987) suggest that the curriculum and teaching must be different from that which is usually found in high school. Individualizing instruction, clearly stating objectives, giving prompt feedback, and providing activities that encourage students to participate actively in learning are features that must be evident in delivering curriculum to at-risk students. McDill, Natriello, and Pallas (1986) concluded that:

> An individualized curriculum and instructional approach are crucial because psychologically disengaged students such as potential dropouts have substantial deficits in aptitude and achievement. Individualized learning approaches with course content and mode and pace of presentation tailored to the individual student's aptitude and interests (to the extent possible) are of major importance in order to prevent the sense of academic failure and low self-esteem characteristic of school delinquents, truants, and dropouts; feelings that will be even more pronounced as standards are raised. ome dropout and delinquency programs have shown that self-designed and self-paced curricula which integrate vocational and academic subjects with work experience are promising because they enable the disaffected student to acquire salable skills and to perceive that his/her schooling is relevant to the workplace. (p. 14)

Dropout Prevention Programs

Educators have traditionally made efforts to address the dropout problem. A legitimate task of schooling is apparently to prevent students from dropping out or to reclaim students who have already dropped out. This section reviews characteristics of

effective dropout prevention program. It also looks at three general approaches that have been used as interventions to keep students from dropping out. A framework for planning strategies for dropout prevention and recovery programs is proposed. Finally, examples of programs and services are reviewed.

Large-scale compensatory education began with the passage in 1965 of the Elementary and Secondary Education Act (ESEA or PL 89-10) and specifically Title I of that Act. Today Title I is known as Chapter 1. Chapter 1 funds provide reading and math assistance for economically disadvantaged youth who have experienced academic problems (Orr, 1987). Chapter 1 services are delivered to students through pullout programs, in-class programs, and add-on programs. Bempechat and Ginsberg's (1989) analysis of compensatory programs data revealed that 84% of reading instruction and 76% of math instruction were delivered in pull-out programs. However, the traditional pull-out programs are considered the least attractive of the compensatory program alternatives because of their lack of coordination between what is taught in the regular classroom and in the Chapter 1 class. Students served through pull-out programs also endure the stigma and labeling that accompanies attendance in Chapter 1 classes. Madden and Slavin's (1989) evaluation of pull-out programs revealed that the more common pull-out programs which were diagnostic and prescriptive in nature showed small degrees of effectiveness. However, they found that tutoring and computer-assisted instruction aspects of Chapter 1 programs were more successful because the trained

instructors or computer programs were tailored to meet each student's needs.

Madden and Slavin (1989) evaluated in-class programs and found that cooperative learning programs were effective in improving the performance of at-risk students. They also reported that "consistently effective classroom programs accommodate instruction to individual needs while maximizing direct instruction and frequently assess student progress through a structural hierarchy of skills" (p. 45).

Early childhood programs, kindergarten, and summer school are examples of the most common add-on programs. The long-term benefits of preschool programs have been shown to be limited in terms of academic gain (Barnett, 1985; Lazar & Darlington, 1982). There is some indication that there are substantial long-term nonacademic benefits.

At-risk students have often been targeted for alternative programs. Because autonomy is usually granted to teachers and supervisors to tailor programs to students' needs, these programs have been offered to students who have failed in more traditional settings (Paula, 1987). After analyzing a longitudinal survey, Orr (1987) concluded that sophomores who were at-risk of not completing high school were half as likely to drop out of school if they had participated in an alternative program. Post-high school graduates who participated in alternative programs had a 20% lower unemployment rate than dropouts who had not participated in alternative programs. Hahn (1987) cited findings from Foley's study of alternative schools

and effective schools. The characteristics included: highly targeted services for a relatively homogeneous school population, strong principals, small school size, teachers who actively participated in counseling students, students' involvement in school governance and classroom activity, opportunities for learning by doing, and clear standards, rules, and regulations (Hahn, 1989, p. 261). Alternative schools do not guarantee success for all at-risk students or dropouts.

Some at-risk students have been attracted to job training and work experience programs. The Job Training Partnership Act (JTPA) provides the major federal funding for training, employment preparation, and job placement. Under this Act six programs were designed to encourage students to complete high school or return to school by offering them temporary jobs and work experience to prepare them for future employment. Orr (1987) assessed these programs and concluded that it was difficult to recruit and serve dropouts. Many of the basic-skills strategies employed failed to increase the employability and economic status of youth dropouts. Orr (1987) suggested that job training programs needed more job readiness and support services as part of the overall programs.

> Isolated work experience programs have little value in increasing the employability of dropouts. Dropouts should work, but the experience from the work sites should be used as pedagogical reinforcement in a classroom component that is clearly connected to the job. Dropouts should learn, but the curriculum should relate to the "functional skills" needed in the workplace. Dropouts should learn to read but the learning environment should not resemble a traditional classroom. Dropouts should be taught by caring teachers, but the individuality of each student should be reflected in the teaching technology

> used. Dropouts should be prepared for the labor market through preemployment/work maturity services--but not until they are genuinely ready to conduct a job search. Writing resumes and practicing job interview skills should be "exit services"--not the center of dropout prevention or remediation. Above all program services must, to some degree, be intensive, in the jargon of professional educators, there must be sufficient "time-on-task." (Hahn, 1987, p. 263)

It is possible to identify students who are academically at risk as early as the third grade (Paula, 1987). Providing effective and early interventions for at-risk students can give them stronger chances to be successful in the classroom. The Texas State Council on Vocational Education (1988) recommends that interventions begin early and that programs share the common elements that will make them work. Those elements are:

1. Parental involvement and support - Participation of parents in school activities is critical to keeping students in school, helping students reach higher levels of achievement and reinforcing the importance of education. Parental participation raises children's and family's educational aspirations.

2. Strong administration and strong teachers - Students need to feel emotionally and physically secure in order to learn. Administrators set clear standards, rules, and regulations. Teachers involve and motivate students, encourage cultural awareness of differences in students' backgrounds, needs, and interests. The "invisible agenda" the unspoken set of values communicated by school leadership to the student body and stresses order, respect, and achievement for all.

3. Focus on individual, build self-esteem and provide a sense of caring - Children at-risk suffer from feelings of neglect and abandonment leaving them without the vision or drive to remain in school. Small schools and small classes designed to help the student develop positive bonds are crucial to developing a sense of belonging and success. Individual attention and caring provide essential encouragement that can become the deciding factors in leading students to stay in school.

4. Build expectations - Teachers who expect achievement will be most successful in getting achievement. Challenging courses and a relevant curriculum combined with high teacher expectations not only motivate students but help them build their own sense of success and direction.

5. Provide an array of support services - At-risk students often need extra support. Services centered on health, nutrition, and day care have typically been considered beyond bounds of school responsibility.

6. Broad-based partnerships - The job of conquering the dropout problem is too big for schools to do alone. Educators, businesses, parents, social agencies, and communities must join together to build successful dropout prevention and recover initiatives. (p. 7)

The suggestions of the Texas Council embrace the philosophy of the "Effective Schools" movement which has made positive impact on schools' reform efforts.

Framework for Planning Dropout Prevention and Recovery Programs

Traditionally formal school programs have been thought to be primarily responsible for dropout prevention and services to at-risk students. However, not all problems that face the at-risk student are school related. Creative uses of resources outside the school are necessary if dropout prevention programs are to be effective. The partnership of schools, employment and training programs, and community agencies can help insure that the needs of at-risk students are addressed.

Orr (1987) suggested that small programs facilitated intimate and supportive environments and promoted collegial relationships

among staff. Small programs keep efforts focused on dropout prevention. Skill remediation, employment preparation, and job training should be considered when delivering academic instruction. Programs should include some mode of helping students to cope with problems that are barriers to their education. This can be done on site so students can be referred to appropriate community agencies.

Orr (1987) developed a program planning framework that classified students into four groups according to the causes and likelihood of their dropping out. A discussion of those classifications and of the six categories of programs and services follows:

> 1. The first group consists of students who are still in school, but who are marginally at risk of dropping out. They are still motivated to graduate from high school but have low grades and lack plans for post-high school education, making them candidates for dropping out. (p. 20)

Students who fall in this category need supplemental services. Services offered include supportive counseling and job readiness preparation. This program works best for students who are likely to drop out because they do not participate in school activities, have low self-esteem, and do not have post-graduation plans. These services can be offered to students by community agencies or incorporated into the school's educational program.

> 2. The second group consists of those who are interested in staying in school but cannot because of personal

circumstances, such as the need to work or the responsibilities of parenthood. (p. 20)

Students who have economical, family, or personal responsibilities are best served by programs which help students to cope with those responsibilities while providing a way for them to complete high school. These programs can often be funded through state and federal sources designed to provide support services.

3. The third group consists of students who are at great risk of dropping out as evidenced by their lack of interest, poor attendance, and poor academic performance. (p. 20)

Comprehensive programs are appropriate for students who are likely to drop out because of serious academic and attendance problems. Students are offered a variety of education, employment preparation, and counseling services. The comprehensive, multiservice approach encourages students to remain in school. These programs are designed to serve as interventions to academic and attendance problems. Private-sector resources are often used for program content and funding.

4. The final group consists of those who have already left school but need services to complete their education and thus be better prepared for employment. Returning to high school is probably not an option, but obtaining basic-skills training and preparing for General Equivalency Diploma (GED) are. (p. 20)

Some comprehensive programs offer a number of services for students who have already dropped out of school. These programs focus on helping youth to achieve basic skills and to obtain the GED.

School system-wide approaches to the dropout problem combine a number of strategies to increase the number of students who remain in school until graduation. School system personnel acknowledge their responsibility for preventing large percentages of their students from dropping out by restructuring schools to respond to students' many educational needs.

The city-wide approach involves the school system and larger community or city. Businesses, universities, and social agencies become involved in addressing the many problems that cause students to drop out.

The following section presents case summaries of programs and strategies that encourage potential and actual dropouts to complete their education and prepare for employment.

Sample Dropout Prevention Programs

Twelve-Together

Twelve-Together is an example of a supplemental service program that uses peer groups to help potential dropouts find constructive ways to cope with their personal and academic problems and encourages them to remain in school. Based in 20 Detroit high schools, six poorly achieving ninth-grade students are matched with six successful ninth-grade students to form a peer group. During the sessions

students learn to express their concerns about academic and personal problems. The group participants help each other to understand and solve problems, develop and articulate their goals, and attend and complete school (Orr, 1987).

Adult volunteer advisors are recruited during the summer. Student participants are recruited during a five-month period. During that five-month period, the staff of Metropolitan Detroit Youth Foundation (MDYF) who runs the program explain the program and requirements for participation in each school. Students apply to participate and staff members invite students to join the program who have set goals for themselves and who really want to complete high school. Students must have written parental permission.

Participants commit themselves to attend a weekend retreat, to study for an average of one and one-half hours daily, and to participate in a minimum of 30 meetings. Confidentiality is stressed. Students complete the program at the end of the ninth grade and are encouraged to continue to support each other as a group throughout the remainder of high school (Orr, 1987).

An evaluation of the program revealed gains in students' self-esteem, motivation, and problem-solving and interpersonal skills. The more and longer students were involved in the program, the better their academic performances.

Murray-Wright High School Day-Care Center

The Murray-Wright High School Day-Care Center is an on-site facility established in 1974 to assist teenage mothers with care of

their children while they attend their high school classes. Only mothers who are eligible for Aid For Dependent Children (AFDC) and who are two years below grade level in reading and math qualify for participation. First-year mothers are required to participate in a parenting class which addresses health care issues, child rearing, and problem-solving.

While their children are in the day-care facility, the mothers are enrolled in a full academic program in the high school. The teacher-coordinator and center staff provide most of the support services for the mothers. Referrals are made to the appropriate agencies by the teacher-coordinator. School transportation is available for mothers who live a mile and a half or more from the school.

Approximately 25 to 50% of the teenagers who participate in the program drop out. Participants are dropped from the program only if they are not attending school. If a participant is experiencing academic difficulties, attempts are made to arrange tutoring assistance.

The program is funded by local school district funds, Chapter I monies, and social services funds. While the program has never been evaluated, the program seems to be a valid means of helping teenage mothers to remain in school (Orr, 1987, p. 79).

Rich's Academy

Rich's Academy is an alternative high school developed in 1982-83. This school serves 110 predominantly black and poor at-risk students and former dropouts. Administered by Exodus, Incorporated,

a partnership of businesses, professionals, and lay people, the academy is one of the Cities in Schools (CIS) Programs. This program is linked to the private sector through the efforts of the president of Rich's Department Store in Atlanta, Georgia. In-kind assistance and resources are provided through the store. Public and private services and resources are brought to needy students at the academy site.

Participants in this program are encouraged to attend school regularly. Program objectives are to enable students to acquire confidence and skills that will help them to obtain high school diplomas. A unique feature of the academy is the Monday morning meetings. "These meetings are held to wipe away Monday morning blues, motivate the students to embrace the week of learning ahead, and, perhaps most important, to heighten the students' sense of self-esteem" (Orr, 1987, p. 117). The four 50-minute morning classes include reading, English, math, science, and social studies. During the afternoon, students who are performing below grade level are required to attend remedial classes in reading and math. Other students choose classes from a wide range of electives. The last 10 minutes of the day are spent in attendance accounting. During the three-hour extended day, students may participate in performing arts or be tutored. It is during this time that volunteer Rich's employees supplement staff activities (Orr, 1987).

Students who participate in the academy are between the ages of 14 and 21. Students who are unable or unwilling to attend regular

high school may apply for admission to the academy. Enrollment is on a first-come, first-serve basis. Because of the size of the facility, enrollment is limited.

Six teachers, a social services coordinator, a counselor and special-events coordinator, a registrar, and the project director make up the full-time staff. The teachers, who are from the Atlanta Public School System, have volunteered to teach at the academy (Orr, 1987).

The program is supported by a number of funding sources and in-kind services. The school district provides the instructional staff and material. Rich's Department Store provides space and related expenses. The social services staff, except those loaned from city and county agencies, are funded by Exodus, Incorporated (Orr, 1987).

Participants have shown approximately one grade level growth per year on the California Achievement Test (CAT). Seventy percent of the participants graduate from high school. The program model is being replicated in other places (Orr, 1987).

Educational Clinics

Educational Clinics, funded by the state of Washington, are designed to reclaim dropouts. Eight of the clinics are nonprofit and a ninth one operates for profit (Orr, 1987).

Sixty-six percent of the participants complete the program by obtaining a GED, transferring to another educational program or obtaining employment. Program success might be attributed to the

individualized approach used in implementing services. Completion of standardized achievement tests and individual interviews allow the program personnel to diagnose needs. At the prescribing stage each student, along with clinic staff, set goals for the student's stay at the clinic. The student receives the treatment prescribed for helping him/her to attain these preset goals. The diagnostic approach helps students recognize their strengths and weaknesses (Orr, 1987).

Students who need to remain in the program more than 75 days must have staff members to file an extension request with the state education agency explaining why the student did not complete the necessary work in the 75 days. The state agency may grant up to 60 more days, but should a student still not complete the work, the clinic may continue to work with the student at its own expense (Orr, 1987).

Youth, 13 through 19 years of age, who are unable to pass the high school equivalency exam and who have been out of school at least 30 days can qualify for participation in the Clinic Program. Students are recruited through advertising, referrals from the courts, community agencies, local schools, and other students. Dismissal from the program is rare, and when it does occur, it is usually because of criminal activities (Orr, 1987).

Dropout Prevention and Recovery Program

Dropout Prevention and Recovery Program was established in the Los Angeles Unified School District as a school system-wide effort to prevent dropping out. Every school is required to develop a dropout

prevention plan that defines the target population, services to be provided, staffing requirements, and parent education for prevention and recovery efforts. Some schools receive special funding to implement their plans. The projects range from self-contained programs to those attempts to change the school's structures, regulations, and staff attitudes. Each program provides intensive counseling and tracking (Orr, 1987).

Programs are monitored by the central district office of dropout prevention and recovery. The Los Angeles Unified School District has allocated in excess of one million dollars for the dropout prevention and recovery program (Orr, 1987).

The Boston Compact

The Boston Compact is a city-wide effort of the city's public schools, businesses, university and labor community to reduce the dropout rate. School efforts are focused on improving students' reading and school attendance. The business community has responded by increasing the number of summer job placements. The Job Collaborative Program has increased the number of part-time job placements for in-school youth. Boston's Private Industry Council (PIC) positioned 14 full-time career specialists in the high schools (Orr, 1987).

The Boston Compact began in September 1982. This compact pledged to improve the quality of educational preparation and the access to employment for Boston's public high school students. Boston Public Schools pledged to reduce the dropout rate by 5% annually and increase attendance and performance on standardized tests. The

business community pledged to sign up at least 200 companies for a priority hiring effort which would hire a specified number of public school graduates and increase the number of summer jobs for in-school youth. Although the dropout rate has not improved, the Compact has been most successful in improving the employment of its high school graduates. Progress has also been made in improving academic achievement and attendance. This program has been replicated by other cities, including Oakland, California (Orr, 1987).

Valued Youth Partnership (VYP)

This program is a cross-age tutoring program designed for middle and high school students who are at risk of leaving school. The purpose of the program is to keep students in school and to improve their self-concepts, school citizenship, attendance, and basic skills achievement. The program is based on the belief that students learning with and from each other can enhance learning, promote tolerant and cooperative social attitudes, and increase belief in themselves and their abilities. This will increase students' desires to stay in school.

The VYP Program is being implemented in three San Antonio, Texas school districts. Students in grades six through 12 are targeted for the program. The program is the result of a public/private partnership which began in 1984 with Coca-Cola supporting the effort and in collaboration with the Intercultural Development Research Association (IDRA).

Referrals are made through counselors, teachers, and school principals. The most at-risk students are referred because the objective is to engage those students who are most likely to drop out of school. Students complete a questionnaire and must show a commitment to and interest in the program.

Participants are involved in four to five hours of tutoring per week during a designated class period. They receive minimum wage for tutoring activities as an incentive to participate and to help relieve family financial pressure. Participants spend one hour a week in training classes that consist of skills to help them become better students and tutors, e.g., communication skills, reading and writing skills, child development theory, and problem-solving. The classes are taught by a certified teacher who acts as the coordinator of the tutoring program. Tutoring sessions are held at the elementary school nearest the host junior or middle school. An awards banquet provides tutors with special appreciation and recognition for their involvement in the program.

Concern for the high rate of minorities dropping out of school led the Coca-Cola Company to offer $100,000 to five cities to design innovative projects addressing the educational needs of the Hispanic population. The IDRA designed a comprehensive peer-tutoring model to combat the high incidence of dropouts among Hispanics. "The model was based on three main ideas: (1) youth tutoring; (2) a structured learning environment with small group work; and (3) tutor involvement with adult minority role models (Sherman, 1987, p. 2).

The VYP Program was originally a high school program, but it expanded to include middle schools. The expansion into the middle grades resulted from research which indicated the need for early intervention (Sherman, 1987).

The second-year evaluation of VYP found the program to have positive effects on participating students. Of the 100 students identified as high risk, 94 remained in school. Other achievements included improved grades in English and mathematics, a decrease in student absences, a decline in discipline referrals, and an increase in student self-esteem.

The nine components identified as critical to VYP's success are early identification; personal and individualized instruction; basic skills remediation; preparation for employment; support services and counseling; contact with the home; paid work experience; credit toward high school graduation; and committed staff.

Project Cooperative Federation for Educational Experiences (COFFEE)

Project Cooperative Federation for Educational Experiences (COFFEE) began in 1979. It resulted from the efforts of Dr. Francis Driscoll, superintendent of Oxford, Massachusetts Schools and two other school superintendents of two small area school districts. The three school districts joined forces to submit a proposal to the state of Massachusetts for a grant to fund an innovative program using special education and vocational education funds.

Initially, carpentry, building, and grounds were the only vocational components of the project. Since its inception, word processing, computer maintenance and repair, horticulture and agriculture, and distributive education have been added. Because there were no funds available to purchase equipment needed to implement the plan for high technology job training, COFFEE administrators developed and refined strategies of partnership with businesses, emphasizing community service and entrepreneurship. The first partnership began in 1980 with Digital Equipment Corporation (DEC) through PARTNER WORKS. DEC provided more than two million in computer hardware, software, teacher training, and program consultation, as well as educational internships for students. A law firm, rug mill, and local community groups provided additional partnerships (Sherman, 1987).

The school day runs from 7:45 untill 12 noon. There are four class periods a day (three 40-minute academic classes). English, mathematics and either social studies or science, and one two-hour occupational training classes are taught. Ten students make up each peer group. These students move with each other from class to class. Participants work with the counselor every two weeks; have physical education once a week; view literary classics every two weeks; participate in computer-assisted instruction approximately two hours a week; and receive weekly instruction in preemployment skills. Tutors work with students who are working below grade level and who are experiencing particular academic problems (Sherman, 1987).

Participants in Project COFFEE are special education high school students referred to the program by the sending school because of attendance, academic, and behavioral problems. The program does not accept retarded students with a history of violence in school. The project is designed to provide an environment which minimizes those aspects of regular high school which students find too restrictive and are otherwise unacceptable and which minimizes the academic and vocational aspects of school.

To successfully complete the program, students must meet all graduation requirements of their sending school district. "Project COFFEE students demonstrated significant gains on language, reading, and math achievement tests after participation in COFFEE. Students who have dropped out of school or who are potential dropouts, and have entered Project COFFEE, remain in school as demonstrated by a significant decrease in absenteeism rate. Project COFFEE students have a higher employability rate than those students represented by the national statistics who have not attended such a program. The COFFEE graduates' employment rate is significantly higher than the comparable population" (National Diffusion Network, 1990, p. J-4).

The Peninsula Academies

The Peninsula Academies serve San Mateo County in California. There is a significantly disadvantaged population in the Sequoia Union High School District (SUHSD).

In 1980 minority students represented 59% of the SUHSD students who were dropped for poor attendance in spite of the fact that they

only accounted for about one fourth of the school population. The Peninsula Academies resulted as a response to the dropout problem. Resources from private industries and the schools were pooled together to finance the academies. The first academies began in 1981. Because they were so successful, the state of California funded 10 academies across the state (Sherman, 1987).

The Academies function as alternative programs within the traditional high school setting. Students attend regular high school classes, however, some of the classes are academies' courses. Academies' teachers receive an extra period each day for preparation, counseling, and interaction with parents, industrial representatives, and school officials. Industry supplies mentors, jobs, speakers, field trip sites, and special equipment and services (Sherman, 1987).

In order to graduate, participants must meet SUHSD graduation requirements. In addition to meeting graduation requirements, participants receive three years of special vocational training (Sherman, 1987).

All teachers in the district are given opportunities to nominate students for participation. Parents of nominated students and applicant students are notified. Meetings are held to describe the program. The screening process continues with reviews of the applicants' school records and conferences with parents and applicants. High-risk students who want to be successful and who are willing to invest time and effort in the intensive program are extended invitations to become participants (Sherman, 1987).

Core courses in math, science, English, and vocational education (i.e., electronics or computer science) are taught by academies' teachers (Sherman, 1987).

One of the program's strongest points is consistent communication with parents. Parent-teacher-student conferences are held to develop contracts if negative behavior patterns persist. Students may be asked to leave the program if they do not live up to their behavior contracts (Sherman, 1987).

Every student who makes satisfactory progress during the first two years in the program can expect a summer job. The summer jobs pay competitive starting wages.

The 1986 evaluation by the American Institute for Research resulted in the following conclusions:

> Daily attendance rates for Academies tenth graders were significantly better than for the comparison group, even when attendance in non-Academies' classes was considered.
>
> This year 94% of the Academies' tenth graders stayed in school from September through June, compared to 86% of the comparison group.
>
> The cumulative school dropout rate for all three Academies was about half that of the comparison group.
>
> Retention in the Academies' program remained high this year (80% of the students enrolled in the fall stayed in the program all year). However, attrition at the eleventh-grade level was higher than desirable, and a very small group of seniors graduated due to high rates of attrition in 1984 and 1985.
>
> The majority of both responding parents (80%) and students (76%) reported that the students had improved their attitudes toward school and self-concept as a result of participating in the program. Many students commented that the Academies' classes had taught them how to set personal goals and work to attain them.

> All Academies' students who were recommended and available to work at summer jobs and senior-year work experience were laced in jobs.
>
> Industry work supervisors gave overall average ratings of "Very Good" for student workers during both the summer of 1985 and the spring of 1986. Eight students (33%) received ratings of "Outstanding" last summer and five (22%) this spring.
>
> For the most part, Academies' students did equally well, but not significantly better than comparison students on district proficiency tests in reading, mathematics, writing and science. (Reller, 1986, pp. 64-65)

Dropout Prevention Program of New York Public Schools

In 1985 statistics published by the New York City Board of Education estimated the public high school dropout rate at 42% and up to 60% in some of the inner-city schools. This rate was considerably higher than the national dropout average. The New York City Board of Education responded by initiating measures to address the dropout problem. Efforts were designed to help schools improve attendance, test performance, and graduation rates. Additionally, funds were allocated by the school board to assist schools with implementing programs to reduce dropout rates. State funding supplemented financing dropout efforts (Sherman, 1987).

Six core services provide the base for the comprehensive program. They consist of:

> Facilitator - Each school must identify a regularly licensed teacher to serve as facilitator, with at least two free periods to track the progress of targeted students, work with a pupil personnel committee, and coordinate the program.

Attendance Outreach - Each school must supplement its existing daily attendance program with outreach services to follow up absent students, including communicating with parents by phone or through home visits. Incentives may be used to encourage good attendance. A pupil personnel committee of school and program officials meets periodically to review attendance.

Health Services - Targeted students are to be given priority for school-based health services provided through the New York City Health Department. Each school is to make certain that these students are screened for physical and psychological problems that may interfere with their schooling and refer students to appropriate services within the school through other community agencies. This service cannot be funded through the dropout prevention funds.

Guidance and Counseling Services - Counseling services must be made available to every target student to identify and address individual problems that may cause poor attendance.

School-Level Linkage - Each school must develop strategies to help incoming students make successful adjustments to the new school. Each high school must develop a plan for graduating middle school students from at least three major feeder middle schools, with special attention to high-risk students. Middle school students in dropout prevention programs will be given the opportuhity to enroll in a summer remediation program. The high school will be notified which incoming students were in middle school dropout prevention programs to assist in tracking and programming students.

Alternative Education Programs - These programs must include high-interest programs to motivate targeted students. The programs should incorporate basic-skills instruction and individualized attention. These are usually career education instruction or after-school tutoring and enrichment. (Sherman, 1987, pp. 56-57)

Ten high schools and 290 middle schools in New York City participate in the program. Personnel are at liberty to use a variety of strategies to deliver the services, but they must include the core components previously discussed.

Cities In Schools (CIS)

Cities in Schools Incorporated enjoys the distinction of being the nations largest nonpartisan, nonprofit dropout prevention organization. It is supported by a variety of private businesses, foundations, and individuals, as well as an interagency grant from several federal agencies (Cities in Schools Incorporated, 1989). The program is unique because of its skill in bringing together the public and private resources and people into schools to address the needs of at-risk students. Because at-risk students have so many factors that influence their decision to drop out, CIS treats them and their families with a holistic approach.

The key concepts which form the foundation of CIS are personalism, accountability, and coordination. These concepts are especially important because they influence the style used to deliver services to at-risk students. Small, caring teams work together to deliver services to at-risk students. CIS personnel believe that the school is the center of the community and that it is the most natural place for services of the community to be delivered (Cities in Schools Incorporated, 1989).

The idea of CIS was conceived by a group of young men and women who were concerned about the hopelessness expressed by the urban poor who lived in, what they believed, a society capable of delivering its promise of equality. Direction, nourishment, and energy were given to the idea by Harold Oostdyk and Bill Milliken, CIS president in 1990. These two men based many of their ideas on lessons learned through contact with Young Life, a religious

organization dedicated to working with young people and providing them a spiritual basis from which to reconnect their lives (Cities in Schools Incorporated, 1989). The first lesson that these men learned was the necessity to go where the kids were. Second, they learned that credibility and love must be established between themselves and the youth before the youth would listen to them or consider changing their lives. The third lesson was the necessity of viewing the youth holistically. Simply treating the symptoms would not be the cure.

Armed with this information, Oostdyk and Milliken opened the first store-front school in Harlem. The number of these schools increased and became known as Street Academies. These academies offered young dropouts opportunities to complete their high school education and go on to college. Street Academies were privately funded by such private corporations as IBM, Time/Life, and Union Carbide (Cities in Schools Incorporated, 1989).

During the Nixon administration the idea of Postal Academies was promoted. These academies were modeled on the Street Academies but received public funding. The academies were supported with discretionary funds from the Department of Labor and Health, Education and Welfare, and from the Postal Service. Federal funding was withdrawn in March 1973 (Cities in Schools Incorporated, 1989).

Even today CIS bases its service delivery on the experimental foundation which characterized Street Academies and Postal Academies. The foundation included:

> A sense of pride and accomplishment . . . a sense that good people, working together, could make things better;

> An awareness large-scale change required training and a formalization of intuitive, undocumented approaches;
>
> The realization that resources were abundant, but their delivery was ineffective, wasteful, and impersonal;
>
> An awareness that the private public sectors must work together in partnership;
>
> The realization that local ownership (known in the 1960s as community control) was mandatory to the solution of social problems;
>
> An awareness of the power of personalism;
>
> An awareness that part-time employment was a key ingredient in the dropout's return to stay in school;
>
> A conviction that small, human-scale, manageable units created a better structure in which positive change could occur. (Cities in Schools Incorporated, 1989, p. 11)

Cities in Schools was officially incorporated in 1977 under the name "Institutional Development Corporation." The name was changed to Cities in Schools, Incorporated in June 1979. During the early stages of CIS's development, it became apparent that the program would have to be committed to building public/private partnerships within the public education system. The program design included the following elements: based in local public schools; one-on-one personalism (each staff member would be assigned a caseload and would be accountable for identifying participants' needs and monitoring the overall well-being of participants and their families); and youth and family serving agencies would reposition personnel to work in a CIS project; services of repositioned personnel would be varied to meet a wide range of needs by participants and their families (Cities in Schools Incorporated, 1989).

During his tern as governor of Georgia, Jimmy Carter became interested in the work of CIS. When he took office as President of the United States, Carter requested a position paper on how CIS could be applied on a national scale. As a result of the position paper, $2.1 million was appropriated for funding and expanding the CIS programs. A national office was opened in Atlanta, Georgia. In 1981 federal funding of CIS was terminated. CIS staff realized that cities had to rely on local ownership and funding sources to support their own CIS programs (Cities in Schools Incorporated, 1989).

The CIS national office was moved from Atlanta to Washington, DC between 1981 and 1983. The national office was established to help state and local communities help themselves in addressing the problems of their at-risk youth (Cities in Schools, 1987). "Despite the nees for local autonomy, some degree of centralization is required to galvanize the momentum of what has truly become a national movement and to ensure high standards with respect to quality control (Cities in Schools, 1987, p. 7). Five regional bases (Atlant, Los Angeles, Pittsburgh, Austin, and Chicago) have been established to serve as extensions of the National Office and coordinate all replication and technical assistance activities in their respective regions (Cities in Schools, 1987). By January 1987, CIS was operating at 88 educational sites in 23 cities.

> The objectives of a CIS-type project at the school or alternative education site are: (1) to improve at-risk students' school attendance; (2) to enhance personal, educational, and social development; (3) to develop successful employment attitudes and skills; (4) to increase parental involvement; and (5) to reinforce positive social behavior. (Cities in Schools, 1987, p. 4)

High Point Cities in Schools

According to the 1984 High Point United Way's assessment, dropout rates and educational issues were listed among the top 10 concerns that needed to be addressed by the High Point community. The needs assessment gave direction to the Human Services Planning Department as it sought ways to address issues identified by the needs assessment. The High Point Public School System appointed a task force composed of community leaders and school personnel to seek strategies that would reduce the high dropout rate. The task force recommended a comprehensive dropout effort which would target students from preschool through high school.

Through contact with the chairperson of the North Carolina Partnership for Education, a committee of top business leaders appointed by Governor Martin, the Chief Executive Officers (CED) Roundtable was introduced to the Cities in Schools Program. After visiting the Charlotte CIS Program, Owen Phillips, High Point Public Schools Superintendent, and Bill Horney, a businessman, were convinced that CIS could effectively help reduce the dropout rate in High Point Schools and build a partnership between the community and the schools.

After a five-month period of working and planning for the program, CIS was formally incorporated on May 10, 1988. It was during those months that the executive director was hired. During the following four months a secretary/administrative assistant was hired and the High Point Central High School was chosen for the site of the

CIS Program. Social agencies and the High Point Public Schools repositioned personnel at the school site to work with the program.

A full-time social worker from the Guilford County Department of Social Services has been repositioned to the CIS site. The services she provides include counseling and social services to participants and their families. Other individual and group counseling services are provided by the Youth Services Bureau, Family Services, Inc., Drug Action Council, and Guilford County Department of Mental Health.

The Guilford County Health Department repositioned a nurse to the CIS Program site to be available one day each week. In addition to providing health services and making referrals, the nurse provides and coordinates an on-site health program that addresses health issues, sexually transmitted diseases, and birth control. The nurse is available in the school one additional day each week for health referrals.

The teacher/project manager is a certified teacher who was repositioned by the High Point Public Schools. In addition to teaching CIS classes, the teacher/project manager and the executive director coordinate the program components. The dropout prevention counselor, who was repositioned by the High Point Public Schools, works directly with CIS participants two days per week.

The CIS Program has heavily depended on adult volunteers to provide transportation for field trips and tutoring. Some of the businesses that have provided release time for adults to tutor CIS

participants include: High Point Regional Hospital, First Union National Bank, Wachovia National Bank, High Point Bank & Trust Company, Guilford Packaging, Inc., and Milton Kirland, Inc. Other volunteers have been associated with the City of High Point, High Point College, and High Point Junior League.

Those adults who work with CIS participants must believe that these young people can be successful. Because these participants are confronted with many unique problems, the adults who work with them must be creative and strongly committed to developing a personal relationship with each student on his/her caseload. In order to insure that adults are prepared to work with participants, training sessions are provided.

During the 1987-88 school year, $155,000 was contributed by High Point businesses to be used as seed money for implementing the CIS Program. The entire budget for 1989 was underwritten with these funds while plans were to provide two thirds of the 1990 budget and one third of the 1991 budget. The program anticipated receiving $16,000 from United Way in 1990.

During the 1989-90 school year, the expenses of the program totaled $153,766.84. However, in-kind services totaled $88,800. These in-kind services included $20,000 for housing the program, more than $68,000 in personnel services given by agencies, and 1800 hours of release time donated by the High Point business community.

The High Point CIS Program serves ninth- and tenth-grade students who exhibit a minimum of three at-risk characteristics. The characteristics include having an average IQ but not working to

potential; low California Achievement Test scores; drug or alcohol abuse; family in crisis; poor attendance; numerous discipline referrals; high-risk friends; few friends or loner; one or more retentions; and no extracurricular activities. Students served by the program have been referred by teachers, counselors, administrators, parents, or self. Following the completion of an application form by the student, CIS staff members make a home visit to explain the program to parents and obtain written permission for students to participate in the program. An individual plan is written for each participant based upon assessments of the first four weeks of school.

Each of the three CIS classes meet for 55 minutes Monday through Friday. Each day is focused on special activities. Mondays are considered as self-contained day. On this day the teacher/project manager works directly with the students on self-esteem, relationships, conflict resolution, and life skills activities. On Tuesdays participants are involved in doing volunteer work. Students may volunteer by helping teachers at the high school, the middle school next door, owrking in an office, or working in the nearby hospital. Tutors come on Wednesdays. Each student is assigned to a tutor. Tutors work with students on any subject in which they need help. Thursdays are reserved for agency personnel to work with participants. Students who are not involved with agency personnel may become involved in group discussions or have conferences with their case managers. Field trips, discussions, health services, and counseling take place on Fridays. One elective credit is received

for the CIS class. The goals of the High Point CIS Program are:

1. To improve attendance and academic performance of at-risk students and to provide support for their efforts to be successful in school.
2. To develop and maintain a dialogue among community leaders on the nature of problems facing at-risk students and their families.
3. To develop social services agency and education partnerships using the school as the focal point for the delivery of needed human services to at-risk students and their families.
4. To develop business and education partnerships to help students at-riak and their families.

The four components of the CIS Program are efforts to help participants to overcome or cope with conditions that increase the likelihood of their dropping out of school. The classroom component is designed to provide the day-to-day support needed to build self-esteem and exploration of life skills. The scheduled class assures that there is adequate time for delivering services such as counseling, tutoring, and enrichment.

The individual component provides for individual differences in goal-setting and individual student plans. Student plans most often set goals for attendance, grade, and attitude. This component also allows the student to develop a one-on-one relationship with his/her case manager.

The family component provides opportunities for parents and other family members to give support to their children and input to the CIS staff. A minimum of two home visits are made by CIS staff members. Parents are informed of absences on the second day and when a student is truant. Invitations are extended to parents to participate in field trips, special events, and conferences. The family component attempts to provide a bridge between the parent and school and thereby increases parental involvement.

The human services component assesses and seeks to meet the needs of participants and their families. The partnership of CIS with social service agencies is designed to use a coordinated approach to deliver services through the school whenever possible. Delivery of services to the student at school is a major goal of this component.

Unlike other CIS programs, the administrative office of the High Point CIS Program is located at High Point Central High School on the same level that houses the other CIS facilities. In addition to the administrative office, two classrooms and a small office are available for use by the CIS Program.

Summary

This chapter reviewed literature related to characteristics of at-risk students; the school's role in influencing students' decision to remain in school or drop out; current trends in dropout prevention and recovery; and Cities in Schools. The review provided a knowledge base for completing the High Point Central High School CIS Program

evaluation. The assessment of the program and recommendations were based on the findings of the literature review.

Chapter three describes the methodology used in the research activity for evaluating the High Point CIS Program.

CHAPTER III

METHOD OF EVALUATION

The purpose of this evaluation was to provide feedback to the executive director, board of directors, and other stakeholders concerning the progress made toward the Cities in Schools (CIS) Program's stated objectives and to catalogue the feelings of participants and constituents about the program process.

Population and Subjects

Forty students who were participants in the High Point Central High School CIS Program were included in the experimental group for this evaluation. The participants' ages ranged from 14 to 18 years old. Criteria for participation in the CIS Program included exhibition of a minimum of three high-risk characteristics as developed by the North Carolina Department of Public Instruction. Those characteristics included: (1) average IQ but not working to potential; (2) low California Achievement Test (CAT) scores; (3) drug or alcohol abuse; (4) family in crisis; (5) poor school attendance; (6) numerous discipline referrals; (7) friends are high-risk; (8) loner or few friends; (9) one or more retentions; and (10) no extracurricular activities (A. Busby, personal communication, March 29, 1990). Teachers, counselors, administrators, and parents referred program participants. Students completed applications and

the executive director or one of the CIS staff members conducted follow-up interviews. Home visits were made for students meeting the criteria for participation. At that time the program objectives were discussed with the parent(s). Written permission was secured for students to participate in the program. Because the city of High Point has only one CIS Program, students who did not live in the High Point Central High School attendance zone could attain permission to attend High Point Central High School to participate in the program. CIS was considered as an elective class and students received an elective credit for participation.

The control group consisted of 23 High Point Central High School students who were not participants in the CIS Program. These ninth- and tenth-grade students ranged in age from 15 to 18. Like the experimental group, the control group participants were students who exhibited at-risk characteristics. They were closely matched to the experimental group in that they exhibited one or more of the at-risk characteristics. Given existing program criteria which require that students exhibit at least three at-risk characteristics, some members of this group may have qualified for CIS participation. Some of the students who became members of the control group had been invited to participate in the CIS Program but because of scheduling conflicts, lack of parental permission, or lack of interest did not register for CIS.

The CIS Program had been in progress for one and a half years prior to the formation of the control group. Administrative

permission was granted (1) to identify students who were closely matched to CIS participants, as characterized by one or more at-risk characteristics and (2) to approach parents for permission to use their children in the control group. Parents of potential control group members received letters and follow-up phone calls to explain the project and request permission to use information about their children in the evaluation. Home visits and mail correspondence were modes for obtaining written parental permission.

High Point is located in the northwest Piedmont of North Carolina. Data provided by the High Point Chamber of Commerce (1988) estimated the population at 71,942. The racial composition of the city is 70.9% white, 28.2% African American, and 0.9% other. Approximately 8,570 students are served by the 16 schools in the system.

High Point is considered the "Furniture Capital of the World" because of its nearly 100 furniture factories in the area. Because furniture manufacturing is moving toward extensive use of computerized machinery, it is predicted that entry-level jobs will soon require mastery of basic language and math skills (Department of Public Instruction, 1989). High Point also is one of the nation's leading producers of hosiery and textile products.

Design

The nonequivalent control group design, a quasi-experimental design, was used to examine school attendance and achievement.

Campbell and Stanley (1963) cited interaction of selection and maturation as sources of threat to internal validity. History, maturation, testing, instrumentation, selection and mortality have been controlled by this design.

The posttest-only, nonequivalent control group design was used to examine extracurricular activity participation, suspensions, and self-esteem. This design controlled for the following sources of internal and external invalidity: history, maturation, testing, instrumentation, regression, selection, mortality, interaction of selection and maturation, etc., and interaction of testing and treatment (Campbell & Stanley, 1963). Interaction of selection and treatment and reactive arrangements have been indicated as possible sources of concern of external validity.

Materials

Data for this evaluation were acquired through the use of students' grade reports and attendance records, a self-esteem inventory, questionnaires, interviews, and observations.

The Executive Director's Interview Questions and Student Interview Questions (Appendix A) were selected from Margaret Terry Orr's (1987) book, Keeping Students in School. Staff members of the Structured Employment/Economic Development Corporation (SEEDCO) used these questions as they researched and reviewed programs to keep potential dropouts in school. The questions focused on the program's nature and composition, history and development, funding sources,

state and local agencies involved, target population, program strategies, relations with other education programs, leadership, and general community support. The publisher granted permission to reproduce the interview questions. The evaluator conducted the executive director's interviews on three different dates to collect data related to the program's history, population served, staffing and management, and funding.

The questions for the student interviews (Appendix B) were also selected from Orr's (1987) book, Keeping Students in School. The 11 interview questions sought information concerning the participants' introduction to the program, likes and dislikes about the program, perception of what the program had done for them, course load, participation level, future plans, and perceptions of the selection process. Permission to reproduce the questions was granted by the publisher.

The evaluator developed 13 parent interview questions (Appendix C) designed to gather data about participants' interaction with others, participants' reactions to the program, and parents' perceptions of the program. A pilot test was conducted using seven elementary educators. Feedback from the pilot test offered suggestions for restating questions in a more easy-to-understand manner. The questions were revised and a five-point Likert-type scale was used to score the instrument. Opportunities for additional comments and suggestions were provided.

During the spring of 1989 the evaluator developed the CIS Questionnaire for CIS and Regular Teacher (Appendix D) as one of the instruments to be used in a formative evaluation of the CIS Programs of Greensboro City and Guilford County, North Carolina Schools. The instrument was pilot tested by six elementary teachers who read the instrument and gave feedback for simplifying and clarifying it. After adaptations were made, the instrument was used by 35 middle school teachers who taught students that participated in the CIS Programs in the Greensboro City and Guilford County Public Schools.

The questionnaire's seven questions allowed teachers to rate the program in terns of participants' coping skills, the selection process, program effectiveness, teacher involvement, and facilities. Respondents rated the statements from one to five with five being the highest rating. Additionally, space was provided for comments on any phase of the program that had not been addressed in the questionaire. The questionnaire was completed by 35 teachers; 71% or 25 teachers wrote additional comments after the questions. Sixty-eight percent or 24 of the teachers wrote additional comments using the additional space provided to address other issues not addressed in the questionnaire.

The evaluator developed the Tutor Questionnaire (Appendix E). In a pilot study seven public school educators offered suggestions for improving readability and scoring. The revised questionnaire contained seven statements which the respondents rated from a low of one to a high of five. Statements addressed the tutors' perceptions

of the student's interpersonal skills, program facilities, and feelings about the program.

The Repositioned Staff and Secretary Questionnaire (Appendix F), developed by the evaluator, was designed to elicit feedback from the social worker, nurse, counselor and the secretary on their perceptions of the CIS Program. Eleven statements, which were rated one to five, provided data on those staff members' perceptions of CIS participants' interactions with others, facilities, and the selection process. The pilot study for the Repositioned Staff and Secretary Questionnaire was completed by seven public school educators who read it for clarity and ease of response. Suggestions were made for revisions and additiona.

Student records provided data about attendance, grade point averages (GPAs), and suspension rates. Data for attendance and GPAs were obtained for the school years 1988-89 and 1989-90. Suspension records were obtained for the school year 1989-90.

The Coopersmith Self-Esteem Inventories (SEI) by Stanley Coopersmith (1987) was administered to the experimental and control groups during the second semester of the 1989-90 school year. The late Stanley Coopersmith developed the SEI. The two forms used were "The School Short Form" for students aged 8 through 15 and "The Adult Form" for students 16 years and older. This paper-and-pencil instrument measures an individual's attitude toward self. The correlation of total scores on the Short Form and the Adult Form exceeds .80 for three samples of high school and college students (n = 647)

(Coopersmith, 1987, p. 2). There are 25 statements on each form of the inventories to which the respondent marks "like me" or "unlike me."

High scores on the SEI correspond to high self-esteem. The mean scores for students generally range from 70 to 80 with a standard deviation of from 11 to 13 points.

When Spatz and Johnston administered the SEI to more than 600 students in grades 5, 9, and 12, they obtained Kuder-Richardson (KR) Formula 20 coefficients of .81 ofr grade 5, .86 for grade 9, and .80 for grade 12 as reliability estimates. In their study of 103 college students completing the Short Form, Bedian, Geagud, and Zmud reported KR 20s of .74 for males and .71 for females.

Procedure

The High Point Central High School CIS Program was chosen for evaluation because of its proximity to Greensboro, the reputation that it had already established during its one year of existence, the researcher's interest in programs for "at-risk" students, and the High Point CIS Director's interest in the evaluation. The program participants were already in place and the executive director was easily accessible.

This multiphasic evaluation began with a conference with the executive director to explain what the evaluator proposed to do. The next phases consisted of: acquiring permission to conduct the evaluation from the board of directors; gaining support of the Central High

School Principal to establish a control group; obtaining parental permission to use their children as members of the control group; measuring self-esteem; collecting data on perceptions about the program from participants, parents, staff, teachers, and volunteers; collecting data concerning achievement, attendance, and suspensions; and observing to gain an understanding of how the program operated.

The initial conference with the executive director of the High Point Central High School CIS Program revealed that no formal evaluation of the program had taken place or was planned for the immediate future. A formal evaluation was desired and seen as needed. Conduct of the evaluation required permission from the board of directors. Permission to evaluate the program was obtained via letter to the board of directors for the High Point Central High School CIS Program. The board welcomed a formal evaluation and gave written permission to proceed.

The evaluator met with the principal of Central High School and a team of staff members from the school to obtain permission to establish a control group for the evaluation. At that time the evaluator defined procedures for establishing a control group, explained the kind of evaluation that was proposed, and the kinds of data needed to complete the evaluation. Additionally, the evaluator established criteria for identifying the students who would be appropriate for inclusion in the control group. The principal assigned staff members to assist the evaluator in identifying potential control group members and collecting needed data from students' records.

The evaluator mailed letters to parents requesting permission to include their children in the control group. These letters were followed up by a telephone call which provided additional information about the evaluation and gave parents opportunities to ask questions. The first mailing resulted in a low rate of returned permissions. Because of the low return rate, the evaluator selected an additional group of potential control students and mailed letters to those students' parents. Additional permissions were received by mail. A phone call by the evaluator to parents who had not returned permissions and a home visit resulted in additional permissions being signed by parents. Thirty-one parents signed permissions for their children to participate in the control group.

The evaluator observed the High Point Central High School CIS Program on five consecutive days in March 1990. During those days of observation, the evaluator observed CIS classes, a planning session and staffing, and spoke informally with participants and staff members to get a feel for the program.

Data Analysis

For those variables for which there are both pre- and posttest data, analysis of covariances (ANCOVA) were performed for both experimental (CIS) and control groups. These included attendances and grade point averages. Gay (1981) described ANCOVA as "a statistical method for equating randomly formed groups on one or more variables" (p. 223). ANCOVA adjusts scores on a dependent variable for

initial differences on some other variable (i.e., this procedure adjusts posttest scores for initial pretest differences between the groups being compared).

On three measures pretest scores were not available for both groups: suspensions, self-esteem, and participation. However, we had reason to believe that the con trol group was no worse than the experimental group; in fact there was reason to believe that the control group had fewer suspensions, more participation, and higher self-esteem than the experimental group prior to treatment and that the control group had higher GPAs and better attendance. The fact that control group students were required to exhibit at least one at-risk trait as opposed to CIS participants having to exhibit a minimum of three traits supports the belief that the control student was a better student. A test of proportions was conducted on the suspension variable and a _t_ test for independent variables was conducted on the self-esteem variable.

Hypothesis one stated that school attendance of CIS participants would be better than the attendance of a comparable group of non-CIS participants. Student attendance records for the experimental and control groups were examined and data were recorded for the school years 1988-89 and 1989-90. Analysis was by ANCOVA.

Hypothesis two stated that the behavior of CIS participants would be better than the behavior of a comparable group of non-CIS participants. An examination of suspension records of experimental and control group students provided information about the number of

suspensions each student had accumulated during the 1989-90 school year. Additional information about the behavior of CIS participants was acquired from questionnaires answered by teachers, staff, and tutors. Interviews with parents and participants provided more feedback on the behavior of participants. A test of proportions was conducted.

Hypothesis three stated that CIS participants' academic performance is better than the academic performance of a comparable group of non-CIS participants. A review of the academic records provided data for comparison of differences of academic performance for the experimental group and the control group between the school years 1988-89 and 1989-90.

Hypothesis four stated that CIS participants would get along well personally and socially. Interviews with parents and students provided indicators of how well students were getting along socially and personally. Teacher, staff, tutor, and parent questionnaires offered information about participants' interpersonal interactions and ability to cope with personal situations. Questionnaire ratings and comments by respondents will be reported.

Hypothesis five stated that CIS participants would attain mean scores in the average or above range as compared with students in the norm group on a self-esteem instrument. The evaluator administered the Coopersmith Self-Esteem Inventories to the control group during the second semester of the 1989-90 school year. The CIS teacher administered the Coopersmith Self-Esteem Inventories to the

experimental group during the second semester. A *t* test for independent variables was performed to test for mean differences and a *t* value was obtained. Parent and student interviews provided additional information about their perceived belief of participants' self-esteem. These data will be reported.

Interviews and questionnaires provided insight into the program's process. Where perceptual and outcome data showed mixed results, outcome data were used as the primary indicator of results.

Summary

In order to get a comprehensive picture of the High Point Central High School CIS Program, it was necessary to use a variety of sources to collect data. A carefully planned process ensured that data were collected in a systematic and thorough manner. Figure 1 provides a display of the evaluation crosswalk (O'Sullivan, 1989) used for the program evaluation.

The CIS Evaluation Crosswalk listed questions that, when answered, would provide data needed for the evaluation. Evaluation questions which were general in nature focused on different components of the program and served as a foundation for developing evaluation activities. The sources of data identified where answers to the evaluation questions could be located.

Chapter four contains an analysis of the data that were collected during the interviews, review of records, observations, completion of questionnaires, and self-esteem inventories.

Evaluation Questions	Sources of Data						
	Researcher	Student	Teacher	Staff	Parents	Records	Tutors
1. How do the students feel about themselves?		x			x		
2. How do students function academically?						x	
3. How do students function interpersonally?			x	x	x	x	x
4. How do students feel about the CIS Program?	x	x			x		
5. What are student expectations for the future?		x					
6. Are program facilities adequate?	x			x	x		x
7. What perception do the participants and constituents have of the selection process for the CIS program?	x		x	x	x		x
8. What are the attendance patterns of CIS participants?						x	

Data will be collected as unobtrusively as possible, i.e., the evaluation process will utilize existing data sources, observations, and logs of observations. When tests are used, every effort will be used to protect the privacy of all the participants.

Figure 1. Cities in Schools Evaluation Crosswalk

This Crosswalk was used in the spring of 1989 for evaluation of the Cities in Schools (CIS) Program at two schools in Greensboro City and Guilford County Schools and in the spring of 1990 for an evaluation of High Point Central High School CIS.

Data interpretation and recommendations will follow in a subsequent chapter.

CHAPTER IV

PRESENTATION AND ANALYSIS OF DATA

Introduction

This chapter provides an evaluation of one typical project in an innovative, theory-driven intervention program designed to increase students' likelihood of completing high school. Additionally, it provides feedback to the High Point Central High School Cities in Schools (CIS) Program's executive director, board of directors, and other stakeholders concerning the progress made toward the CIS Program's stated objectives, and information about the perceptions and opinions of participants and constituents. As mentioned in Chapter Two, the CIS Program model is intended to improve student attendance, behavior, academic performance, interpersonal skills, self-esteem, and the involvement of the student's parents and/or guardian. Data were collected from students records, parent and participant interviews, teacher and staff questionnaires, and evaluator observations.

Data are presented for each hypothesis. The chapter also includes some narrative and descriptive data regarding other elements of the CIS Program, such as parent involvement, participant selection process, appropriateness of participant placements, involvement of CIS staff and High Point Central High School staff in program process,

communication with CIS staff, service delivery, adequacy of facilities, program assessment, and suggestions for improvement.

Attendance data were collected from the attendance records of CIS participants and comparison group participants. These records were housed in the High Point Central High School attendance office. The evaluator obtained and used 1988-89 and 1989-90 attendance data.

Forty CIS participants were included in the experimental group. The comparison group consisted of 23 High Point Central High School students who were not participants of the CIS Program but who were carefully matched with CIS participants and who exhibited at least one at-risk trait.

Behavior of CIS and comparison group participants was measured by the number of days those students were absent from class because of suspensions. Suspension records, housed in the attendance office and in the CIS office, were recorded with the assistance of the attendance secretary.

Academic performance data were housed in the school counselors' office and the CIS office. The counselors' secretary and CIS staff members made these data available to the researcher. Report card grades provided academic-performance data for the school years 1988-89 and 1989-90.

Data concerning CIS participants' ability to get along interpersonally were gathered from responses of teachers, CIS staff, and tutors to questions on questionnaires and during parent interviews.

The Coopersmith (1987) Self-Esteem Inventories (SEI) scores were used as measures of self-concept (see Chapter III for validity and reliability information). Parent interviews provided additional information about the CIS participants' self-concept.

Descriptive Data

Subjects for this evaluation were ninth, tenth, and eleventh grade students who attended High Point Central High School in High Point, North Carolina. Forty of the subjects were CIS participants. This target or experimental group included 28 African Americans, 11 Caucasians, and one American Indian. Female participants comprised 47.5% of the program. Participants' ages ranged from 14 years to 17 years old (see Table 1).

The comparison group included 23 students who were not participants in the CIS Program. Male students were 69.6% (see Table 1) of the comparison group. The composition of this group included 15 Afro-Americans, seven Caucasions, and one American Indian. The age range for this group was 15 years to 18 years old.

Evaluation participants were students who exhibited at-risk characteristics. The participant group included 63.5% of the subjects for this evaluation and 36.5% of the subjects were in the comparable group. Each group had one Native American student. The comparison group included one 18-year-old student who was a ninth grader. While each group's age span was four years, CIS participants were younger with ages that ranged from 14 years to 17 years as compared to the comparable group's ages of 15 years to 18 years.

Table 1

Demographics of High Point, North Carolina CIS Evaluation Subjects, 1989-90

	Participant Group[a]					Comparison Group[b]				
	Male		Female			Male		Female		
	n	%	n	%	Total	n	%	n	%	Total
Grade										
9	11	27.5	7	17.5	18	9	39.1	4	17.3	13
10	8	20.0	11	27.5	19	7	30.4	2	8.7	9
11	2	5.0	1	2.5	3	0	0.0	1	4.3	1
Total	21		19		40	16		7		23
Age										
14	3	7.5	2	5.0	5	0	0.0	0	0.0	0
15	8	20.0	7	17.5	15	2	8.7	1	4.3	3
16	7	17.5	10	25.0	17	8	34.8	2	8.7	10
17	3	7.5	0	0.0	3	6	26.1	3	13.0	9
18	0	0.0	0	0.0	0	0	0.0	1	4.3	1
Total	21		19		40	16		7		23
Race										
Black	17	42.5	11	27.5	28	11	4.8	4	17.3	15
Caucasion	3	7.5	8	20.0	11	4	17.3	3	13.0	7
American Indian	1	2.5	0	0.0	1	1	4.3	0	0.0	1

[a] n = 40 (63.5%)

[b] n = 23 (36.5%)

Data Relating to Hypotheses of the Study

Hypothesis one stated that school attendance of CIS participants would be better than the attendance of a comparable group of non-CIS participants.

A high rate of absenteeism is a major predictor of dropping out. The attendance records of the 40 CIS participants revealed that they had a total of 392 school absences during the school year 1988-89 or an average of 9.8 days per student. For the school year 1989-90 585 absences were recorded for CIS participants or an average of 14.6 days per student. The 23 students in the comparison group had 306 absences or an average of 13.3 days each during 1988-89 and 418 absences during 1989-90 or an average of 18.2 days per student. Table 2 provides a comparison of CIS and non-CIS student absences. Figure 2 shows a comparison of the percentage of days present by the CIS and non-CIS groups.

Table 2

Absences of High Point, North Carolina CIS Evaluation Participants

	1988-89		1989-90	
	Absences	Absences Per Student	Absences	Absences Per Student
CIS (n = 40)	392	9.8	585	14.6
Non-CIS (n = 23)	306	13.3	418	18.2

An unequal n analysis of covariance (ANCOVA) was performed on the attendance variable with prior attendance as the covariate. The resulting F was not significant [$F(1,62) < 1$].

Hypothesis one, therefore, is not accepted. That is, attendance of CIS participants was not substantially better than that of the comparable group of non-CIS participants.

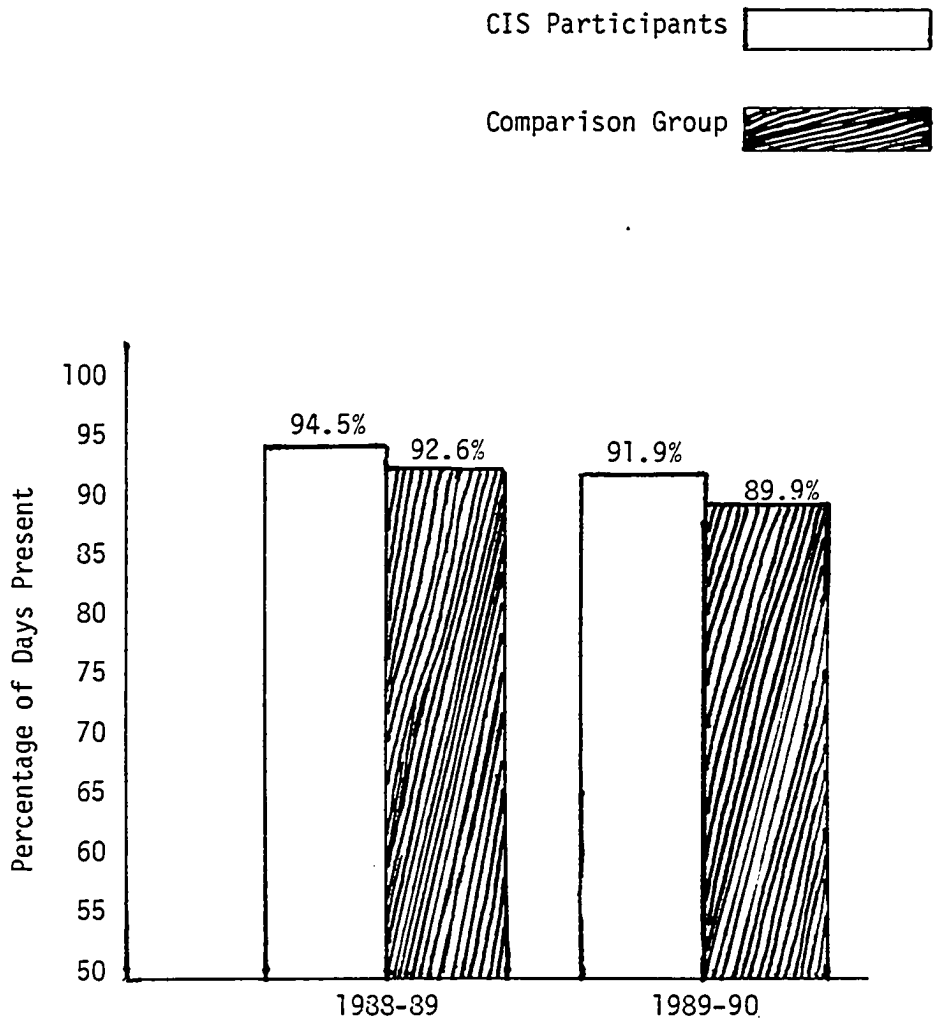

Figure 2. High Point, North Carolina CIS Evaluation, 1988-90 Percentage of days present for CIS participants (n = 40) and Comparison Group (n = 23).

Hypothesis two stated that the behavior of CIS participants would be better than the behavior of a comparable group of non-CIS participants.

Research has shown that "at risk" students tend to have more discipline referrals than students who do not carry that label. Suspension records of CIS participants and comparison group participants were examined to determine if, in fact, the behavior of CIS participants was better than that of comparison group members. The comparison group (n = 23) missed 35 days due to suspensions. Ten members of the group had received no suspensions while 13 of those students had missed days because of suspensions. Figure 3 shows that more than half of the students in the comparison group received suspensions during the 1989-90 school year.

CIS participants (n = 40) were absent 56 days because of suspensions. Ten comparison group students (43.5%) were placed on in-school or out-of-school suspensions during the 1989-90 school year. Figure 3 revealed that 30 students or 75% of the experimental group committed no offenses that resulted in suspensions. In fact, two CIS students had been suspended for a total of 23 of the 56 days (41%) reported.

A test of difference in proportion of students in the CIS group and comparison group who had absences because of suspensions revealed that the CIS group had a smaller proportion of students with no absences due to suspensions ($z = 2.54$, $p < .05$). Hypothesis two is therefore supported.

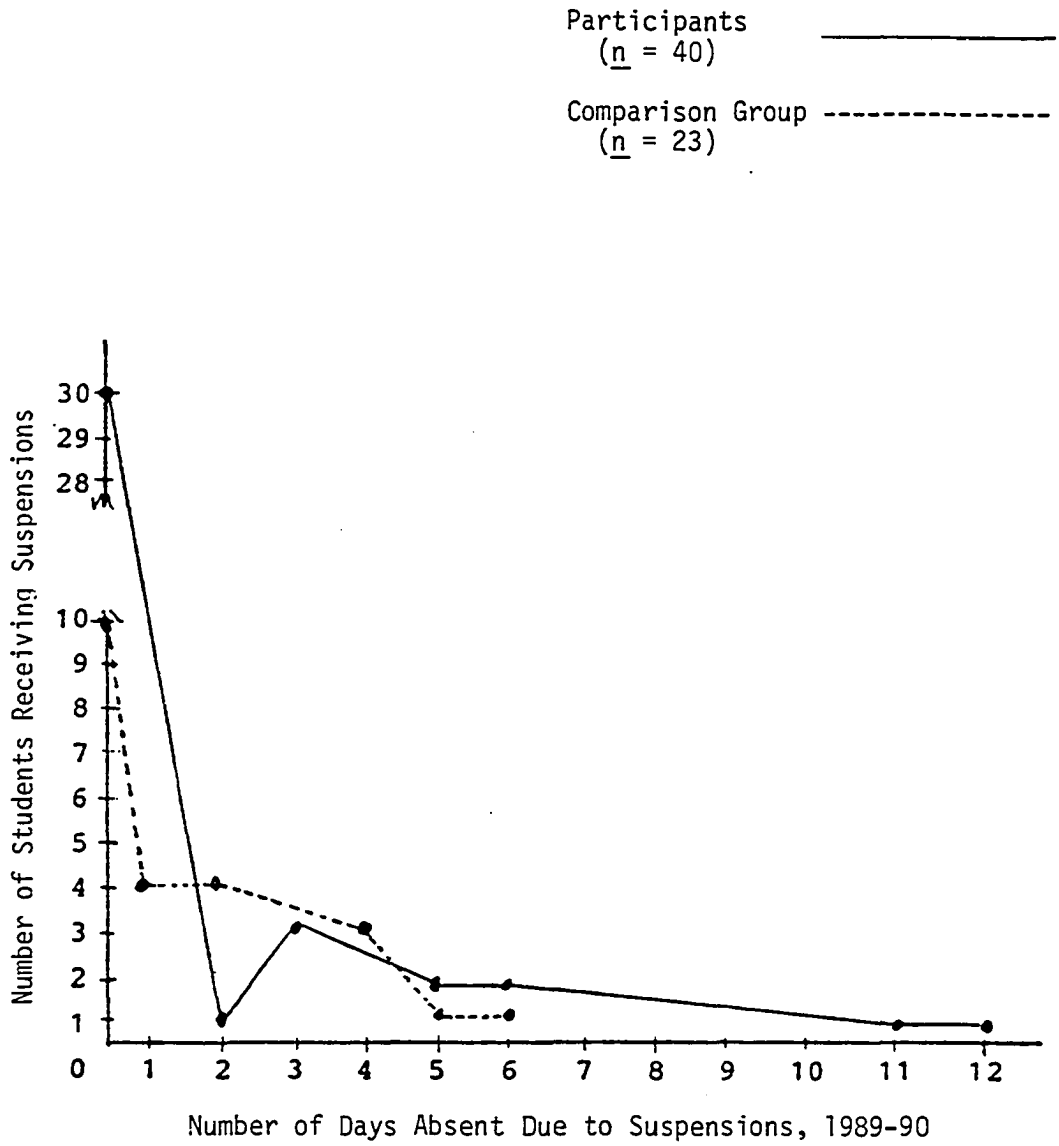

Figure 3. High Point, North Carolina CIS Evaluation 1989-90 Participants (n = 40) absences (n = 56) or .7%; comparison group (n = 23) absences (n = 35) or .8%.

Hypothesis three posited that the academic performance of CIS participants would be better than the academic performance of a comparable group of non-CIS participants. Poor academic achievement is almost always a characteristic of the student who drops out of school. Academic records of CIS participants revealed that they had a cumulative grade point average (GPA) of 1.68 during the school year 1988-89 and 1.5 for 1989-90. Comparison group students had a cumulative GPA of 1.13 during 1988-89 and 1.15 during 1989-90. GPAs of the experimental and control groups are shown in Table 3.

An unequal n analysis of covariance (ANCOVA) was performed on the GPA variable with prior GPA as the covariate. Although the CIS group had the higher GPA at each point the hypothesis that the CIS Program would result in better academic performance by participating students was not statistically significant [$F(1,62) < 1$]. Therefore, hypothesis three was not confirmed.

Hypothesis four stated that CIS participants would get along well personally and socially. Because of the subjective nature of this hypothesis, objective operational criteria were not as readily available as they were with academic performance, for example. Instead, the opinions and perceptions of teachers, staff members, tutors, and parents were obtained. Teachers, staff members, and tutors rated participants with whom they had contact on a five-point Likert-type scale with one being poor relationship and five being excellent. Note in particular that data for parents are included based on the evaluator's assignment of a rating to parents' responses to interview questions.

Table 3

Grade Point Averages of Participants and Comparison Group for Two Years

Participants			Comparison Group		
Student ID	1988-89	1989-90	Student ID	1988-89	1989-90
1	2.10	2.10	41	1.00	.17
2	3.38	1.80	42	.57	1.16
3	3.30	1.50	43	1.55	.50
4	3.00	2.20	44	.31	.72
5	.30	0.00	45	.33	.42
6	2.10	1.00	46	.86	.77
7	1.44	.70	47	1.77	1.16
8	2.00	.52	48	.86	.85
9	1.30	0.00	49	.57	.85
10	1.33	1.00	50	.64	.16
11	2.30	2.30	51	1.25	.33
12	2.40	1.30	52	.77	1.17
13	2.20	.70	53	2.20	1.83
14	2.00	2.60	54	2.00	1.00
15	1.00	.20	55	1.14	1.16
16	1.60	2.30	56	2.16	1.16
17	1.80	1.60	57	1.71	1.08
18	1.20	.20	58	1.85	1.83
19	1.50	2.70	59	4.16	4.00
20	2.40	2.00	60	1.00	1.00
21	1.70	1.20	61	1.00	.83
22	1.10	1.30	62	.16	1.80
23	1.30	.30	63	2.00	2.40
24	1.20	3.00			
25	1.30	1.10		$\bar{X}$ = 1.30	$\bar{X}$ = 1.15
26	1.60	1.50		SD = .86	SD = .81
27	2.20	2.20			
28	.80	2.00			
29	.30	0.00			
30	2.50	3.20			
31	2.30	2.30			
32	1.00	2.16			
33	1.80	1.60			
34	1.20	2.20			
35	1.50	1.70			
36	1.30	1.00			
37	1.20	1.00		Participants	
38	.78	.30			
39	1.90	2.30		$\bar{X}$ = 1.68	$\bar{X}$ = 1.50
40	1.70	2.80		SD = .69	SD = .89

Since comparable data were not obtained on the comparison group, statements concerning specific effects about students' relations cannot be made. It is entirely possible that the perceptions of those with a vested interest in the program influenced some of their judgments. Perhaps the best that can be said is that the adult participants in the program were favorably disposed to the program.

The CIS participants were rated on their interpersonal relations with other CIS participants, teachers, CIS staff, students who were not CIS participants, and people who lived in the community. Table 4 shows how the repositioned staff, secretary, tutors, teachers, and parents perceived that CIS participants were getting along with each other. Of the 38 responses given, all were rated three and above except the five responses which were not weighted responses. In fact, 86.8% of the respondents gave ratings of four and five which fall on the high end of the scale.

In order to determine how well CIS participants were able to get along with the CIS staff, the repositioned staff, secretary, tutors, and parents rated the students on a scale from one (low) to five (high) (see Table 5). Thirty-six responses were given. Ratings of four and five were given by 83.3% of the respondents. Ratings of two were given by 5.5% of the respondents.

Teachers and parents rated how well CIS participants got along with students who were not CIS participants. One parent rated his child's relationship with other students at the two level (see Table 6). All other respondents gave a mid-point and above rating.

Table 4

Relationships Among CIS Participants

Respondents	n	Ratings Low 1	2	3	4	High 5	No Response
Repositioned Staff and Secretary	4				3	1	
Tutors	24			3	15	2	4
Teachers	10			3	3	3	1
Parents	8			2	1	5	
Total	46			8	22	11	5

Table 5

CIS Participants' Relationships with CIS Staff

Respondents	n	Rating Low 1	2	3	4	High 5
Repositioned Staff and Secretary	4				2	2
Tutors	24		1	3	12	8
Parents	8		1	1	1	5
Total	36		2	4	15	15

Table 6

CIS Participants' Relationships with Non-CIS Participants

Respondents	n	Ratings Low 1	2	3	4	High 5
Teachers	10			6	3	1
Parents	8		1	1	1	5
Total	18		1	7	4	6

To determine if CIS participants were getting along well with their teachers repositioned staff, the secretary, tutors, and teachers rated the participants using their personal experiences or comments that students had made that gave clues. Thirty-six respondents rated participants' relationships with teachers while two respondents chose not to rate them. Table 7 shows that 13.2% of the respondents rated this area of participants' relationship skills at one or two (low) on the scale, and 81.6% of the respondents gave ratings of three and above.

All of the eight parents asked to rate their children on relationships with people in the community rated their children at three and above. Parents expressed confidence in their children's ability to get along well with people in the community as can be seen in Table 8 with 75% of the parents rating their children with five, the highest rating.

Table 9 shows that more than half (n = 128) of the 141 responses to relationship questions were rated three and above. Six

Table 7

CIS Participants' Relationships with Teachers

Respondents	n	Ratings Low 1	2	3	4	High 5	No Response
Repositioned Staff and Secretary	4			3	1		
Tutors	28	1	3	6	11	1	2
Teachers	10		1	6		3	
Total	38	1	4	15	12	4	2

Table 8

CIS Participants' Relationships with People in the Community

Respondents	n	Ratings Low 1	2	3	4	High 5
Parents	8			1	1	6

Table 9

Summary of Ratings Given to CIS Participants for Relationship Skills

Respondents	n	Ratings Low 1	2	3	4	High 5	No Response
Repositioned Staff and Secretary	12			4	5	3	
Teachers	30		1	15	6	7	1
Tutors	68	1	4	9	38	11	5
Parents	37		1	5	4	21	
Total	147	1	6	33	53	42	6
		(.7%)	(4%)	(23%)	(38%)	(30%)	(4%)

respondents did not respond to relationship questions. Forty-six respondents rated the CIS participants. Appendix F contains statements given during interviews and written on questionnaires.

Based on the ratings given to CIS participants for relationship skills, enough modest support was obtained for hypothesis four that the researcher did not reject the hypothesis.

Hypothesis five posited that CIS participants would attain mean scores in the average or above range as compared to students in the norm group on a self-esteem instrument (Coopersmith, 1987, Self-Esteem Inventories) (SEI). The Coopersmith SEI scores of 27 CIS participants were averaged and yielded a mean score of 63.11. The mean score of 19 control group members who completed the SEI was 68.63. While some of the students in each group scored above the

mean range (see Table 10), it is clear that each groups' mean score was below the norm group's mean.

As an observation, the researcher is not certain that students really understood how to complete the self-esteem instrument or had necessary reading skills to honestly respond to statement. The results may have been influenced by reading ability as both means of the participants and the comparison group were below the norm group.

The results of an independent t test revealed that there was no significant difference between the mean score of the participant group and that of the comparison group, t (63) = -1.08, NS. Both groups were below the norm group. Therefore, hypothesis five is not supported.

In this part of the study, the researcher worked with five hypotheses. In two of the five hypotheses (including sub-hypotheses), the analyses showed that CIS students were better (performed at a higher level) than non-CIS students. The researcher accepted, or did not reject, two of the five hypotheses.

Context and Descriptive Data

This section is a discussion of the perceptions of CIS participants, parents, volunteers, staff, repositioned staff, and some High Point Central High School teachers.

Table 10

Coopersmith Self-Esteem Inventories (SEI) Scores of Evaluation Participants, Spring 1990

Participants		Comparison	
Score	Frequency	Score	Frequency
28	1	40	3
36	1	44	1
44	3	60	1
48	3	64	2
56	1	68	2
60	3	72	1
64	3	80	3
68	3	84	2
72	1	96	2
76	2		
84	5		
88	1		

Group	$\bar{X}$	SD
CIS	63.11	16.23
Comparison	68.24	18.07
Norm	70.00	19.00

Participant Selection

Teachers, repositioned staff, the secretary, and parents were asked about their involvement in the selection and placement process of participants in the CIS Program. There were 22 responses. Table 11 shows that 27% of the respondents rated their involvement at one and 19% rated their involvement at five. It should be noted that parents were less involved in making decisions about placement while CIS staff members were more active in making decisions about placements.

Table 11

Parents, Teachers, and CIS Staff Involvement in the Selection and Placement of CIS Participants

Respondents	n	Ratings Low 1	2	3	4	High 5
Teachers	10	3	1	4	1	1
Repositioned Staff and Secretary	4				2	2
Parents	8	3	1	1	2	1
Total	22	6	2	5	5	4

Appropriateness of Placement

The repositioned staff, secretary and tutors were asked to rate the appropriateness of students who had been accepted in the CIS Program. Twenty-eight respondents rated the appropriateness of CIS placements. Table 12 shows that 7.1% of the respondents gave ratings of one (low) for the appropriate placement of participants in the CIS Program. Twenty-five percent of the tutors rated the appropriateness of placement below three while 100% of the repositioned staff and the secretary rated it three or four.

Some comments made in reference to appropriateness of placement may help explain the numerical results reported above.

"My student needs help but does not respond well."

"He is satisfied to do the least amount of work to get by. He is not willing to put forth the extra effort to make marked improvement."

Table 12

Appropriateness of Selection of CIS Participants

Respondents	n	Ratings Low 1	2	3	4	High 5
Repositioned Staff and Secretary	4			1	3	
Tutors	24	2	4	3	10	5
Total	28	2	4	4	13	5

"Does not make good use of time allotted."

"For me it is a frustrating experience because my student, even though voluntarily committing to the program, obviously resents being here and cares nothing about getting results from this period."

"It seems to me that a fair number of students do not require tutoring. I get the feeling that they take the class because it's an easy period with relatively little structure."

"The referral process still has some development and areas to improve."

Program Involvement

High Point Central High School teachers who work with CIS participants, repositioned staff, and the secretary rated their involvement in the CIS Program. Of the 14 respondents, 14.3% (see Table 13) assigned a rating of one (low) to their involvement in the CIS Program and 35.7% gave ratings of five, where a five was the highest possible rating.

Table 13

Involvement and Program Input

Respondents	n	Ratings Low 1	2	3	4	High 5
Teachers	10	3	1	4	1	1
Repositioned Staff and Secretary	4				1	3
Total	14	3	1	4	2	4

Communication

Programs that allow and encourage the exchange of ideas and concerns among those who work with them often produce atmospheres that encourage success and create feelings of ownership. Twenty-eight tutors, three repositioned staff members, and the secretary/ administrative assistant rated the communication between themselves and other CIS staff members. A rating of four was given by 32.1% of the respondents while 67.9% of the respondents gave communication ratings of five. Tutors' comments indicated that they felt that the executive director was accessible to them and listened to their concerns. Tutors also felt that other CIS staff members were "generous" with their time and willing to answer questions or give assistance.

Service Delivery

The delivery of services to at-risk students is extremely important if the barriers which prevent students from successfully

completing school are to be removed. The repositioned staff members and secretary have specific services which require their delivery under suitable conditions. The four respondents felt that opportunities were provided for them to deliver their services adequately. Fifty percent of the respondents (n = 2) rated their delivery opportunities four and 50% rated them five. Thus, all respondents rated this aspect good or very good. In spite of the fact that their ratings were fours and fives, respondents shared the following comments:

> "Sometimes the programs planned for Thursday (when agency people are to pull students) have been health-oriented and I have felt pulled between getting my health interviews done and letting the students stay with the group to get the health information."
>
> "Multiple job descriptions make it difficult."

Parent Involvement

Students whose parents are involved in their schooling are more likely to remain in school until completion than students whose parents are not involved. CIS students' parents and immediate family members were invited to attend the CIS Christmas party, picnic, and teacher-parent conferences. No formal records of parents' participation were documented. However, the executive director estimated that 60 family members attended the Christmas party, in addition to the CIS participants; 50 family members attended the CIS picnic; and 12 parents attended the PTA open house meeting.

Parents and the repositioned staff/secretary provided information about parental involvement. Table 14 shows that six of ten parents gave themselves ratings below three for their participation in CIS related activities. The most common reason given by parents for nonparticipation was conflict with work schedules.

Table 14

Parent Involvement in CIS Activities and Other School-Related Activities, 1989-90

Respondents	n	Ratings Low 1	2	3	4	High 5
Parents	8	3	3	1		1
Repositioned Staff and Secretary	4			2	2	
Total	12	3	3	3	2	1

Fifty percent of the repositioned staff and secretary rated parental involvement at three and four, respectively. The ratings were supported with the additional comments by these respondents.

> "Individual parent contacts have been very useful. The development of more parent involvement is still needed."
>
> "Parents have been cooperative and agreeable during home visits. They are interested in help of any kind with educating their children. Unfortunately, many are unable to overcome barriers that have kept them from having the energy to encourage their children to pursue education to the fullest."

"Most parents are concerned but for a lot of reasons do not get involved. Also, limited staff prevents being able to make the concerted efforts necessary."

Facilities

Ten teachers, 24 tutors, five repositioned staff members and the secretary rated the adequacy of the CIS facilities. Table 15 shows that more than 84% of the respondents rated the facilities three, four, or five for adequacy. However, some respondents expressed concerns. One respondent was concerned that the classroom-sized room used for tutoring was too large to provide the environment needed for tutoring. Another felt the facilities failed to provide privacy needed to insure confidentiality while delivering services.

Table 15

Adequateness of Facilities

		Ratings					
		Low				High	No
Respondents	n	1	2	3	4	5	Response
Tutors	24	1	4	4	10	5	
Repositioned Staff and Secretary	4			1	2	1	
Teachers	10				2	7	1
Total	38	1	4	5	14	13	1

Participant Interviews

Eighteen CIS participants who were interviewed individually shared information about themselves and their perceptions of the CIS Program. That information is reported in this section.

Seventeen interviewees shared how they were introduced to the CIS Program. Nine participants said they were students in middle school when CIS staff members talked abou the program during an assembly program. Three had older siblings who participated in the program. One was introduced to the program by an administrator from the High Point Public Schools' Central Administrative Office. The dropout prevention counselor introduced the program to two students during a presentation to English classes. The secretary/ administrative assistant introduced the program to one interviewee during an informal conversation. Finally, one student was introduced to the program by one of her teachers.

Six of the 18 students interviewed said that they had considered dropping out of school. The reasons they gave for considering dropping out were that they did not feel that school was important; school was boring; and it was difficult to get up and get going in the mornings.

Six interviewees shared reasons for their decisions to participate in the CIS Program. One student said she was on the verge of dropping out of school and the CIS Program was her last hope. Family problems had overwhelmed her and the pressures of school were more than she could handle. Another student was having problems attending school on a regular basis. Three students said that they were experiencing academic problems and one student said that he was a special student who needed help.

The 18 students interviewed listed 27 different courses in which they were enrolled. All of the interviewees were enrolled in an English class. The other subjects in which they were enrolled were required for high school graduation or were elective courses. Required courses in which they were enrolled included mathematics, science, social studies, and physical education. The required courses were not college preparatory courses. Elective subjects in which they were enrolled included CIS, foods and nutrition, chorus, trade, teen living, orchestra, metal working, art, computer application, and auto mechanics.

Program Assessment

Participants and others involved in the CIS Program are the best sources for appraising the program. Program constituents provided feedback on what they believed were the strengths and weaknesses of the program.

Teachers, repositioned staff, the secretary, tutors, and parents were asked to rate the success of the program. Table 16 shows how the respondents rated the program. Forty percent of the respondents gave the program a rating of five. Only one respondent, 2%, gave the program a rating of one. Selected respondents comments are reported below.

The repositioned staff and secretary (n = 4) shared such comments as these:

> "The success stories outweigh the failures. Many students have shown positive change toward taking charge of their futures and not depending on their parents for this 'drive.'"

Table 16

Assessment of High Point CIS Program Success

Respondents	n	Ratings Low 1	2	3	4	High 5	No Response
Teachers	10		2	4	3	1	
Repositioned Staff and Secretary	4				4		
Tutors	24		1	4	6	12	1
Parents	8	1		1	1	5	
Total	46	1	3	9	14	18	1

"CIS has caused at least some of the business community and civic organizations to see that they need to be involved with education to insure a trained future work force."

Teachers shared the following comment:

"The program is successful and essential."

Tutors' comments included:

"It (CIS) provides positive reinforcement that some of these kids are not receiving elsewhere. These students appear to be having a necessary 'void' filled.".

"I feel the CIS Program is vital in our public school system. Allowing these students opportunities in volunteerism, adult interaction, and positive reinvorcement is certainly a plus in their lives and hopefully, will encourage some students to strive toward graduation from high school."

Parents were generally pleased with the CIS Program and expressed the following feelings: "My child has more confidence. She enjoys school more." The same parent emphasized that the CIS Program could take credit for the improvement seen in her daughter. Another parent stated that her daughter's self-esteem had improved. She said: "Before she enrolled in the CIS Program, she had very low self-esteem" One family had moved to a different school attendance zone and the mother declared that her child would seek enrollment in a CIS Program if the school had one. She did not want her son to lose the enthusiasm for school which she felt he had gained as a result of his participation in the CIS Program. Another parent very enthusiastically affirmed, "I can not say enough good things. If I had a thousand tongues, I would tell, with all of them, what a good job they have done." One father gave a negative rating to the CIS Program. He felt that the program had not produced positive results with his son. He said, "My child says the class is like a game. His grades have not improved. He does not get along with his teachers and classmates."

Participants felt that the CIS Program helped them in many ways. When asked what the CIS Program had done for them they cited the following: improved self-esteem, improved grades, improved relationship skills, improved ability to resolve conflict and maintain composure in difficult situations, improved decision-making skills, more positive attitudes, more confidence, and better organizational skills.

Students felt that the CIS staff was truthful and could be trusted. They felt that information shared with the staff was kept confidential. Some students were pleased to have tutors who could help with academic work and serve as adult mentors.

They enjoyed service day more than any other day because they liked working with adults and having the feeling that someone needed their help. Participants were also impressed with the field trips and group discussions. Only one participant stated that he did not like the CIS Program. However, when he was questioned further, he agreed that he did like having guests visit the class.

Respondents Suggestions for Improvement

Questionnaire respondents and interviewees were given opportunities to offer suggestions for improving the CIS Program. Suggestions of the program participants are presented first and suggestions of other program constituents conclude this section.

Some of the participants felt that more opportunities to volunteer on service day were needed. They said that there were not enough choices of activities. Other students felt that everyone should not be required to volunteer on service day. Students wanted field trips planned more frequently. There was some concern about the structure of the class. One student suggested that if there were more structure, misbehavior would be dealt with more consistently. Tutors were another concern of participants. Some participants suggested that the tutoring component be removed from the program.

Another suggestion in reference to tutors was that they should be qualified and prepared to help students in the academic areas in which they need help. Students enjoyed the group discussions and suggested that students should be planned more frequently and enough time be scheduled to complete discussion. Finally, one participant felt that she was doing her best academic work and was required to work even harder. She recommended that the CIS staff recognize when students are doing their best and not pressure them into working beyond their capacity.

The adult constituents of the CIS Program gave the following suggestions for changes and improvements:

1. Work with non-CIS staff to help them understand how to work with at-risk students.
2. Tailor the program to meet individual needs.
3. Tutor contacts with teachers should be at times when teachers are not involved with teaching classes.
4. Focus on teaching students to be responsible.
5. Require participants to show graded papers to CIS staff.
6. Begin CIS Program at earlier grades.
7. Strengthen relationship between CIS staff and other staff members of Central High School.
8. Seek input from Central High School staff concerning the CIS Program process.
9. Work to have parents become more involved in their children's education.

Evaluator's Impressions

The evaluator visited the High Point CIS Program a minimum of 10 times. Formal and informal conferences were held with the executive director during each of those visits. Numerous telephone conferences supplemented in-person conferences. The executive director, administrative assistant, and social worker graciously gave time to share information about the CIS Program and to provide needed data.

The administrative office was located on the same floor as other operations of the CIS Program. The executive director, administrative assistant, and social worker knew each participant personally and were familiar with the special needs of each participant even if the participant was not on one of their case loads.

The administrative office is a classroom-sized room with areas for waiting, the social worker, the administrative assistant, the executive director, office equipment, and a conference area. All areas were in one room without the benefit of dividers.

The CIS classroom is adjacent to the CIS administrative office. CIS classes meet in the classroom-sized room daily. Because of the small enrollment of the classes, the room arrangement accommodates a variety of activities. Posted charts hang on the walls showing student progress made toward earning rewards for good grades and attendance. Any wall space left has charts posted with idioms that encourage students to live meaningful lives.

The classroom across the hall is used for tutoring, small group sessions, and any other activities the staff deems appropriate. This classroom has open space without the benefit of dividers or study carrels. A small office is located on the hall that is used by some of the tutors and other repositioned staff.

The space for the program appears to be adequate. Other areas available for CIS use are not always in use.

During interviews parents shared many reasons for their children participating in the CIS Program. Parents knew that their children were having difficulty with school but appeared to be unaware that they were at risk of dropping out. Most of the parents did not know that the CIS Program was a dropout prevention program. They generally perceived the program as equivalent to programs for exceptional children.

CIS participants did not appear to be aware that the CIS Program was a dropout prevention program. Most of them saw the program as a class that tried to help them build self-esteem, improve their grades, or was just for fun.

Observations of CIS participants during class time, lunch time, and after school led the evaluator to conclude that the participants enjoyed the program. Many participants came to the CIS office during their lunch hour and after school. They felt comfortable talking with the staff about their successes in class and problems. They appeared to want to hear the advice of CIS personnel whether it included a reprimand or a praise. Members of the CIS staff were

always available to listen to the participants and provide the support students needed. The CIS Program appeared to fill a void that participants felt in the school environment.

The administrative assistant is knowledgeable of the needs of participants. She has established rapport with many of the participants' families and appears to have won adult family members' confidence.

Initially, there were 30 students in the comparison group. Three of those students transferred to other schools and four dropped out of school. The comparison group met one criterion as opposed to CIS participants meeting three criteria. Therefore, the comparison group may have some inflated results, making the CIS results seem a bit low.

CIS participants' attendance, behavior, and academic performance (see Table 17) were better than those of a comparison group of non-CIS participants. However, test of significance indicated that there were no significant differences between attendance and academic performance of the participant and comparison groups. The comparison group of non-CIS students had higher self-esteem scores than CIS participants but the mean score of the group, like that of CIS participants' relationship skills were considered acceptable by those who rated them.

Table 18 provides a summary of data related to perceptions of CIS constituents. The selection and placement process is adequate. Students selected to participate in the program are students who will

Table 17

Summary Related to Hypotheses

	Accepted	Rejected	CIS Participants	Comparison Group
Hypothesis 1 School Attendance		X	Better than Comparison Group	Not as good as Participants
Hypothesis 2 Behavior	X		Better than Comparison Group	Not as good as Participants
Hypothesis 3 Academic Performance		X	Better than Comparison Group	Not as good as Participants
Hypothesis 4 Relationships	X		NA	NA
Hypothesis 5 Self-Esteem		X	Not as good as Comparison Group	Better than CIS Participants

NA = Not Applicable

benefit from placement. Parents' involvement has no positive or negative effect on the CIS Program. Facilities available for CIS use facilitate delivery of program services. The CIS Program is positively impacting on at-risk students and possibly providing interventions that encourage students to remain in school.

Table 18

Summary Related to Context and Descriptive Data

	Favorable to CIS	Neutral	Not Favorable to CIS
Selection and Placement Process	X		
Appropriateness of Placement	X		
Parent Involvement		X	
Facilities	X		
Program Success	X		

Summary

This chapter reported statistical and descriptive findings related to the CIS Program.

Chapter five contains a discussion of the findings and impressions of evaluation participants. Finally, the chapter will discuss implications of the results and recommendations for research.

CHAPTER V

SUMMARY AND CONCLUSIONS

Introduction

The school dropout problem is a national concern. Many dropout prevention programs are developed to assist at-risk students with problems that make it difficult for them to remain in school. The High Point, North Carolina Cities in Schools (CIS) Program is an example of an effort to provide comprehensive services for at-risk students at High Point Central High School, 1989-90.

The purpose of this evaluation was to provide feedback to the High Point CIS Program, board of directors, and other stakeholders concerning the progress made toward the program's stated objectives. School attendance, behavior, academic performance, interpersonal relationships, and self-esteem were assessed for 40 CIS participants and to the degree possible, for a group of 23 similar non-CIS participants as indicators of program success. Additionally, 18 CIS participants, 28 tutors, 10 teachers, three repositioned staff members, the secretary/administrative assistant, eight parents, and the evaluator shared their perceptions of the program's process.

Although project data generally supported four of the five hypotheses of the study, differences favoring the CIS participants were not large enough to achieve statistical significance. Statisical data analyses supported the acceptance or nonacceptance of the following hypotheses at $p < .05$.

Descriptive statistics were used to categorize and analyze interviews with participants and parents. Descriptive narratives of observations provided insight of program participants' and other constituents' perception of the program's process. Questionnaire data not related to hypotheses were treated as ordinal scale measurements.

Results

The data analyses provided the following findings:

1. There was no significance difference between the attendance of CIS participants and the comparison group. Hypothesis one was not accepted. Data favored CIS participants, but differences did not reach the projected significance level ($p < .05$).
2. There was a significant difference between the number of days absent due to suspensions of CIS participants and of the comparison group. Hypothesis two was affirmed ($p < .05$).
3. There was no significant difference between the academic performance of CIS participants and the comparison group. Hypothesis three was not accepted. Data favored CIS participants, but differences did not reach the projected significance level ($p < .05$).
4. More than three quarters of respondents rated CIS participants' interpersonal skills at or above a moderate level. Hypothesis four was affirmed.

5. There was no significant difference between the self-esteem of CIS participants and the self-esteem of the comparison group as measured by the Coopersmith Self-Esteem Inventories (SEI) (1987). Data favored the non-CIS participants, but differences did not reach the projected significance level ($p < .05$). Hypothesis five was not accepted.

The hypotheses results can be divided into three categories: (1) CIS participants' people skills; (2) CIS participants' school-related data; and (3) CIS participants' feelings about self. The CIS participants demonstrate ability to get along well in society. They tend to choose appropriate behaviors when given options. They enjoy the company of others and seek opportunities to be included in social functions. Participants feel comfortable relating to adults and voluntarily go to them for conversation. Their behavior problems are not severe enough to require suspensions.

The participants' school attendance and academic performance are concerns of the evaluator. The relationship between attendance and academic performance is so significant that one must maintain that if attendance is improved, academic performance will improve. Improved academic performance can influence participants' self-esteem.

Clearly, CIS participants are at-risk students who need consistent interventions to encourage them to remain in school. Evaluation data support the need for programs that address problems that

confront at-risk students. The high absentee rate of CIS participants is consistent with the at-risk student characteristic identified by Catterrall (1987), Ekstrom, Goertz, Pollack, and Rock (1986), Wehlage and Rutter (1986), and Wheelock (1986). Poor academic performance is most often cited as a predictor of who will drop out of school (Bickle & Bond, 1986; Natriello, 1988). CIS participants' grade point averages are likely to cause them problems as they approach high school graduation. Individualizing curriculum for CIS participants and encouraging them to become active in extracurricular activities (Nelson, 1985; Rutter & Turnbaugh, 1987) have implications for strengthening existing CIS Program components and implementing new components. Unlike underachieving students described by Casebolt (1987), CIS participants have the support of CIS staff members at the school site without the accompanying label that usually goes with exceptional students.

Conclusions

The findings of the 1989-90 CIS evaluation led to a number of conclusions. First, some CIS participants remained in school because of their participation in the program. The program provided those students with the emotional support they needed to stay in school. Students felt comfortable with discussing their successes and failures with CIS staff. They voluntarily came to talk with CIS staff during lunch time and after school.

The CIS participants handled interactive situations well. They were prepared to respond to a variety of situations in an appropriate manner. The CIS participants established friendships with their peers and adults. Participants sought opportunities to interact with other CIS participants, CIS staff, classmates, and community citizens.

In spite of the number of services offered to help CIS participants cope with problems that interfere with their school achievement, services may not yet be intensive enough or offered long enough to effect the necessary changes to assist participants in overcoming years of difficulty interacting in the school environment. At-risk students have spent years being at-risk and are not likely to overcome problems with one year of interventions. Involvement in the CIS Program at earlier ages and on a year-to-year ongoing basis will possibly provide adequate support to encourage these at-risk students to strive to be successful in school.

Parent involvement seems crucial to the success of a dropout prevention program. The inclusion of a formal parent involvement component can provide opportunities for parents to become more familiar and comfortable with the school environment. Hill and Stafford's (1977) conclusion that better educated parents are better equipped to influence their children's educational aspirations has implications for implementing a formal parent involvement component. When parents are able to understand the school environment and convey this understanding to their children, their children are liable to interact more favorably with the school environment.

Finally, non-CIS teachers need to be aware of special characteristics and needs of at-risk students and how to work with them. Involving these educators in inservice activities related to at-risk students will help them to understand the special needs of these students. Opportunities for these teachers to give input related to the program process will encourage program support.

Discussion

The following discussion is based on the observations of the evaluator during the approximately 25 hours of observation over an eight-month period. These points may not be supported specifically by "hard" data, but they emerged as the evaluator observed on-site and worked with the data and data analyses.

The High Point, North Carolina CIS Program is vital to at-risk students at High Point Central High School. The warm and caring environment provides support, indeed, almost a refuge for students who need a "change of pace" from the routine of the regular class setting. Although this program is young, its faculty and support staff are attempting to address the needs of program participants by improving present services and implementing new ones.

The staff is committed to reducing the dropout rate in the school and to that end they are open to new ideas that will improve the program. They work beyond the normal work-day hours to ensure that the needs of participants are met and participants have opportunities to become involved in activities that go beyond those

offered by the school. Their interest in participants is not limited to the students on their caseloads but extends to each student enrolled in the program. Each CIS staff member brings his/her special strength to enhance the effectiveness of the program. Staff members are skilled in working with at-risk students who come to them in a variety of emotional states. Their calm and supportive manner often provides the atmosphere participants need to maintain their composure. They also provide firm guidance for those participants who are not willing to conform to constraints of the school setting. The administrative assistant is especially familiar with many of the participants' family histories and can be an invaluable source for encouraging parent participation in and cooperation with the program. She is straightforward in her dealings with participants. Her experience permits her to assess the sincerity of students and to deal effectively with insincere students. Students seek the advice and support of the administrative assistant. Allowing her more input into the program process can enhance the program. Other CIS staff members are equally committed but may not have the contact or familiarity with participants' families.

Regular classroom teachers appeared to have ambivalent feelings about how they fit into the CIS Program. They gave no indications that they were involved in the program process or knew what was going on in the program. They appeared to want to have participants "fixed" but were not involved in the process of "fixing" them. These teachers had no "ownership" in the program and, therefore, showed

little support for what the program was trying to do with participants. This ambiguity should be addressed.

Teachers who work with CIS participants should have some ongoing regular contact with the CIS Program. This will provide opportunities for exchanging ideas and sharing information. Additionally, the regular teachers will begin to develop ownership and support for the program. The support of the regular teachers is crucial because they are involved in the academic instruction of participants.

The location of the administrative office at the same site as the program has many advantages. This provides the executive director with regular opportunities to observe the program in progress and get to know participants. Any issues that need attention can be addressed more quickly. All CIS records are housed at the same site, thus decreasing the likelihood of records getting lost. Individuals who want to visit the program can observe the program and confer with the administration without traveling to a different site.

Program participants are students who need to be in the program. However, there are participants who would prefer not to be a part of the program. The students who want to participate in the program by far outnumber those who do not. Providing students and parents with information describing the kinds of commitments necessary to become successful participants and having them to sign commitment statements might reduce the number of students who are in the class just because they think that it is a fun class.

Incentives are relied upon heavily to persuade participants to improve grades and attendance. While many of the participants need incentives to work for improvement, some do not respond to that kind of inducement. Those students who do not respond well to incentives need to be intrinsically motivated. This is also true of students who do not respond positively to all components of the program. Individualizing the program to involve participants in components that they need will promote their optimum growth.

The tutors come with much enthusiasm for helping participants. this enthusiasm sometimes wanes as participants do not realize the immediate success that tutors hoped they would. An intensive training program that includes what to expect of these at-risk participants and how to work with them may prepare tutors to accept disappointments and not to become discouraged if things do not progress as quickly as they anticipated.

There was no loss of the original 40 CIS subjects. Therefore, CIS met a major goal (but not a direct focus of this study) of dropout prevention.

The High Point CIS Program has made positive progress. On can expect that it will play a major role in reducing the dropout rate and in meeting the other objectives more fully as it gains acceptance and expands. As plans for future improvements of the CIS Program are projected, consideration might be given to the grade levels that will benefit most from CIS funding.

Recommendations

Since the study did not find any discernable, positive results in the areas of attendance, academic performance, and self-esteem, the researcher recommends:

1. Focus efforts on improving attendance. These efforts should include parent and participant contact after the first absence from school.
2. Add a study skills component to the program for participants who experience academic difficulties. This component should include organizational skills. The tutoral component should provide tutors who are skilled to assist students in areas of academic needs. Consider implementing a peer tutoring program.
3. Provide a more structured class environment that encourages self-discipline and enhances self-esteem.

In addition to focusing on attendance, academic performance, and self-esteem, the researcher recommends that the High Point CIS Program personnel consider the following:

1. Assign space so that confidentiality can be maintained during service delivery. Provide some partitions for privacy.
2. Develop job descriptions that can help smooth transitions should staff changes occur. Written job descriptions facilitate appraisal of job performance.

3. Use a wide variety of incentives. The incentive program should be individualized and used only if it is effective for the individual participant.
4. Recognize and use expertise of all staff members as resources for working with and getting the cooperation of parents.
5. Implement a formal parent group. Be sure there is consistency when working with parents.
6. Publish a newsletter for parents, students, and others who might share an interest in the progress of the program.
7. Encourage implementation of this CIS Program or a similar program at earlier grades and continue it through high school grades. The program provides one way to "connect" the school and community to help with a specific problem, but CIS activities may be useful with younger students.
8. Individualize the CIS Program to offer program components to participants according to their needs.

Recommendations for Further Research and Evaluation

1. Control groups or comparison groups should be identified before new program components are implemented.
2. There is a need for continued research into ways to involve parents of secondary children successfully in the education of their children. The research should analyze different

kinds of involvement for different types of issues (drop-out, achievement, attendance, etc.). The CIS framework offers one way to implement such a study.

3. There is a need to continue studying ways to help teachers learn to meet the educational and emotional needs of at-risk students.

The CIS model offers a way to connect school with "the real world," and these connections need to be understood better. Since the direction of nearly all data supported the CIS Program as "successful," but differences did not reach statistical significance, the researcher suggests several points that might influence the results reaching significance: a longer intervention, a larger group (sample), different analyses, or even different levels of significance. Since the program had no negative effects on the participants it may be appropriate to replicate it.

Summary

During the initial two years of the High Point Central High School CIS Program participants received a number of services which possibly influenced them to remain in school. One could not unequivocally attribute the successes of participants to the program or the treatments. However, treatments were actually implemented; they seemed sound and provided a source of support for participants. Evidence suggested that the CIS Program has not adversely affected participants; indeed, the direction of nearly all findings and analyses supported the CIS effects.

Some expansion and modification of the program can enhance and make the program more effective. If the High Point CIS Program wants to make a significant impact on the dropout problem, it must continue to assess itself and seek additional efforts to make it more effective.

As a final note, one must consider if educators can continue to "add on" programs such as CIS to help make the education system responsive to needs of particular students. Is there a place for CIS (or CIS-like programs) in the "regular" schooling effort? Constant add-ons fragment programs. What can educators do to provide for all students in a regular program?

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APPENDIX A

EXECUTIVE DIRECTOR'S QUESTIONNAIRE

EXECUTIVE DIRECTOR'S QUESTIONNAIRE

Directions: In order that a comprehensive evaluation of the High Point Cities in Schools Program can be completed, please respond to the following questions concerning your program. If additional space is needed, please use the back of the page and/or attach a sheet of paper.

History/Background of the Program

(How did the community address dropout retention in this program?)

1. Give the history of the program's development.

   a. What was the origin of the program for this community?

   b. How was the need for this program determined (for example, review of dropout rates, availability of grant funds)?

   c. Which outside consultants, advisors, funders, business and community agencies, and other organizations were involved in the establishment of the program and under what circumstances?

   d. What change in the design, goals and objectives, expectations and outcomes have occurred over time?

2. About the mechanical aspects of establishing the program, were there any licensing requirements, need for school board approval, or special space or equipment needs? If so, please describe.

3. Describe the dropout problem within the school district/community.

Program Characteristics

(How do the program's design and operation address the needs of dropouts or at-risk youth?)

1. What are the program's goals and objectives?

2. Describe the program component and how students participate in it, for each of the following. How are students' needs diagnosed?

   a. academic units

   b. nonacademic units

   c. world-of-work orientation, work experience

   d. counseling, social services

e. attendance improvement

f. medical and health care

g. food and nutrition

h. transportation

3. How are the various program components coordinated for each student and for the program as a whole?

4. What is the organizational setup for the program?

   a. What is the physical layout of the program?

   b. What special materials are needed for this program?

   c. How is each student's progress evaluated?

5. How does this program fit within the regular school? Can students in the program participate in other school activities? What other services are available for participants and how are students eligible for these?

6. What problems do students have with the various program components and how does the program respond to the problems?

7. What related problems do students have that interfere with their school/work performance? How, if at all, does the program address these problems (for example, drug or alcohol abuse, housing, family-related or other problems)?

8. What special materials or books does your program require for its operation? Discuss.

Population Served/At-Risk Population Targeted

1. How do students get into the program?

   a. Who is the program intenden to serve?

   b. Who is eligible for the program?

   c. How are students recruited or informed about the program's existence?

   d. How are students selected to participate? How are their needs diagnosed?

e. Is there a waiting list and if so how is it managed? What services are offered to the students who make requests but are not enrolled in this program?

2. How many students are served by the program? What are the demographic characteristics of the program and the school/community? How many students are enrolled and what is their background in terms of SES, race/ethnicity, sex, or special needs (such as, limited English proficiency or physical handicap?

	Program Participants
Total	_____
Grade 9	_____
10	_____
11	_____
Male	_____
Female	_____
White Males	_____
White Females	_____
Black Males	_____
Black Females	_____
Indian Males	_____
Indian Females	_____

Other program participant characteristics: _____

_____

3. What are the program policies for students' positive and negative termination from the program?

a. When does a student successfully complete the program?

b. Under what circumstances are students asked to leave the program?

c. How are those who drop out of this program followed up?

Staffing and Management

1. What is the staffing and administration of this program and how does this arrangement address the service needs of dropouts or at-risk youth?

   a. Describe the number and responsibilities of staff members. What special qualities must staff persons exhibit to be hired for the program?

   b. Describe the student-staff ratio.

   c. How is the program administered/managed?

   d. How does the program fit into the school district's organizational structure?

2. Describe the external staff resources and support services.

   a. What are the roles of the school principal, central office staff, school board, and others in the continued operation of this program?

   b. How is the business community involved in the program?

   c. How are the community social agencies involved in the program?

   d. What is the role of the students' parents in this program? Are special services or components provided for them?

   e. Does the program use volunteers and if so, what kinds and under what capacity? How are they recruited?

3. Describe the other interagency relationships in support or operation of this program.

4. Describe the organization that is directing this program.

Funding

1. How is the program funded? Describe the types of funding and give proportional amounts--federal, state, local, private and in-kind. Describe the specific requirements of services for each funding source.

2. How is outside funding obtained?

3. What future sources will the project be using and for what purpose?

4. What is the program's annual budget?

   a. personnel: _____

   b. facilities: _____

   c. equipment, materials, supplies: _____

   d. maintenance: _____

   e. insurance: _____

   f. transportation: _____

   g. consultants: _____

   h. other (specify): _____

5. What in-kind resources or materials are used for this program?

6. How are the funds administered?

APPENDIX B

STUDENT INTERVIEW

STUDENT INTERVIEW

1. Describe a typical day in your program.
2. What courses are you taking?
3. What other activities do you participate in?
4. What are your plans after you finish this program?
5. How did you find out about this program?
6. What were you doing at the time?
7. Have you ever wanted to drop out of school?
8. What other programs do you participate in?
9. What do you like about this program?
10. How do you think it can be improved? What else would you like to see offered?
11. If this program did not exist, what would you do instead?
12. What has this program done for you?

APPENDIX C

PARENT INTERVIEW QUESTIONS

PARENT INTERVIEW QUESTIONS

Directions: The following rating scale will be used to rate parent's knowledge of the CIS Program: 5 = Excellent Level; 4 = Above Expected Level; 3 = Average Level; 2 = Below Average Level; 1 = No Knowledge.

1. You understand why your child is in the CIS Program.

   1 2 3 4 5

   _____

2. How did you help your child to make the decision to enroll in the CIS Program?

   1 2 3 4 5

   _____

3. Your child talks with you about the CIS Program.

   1 2 3 4 5

   _____

4. You have been contacted by the CIS staff and invited to participate in some activities.

   1 2 3 4 5

   _____

5. You have participated in some of the CIS activities.

   1 2 3 4 5

   _____

The following scale will be used to rate the parent's assessment of the CIS Program: 5 - Always; 4 = Frequently; 3 = Sometimes; 2 = Seldom; 1 = Never.

1. Your child gets along well with other students in the CIS Program.

   1 2 3 4 5

   _____

2. Your child gets along well with the CIS staff.

1 2 3 4 5

---

3. Your child gets along well with other students at High Point Central High Mchool who are not participating in the Cities in Schools Program.

1 2 3 4 5

---

4. Your child gets along well with others in the community.

1 2 3 4 5

---

5. The CIS Program has helped your child.

1 2 3 4 5

---

6. Your child would like to continue to be a part of the CIS Program.

1 2 3 4 5

---

7. Your child likes the CIS Program.

1 2 3 4 5

---

8. The CIS Program has been helpful to you.

1 2 3 4 5

Is there anything else that you would like for me to know about the Cities in Schools Program?

APPENDIX D

CIS QUESTIONNAIRE FOR CIS AND REGULAR TEACHERS

CIS QUESTIONNAIRE FOR CIS AND REGULAR TEACHERS

Please take a few minutes to complete this questionnaire concerning the CIS Program so that we may know your reaction to the program and use your suggestions for program improvements.

Directions: Please indicate how you feel about the Cities in Schools Program by rating each statement from one to five with one being the least favorable response and five being the most favorable response. A blank has been provided for your comments after each statement.

1. How well do participants get along with each other?

   1 2 3 4 5

   _____

2. How well do you feel that program participants get along with students who are not program participants?

   1 2 3 4 5

   _____

3. How well do participants get along with teachers?

   1 2 3 4 5

   _____

4. How much input did you have in the participant selection process?

   1 2 3 4 5

   _____

5. How well is the program working for the participants?

   1 2 3 4 5

   _____

6. How much are you involved in the CIS Program?

   1 2 3 4 5

   _____

7. How adequate are the facilities used for the CIS Program?

1 2 3 4 5

If you would like to give more input, please use the space below to share information on the following aspects of the program: What are the characteristics of the students for whom this program works best? What would you like to see happen to improve the program?

Please use the space below to make any additional comments that you would like concerning the CIS Program.

This questionnaire was used in the spring of 1989 to evaluate Cities in Schools Programs in the Greensboro City and Guilford County Schools.

APPENDIX E

TUTOR QUESTIONNAIRE

TUTOR QUESTIONNAIRE

Please take a few minutes to complete this questionnaire concerning the Cities in Schools (CIS) Program. Your responses will be used to help determine the strengths of the program and areas that need improvement.

Directions: Please indicate how you feel about the CIS Program by rating each statement from one to five with one being the least favorable response and five being the most favorable response. A blank has been provided for your comments after each statement.

1. Students who participate in the CIS Program get along well with other students in the program.

   1 2 3 4 5

   _____

2. Students who participate in the CIS Program get along well with their teachers.

   1 2 3 4 5

   _____

3. Students who participate in the CIS Program get along well with the adults who work with the CIS Program.

   1 2 3 4 5

   _____

4. Opportunities are provided for you to share information with the executive director about the student you are tutoring.

   1 2 3 4 5

   _____

5. The space provided for tutoring is adequate.

   1 2 3 4 5

   _____

6. The student that you are tutoring needs your help and is responding well.

1 2 3 4 5

---

7. The CIS Program is successful.

1 2 3 4 5

Please use the space below to make additional comments on any aspect of the program that you desire.

APPENDIX F

REPOSITIONED STAFF AND SECRETARY QUESTIONNAIRE

REPOSITIONED STAFF AND SECRETARY QUESTIONNAIRE

Please take a few minutes to complete this questionnaire concerning the Cities in Schools (CIS) Program. Your response will be used to help determine the strengths of the program and areas that need improvement.

Directions: Please use the following rating scale to rate the following statements as they relate to the Cities in Schools Program: 5 = Always; 4 = Frequently; 3 = Sometimes; 2 = Seldom; 1 = Never.

Draw a circle around your response. Space has been provided after each response for comments. At the bottom of the questionnaire, please feel free to make any comm ents that you choose about the program.

1. Students who participate in the CIS Program get along well with other students in the program.

   1 2 3 4 5

   _____

2. Students who participate in the CIS Program get along well with their teachers.

   1 2 3 4 5

   _____

3. Students who participate in the CIS Program get along well with those staff members who work with the CIS Program.

   1 2 3 4 5

   _____

4. Opportunities are provided for you to share ideas concerning the CIS Program.

   1 2 3 4 5

   _____

5. The CIS Program provides adequate opportunities for you to deliver your services.

1 2 3 4 5

---

6. The space provided for delivering your services is adequate.

1 2 3 4 5

---

7. Students were carefully selected for participation in the CIS Program.

1 2 3 4 5

---

8. You had input in the selection of participants.

1 2 3 4 5

---

9. Opportunities are provided for repositioned staff and the secretary to interact with each other about common concerns.

1 2 3 4 5

---

10. Parent contacts and involvement have been successful.

1 2 3 4 5

---

11. The CIS Program is successful.

1 2 3 4 5

Please use the space below to make additional comments on any aspect of the program that you desire.

APPENDIX G

COMMENTS RELATED TO CIS PARTICIPANTS' RELATIONSHIP SKILLS

COMMENTS RELATED TO CIS PARTICIPANTS' RELATIONSHIP SKILLS

Relationships Between CIS Participants

"After an initial period of adjustment, they seem to form a certain amount of cohesiveness as in any class or club."

"Groups and friendships are formed from the class."

"They seem to get along very well with one another."

"It appears that they developed a bond."

"Kids seem relatively cheerful together."

"There seems to be distinct groups, but they seem to get along well."

CIS Participants' Relationships with Teachers

"My student respects her teachers."

"I think that my student probably has a problem communicating with her teachers."

"The students seem to be able to freely communicate with the teachers in CIS."

"I know my student has problems with certain teachers and that her relationship with others is better."

"Students don't get along well at first but it improves with counseling and advice from staff in CIS. Many students are referred to CIS due to perceived inability to get along with teachers."

CIS Participants' Relationships with CIS Staff

"After explaining my role, I have experienced overall positive attitudes."

"This is a great plus for the program."

"After a time, the students see the team or the individual team member as there to help and that we are sincers."

"On the whole, I think there is a very good relationship between CIS staff and students."

"CIS students respond well to the CIS instructor."